

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Member for Economy, Transport and Environment
Date:	2 July 2020
Title:	Brighton Hill Improvement Scheme - Camrose Link Road Project Appraisal and Advanced Enabling Works
Report From:	Director of Economy, Transport and Environment

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Purpose of this Report

1. The purpose of this report is twofold. It seeks approval for the Project Appraisal for Camrose Link Road so that this scheme can go ahead at an estimated cost of £3.454million. In addition, the report provides an initial update on the current consultation for changes to the Brighton Hill roundabout and seeks authority to progress the enabling works for the delivery of this scheme at an estimated cost of £1.82million. A further report detailing the outcome of the consultation will be brought to the Executive Member in the autumn, once the data analysis has been completed.

Recommendations

2. That the Executive Member for Economy, Transport and Environment approves the Project Appraisal for Camrose Link Road Scheme (“the Camrose Link Road Scheme”), as set out in this report.
3. That, subject to planning approval from Hampshire County Council Regulatory Committee for the Camrose Link Road, and to Basingstoke and Deane Borough Council granting planning permission for either the care home or residential developments, the Executive Member for Economy, Transport and Environment gives approval to procure, spend, and enter into contractual agreements in consultation with the Head of Legal Services, to deliver the Camrose Link Road Scheme, as set out in this report and Appendix 1, at an estimated cost of £3.454million to be funded from Local Growth Funding awarded by the Enterprise M3 LEP.
4. That authority be delegated to the Director of Economy, Transport and Environment in consultation with the Head of Legal Services to progress and make any appropriate orders, notices or statutory procedures and secure any consents, permissions, rights or easements necessary to facilitate and enable the Camrose Link Road Scheme.

5. That the Executive Member for Economy, Transport and Environment gives approval to procure and spend, and to enter into necessary contractual arrangements in consultation with the Head of Legal Services, to implement the advanced utility diversions for Brighton Hill Roundabout, as well as any necessary relocation of street furniture, at a cost of £1.82million to be funded from Local Growth Funding awarded by the Enterprise M3 LEP.
6. That, in order to ensure the delivery of the Camrose Link Road Scheme, the Executive Member for Economy, Transport, and Environment recommends to the Executive Member for Policy and Resources that a Compulsory Purchase Order is made for the land required to deliver the scheme, as detailed in Appendix 2, to run in parallel with negotiations to acquire all third party land interests by agreement, on the basis that the areas of land identified in Appendix 2 will not be extended but may be revised or minimised.

Executive Summary

7. The purpose of this paper is to provide an overview of the scheme that will form the first phase of improvements to the Brighton Hill roundabout which include the construction of the Camrose Link Road and enabling works at the Brighton Hill roundabout. The Enterprise M3 Local Enterprise Partnership's (EM3 LEP) has allocated £13million towards improvements to the Brighton Hill roundabout, matched by £6.65million of local developer contributions and £1.1million from Hampshire County Council Local Transport Plan Funding. The grant funding is allocated to the County Council on completion of milestones as detailed within the approved funding agreement.
8. The Camrose Link Road is an advanced component of the wider Brighton Hill Roundabout scheme. The report seeks authority to procure and spend, to deliver the Camrose Link Road Scheme set out below, which will unlock land for business and residential developments on the Camrose site and will advantage the operation of Brighton Hill roundabout. The new link also provides for a diversion route to help manage traffic during the roundabout construction.
9. Approval to develop the design to improve the capacity of the Brighton Hill roundabout in Basingstoke was received at the Executive Member for Environment and Transport Decision Day on 13 November 2018. This report seeks further approvals as follows:
 - to progress all necessary advanced enabling works for Brighton Hill Roundabout, including utility diversions (£1.82million); and,
 - to implement, subject to planning consent, the proposed works to build the Camrose Link Road component of the scheme and all associated works (£3.454million).

Contextual Information

Brighton Hill Roundabout

10. The EM3 LEP has identified Basingstoke as one of its four growth towns, which are a focus for economic and housing growth. The Basingstoke South West Corridor to Growth covers the A30 SW Corridor into Basingstoke from the M3 Junction 7 to the town centre, along which significant further housing growth is planned. The Adopted Local Plan, which runs to 2029, has allocated sites for over 2,000 homes on the corridor and over half of these are either under construction or have planning consent. Combined with planned increases in employment in the town centre, particularly at Basing View, it is anticipated that travel demand on the corridor will increase.
11. As part of previous investment in this corridor, the EM3 LEP has funded improvements to Winchester Road Roundabout (completed in 2017) and improvements to Thornycroft Roundabout, which are currently under construction and due for completion during winter 2020/21.
12. The EM3 LEP has allocated £13.0million of Local Growth Deal funding (matched by £6.55 million of local developer contributions and £1.1million from Hampshire County Council Local Transport Plan Funding) towards improvements at Brighton Hill roundabout including the Camrose Link Road. This is part of an ongoing multi-million programme of transport improvements across Basingstoke to support economic growth and prosperity.
13. Brighton Hill Roundabout is a key junction on the A30 SW Corridor and suffers from significant peak period congestion which will be further exacerbated by future increases in demand on the Corridor. The proposed Improvement Scheme aims to:
 - increase the traffic capacity at the junction to accommodate existing and future travel demand, to reduce congestion and to improve journey times and journey time reliability;
 - provide comprehensive pedestrian and cycle facilities at the junction, including future provision for a strategic cycle route along the A30 SW Corridor and links to that route from surrounding areas; and
 - safeguard future provision for bus priority measures associated with the proposed Mass Rapid Transit project.
14. The Business Case for the capacity improvements for the Brighton Hill roundabout including Camrose Link Road, was approved by the EM3 LEP in July 2019 and the County Council signed a Funding Agreement with the EM3 LEP in November 2019 for a grant of £13million. This grant funding is matched by £7.65million of local contributions comprising £1.1million Hampshire County Council Local Transport Plan funding, and £6.55million developer Section 106 funding.
15. In November 2018, the Executive Member for Environment and Transport confirmed that the proposed scheme to improve traffic capacity through the roundabout should be progressed to complete all detailed design including engagement with Basingstoke and Deane Borough Council. Responses from the

Borough Council have been incorporated within the detailed design for the Camrose Link Road Scheme.

16. A project appraisal for the main improvements for Brighton Hill roundabout will be brought to the Executive Member for Economy, Transport and Environment decision day on 8 October 2020.
17. To maximise the network benefits the proposed improvements for Brighton Hill Roundabout do require the Camrose Link Road Scheme to be built and opened as highway. Some of this land is not yet within the County Council's control. Failure to secure the planning approval for the Camrose site (see below) from Basingstoke and Deane Borough Council may prevent dedication of the land by the developer. In this scenario, Hampshire County Council may need to exercise compulsory purchase powers to acquire the land on the Camrose site should all reasonable steps to agree the land dedication voluntarily fail.

Camrose Link Road

18. The Camrose Link Road provides an alternative route between Western Way and the A30 and is a key component of the Brighton Hill Roundabout scheme, enabling the Western Way entry to Brighton Hill Roundabout to be closed to traffic joining the roundabout. This lends significant capacity benefits for the operation of Brighton Hill Roundabout and addresses an existing road safety issue on this entry arm. The Link Road will also provide access for the proposed redevelopment of the Camrose Football Ground site, for which planning applications have been submitted. In detail, the proposed scheme will provide:
 - a 240m long single carriageway link between the A30 Winchester Road and Western Way;
 - a signalised junction with the A30 Winchester Road with pedestrian and cycle crossings;
 - footways and uncontrolled pedestrian crossing points;
 - an eastbound stepped cycle track;
 - a revised priority junction with Western Way;
 - closure of the Western Way exit onto Brighton Hill roundabout;
 - street lighting;
 - sustainable drainage; and
 - minor access junctions to unlock development.
19. A 'Regulation 3' planning application for the Camrose Link Road Scheme has been submitted to Hampshire County Council (planning reference 19/03116/CMA) for the link road. The proposed road will be partially constructed across land previously used by Basingstoke Football Club for its football pitch. Sport England and Basingstoke and Deane Borough Council have raised an objection to the application due to loss of the sports facilities. Sport England require that alternative sporting facilities are provided within Basingstoke to be funded by the developer Basron Developments Ltd, who has submitted outline planning applications 19/02889/OUT (70-bedroom care home) and 19/01110/OUT (89 dwellings) for the Camrose site to Basingstoke and Deane Borough Council. It is expected that the

required mitigation for the loss of sporting facilities will be agreed between Sport England and the developer, and will be formally included within a Section 106 agreement contained within any Basingstoke and Deane Borough Council planning approvals for the Camrose site. Should such mitigation be secured, the current Sport England and Basingstoke and Deane Borough Council objections to the County Council's Regulation 3 planning application are expected to be withdrawn. The link road planning application is expected to be considered by the County Council's Regulatory Committee on 29 July 2020. Basingstoke and Deane Borough Council is expected to consider the outline planning applications 19/02889/OUT (70-bedroom care home) and 19/01110/OUT (89 dwellings) in September 2020.

20. A proportion of the mitigation from the developer, will be the provision of upgraded sport facilities at the FA Winklebury Stadium. Basingstoke Community Football Club has planning approval reference 19/03181/FUL, to upgrade Winklebury stadium to equivalent facilities which will in part mitigate the linked Sports England objection. Basron Developments Ltd. is proposing to deliver the works at Winklebury by July 2021.
21. The remaining mitigation will require that the developer fund a programme of identified sports projects outlined within Basingstoke and Deane Borough Council's 'Local facilities football plan'.
22. In January 2019, Basingstoke and Deane Borough Council Cabinet formally made a decision to dedicate the land within its ownership that is required to allow the Camrose Link Road to be built. Heads of Terms for the land dedication are being finalised by Hampshire County Council Legal Services.
23. Basingstoke Town Football Club has a lease on the Basingstoke and Deane Borough Council land, and this will be relinquished in part to enable the Borough Council to dedicate the land. Land outside of the highway extents could remain leased to the football club.
24. Discussions are currently underway with Basron Developments Ltd to secure the highway rights required for the southern section of the link road. This agreement will be subject to Basron securing planning approval from Basingstoke and Deane Borough Council for its development, planning applications 19/02889/OUT (70-bedroom care home) and 19/01110/OUT (89 dwellings). Hampshire County Council will take steps via compulsory purchase to acquire the land should all reasonable steps to agree land dedication fail.

Advanced Enabling Works

25. Approval to proceed with advance enabling works including the diversion of utilities for Brighton Hill roundabout ahead of the main contract will enable the main works to proceed unhindered by utilities and de-risks the project from delays associated with accommodating utility diversions within activities of the main works programme.
26. Localised relocation of street furniture will be required to facilitate the diversion of utilities.
27. The current estimated cost for the advanced enabling works is £1.82million.

Finance

28. The Covid-19 virus brought a temporary halt to many of the County Council's construction projects. While work has largely now been able to re-start, there may be a financial impact to site working in accordance with 'Covid-secure' guidance. The costings set out below were prepared pre-Covid 19, and any increase to ensure safe ways of working has not been factored in at this stage.
29. It is noted that for schemes of more than £0.5million in value, where tenders/quotations exceed the approved amount by more than 10% then Financial Regulations require that further Executive Member approval is sought.
30. The EM3 LEP has allocated £13million of Local Growth Deal funding to the Brighton Hill roundabout scheme, which together with £6.55m of S106 monies and £1.1m of LTP funding comprises the budget for the overall scheme. The advanced enabling works at Brighton Hill and the implementation of the Camrose Link Road will be funded in whole from the Local Growth Deal funds. This is because the Local Growth Fund is a time limited funding source, and to meet the requirements of the grant, it will be spent ahead of the other funding sources.

<u>Brighton Hill Utility Diversion Works Estimates</u>	<u>£'000</u>	<u>% of total</u>	<u>Funds Available</u>	<u>£'000</u>
	1820	100	Local Growth Deal	1820
Total	1820	100	Total	1820

<u>Camrose Link Road Estimates</u>	<u>£'000</u>	<u>% of total</u>	<u>Funds Available</u>	<u>£'000</u>
Design and Supervision	598	17.3	Local Growth Deal	3454
Client Fee	124	3.6		
Construction	2612	75.6		
Land/Legal Services	120	3.5		
Total	3454	100	Total	3454

Brighton Hill
Enabling Works
Maintenance
Implications

	<u>£'000</u>	<u>% Variation to</u> <u>Committee's budget</u>
Net increase in current expenditure	N/A	
Capital Charge	170	0.106%

Camrose Link Road
Maintenance
Implications

	<u>£'000</u>	<u>% Variation to</u> <u>Committee's budget</u>
Net increase in current expenditure	19	
Capital Charge	332	0.208%

Programme

31. The proposals for the Brighton Hill roundabout Camrose Link Road component form part of the County Council's Capital Programme for 2020/21.

32.

Key Milestone:

Project appraisal	2 July 2020
Regulation 3 Planning Committee	29 July 2020
Tender	August to September 2020
Award	October 2020
Construction	November 2020 to July 2021

33. Once the contract has been awarded, work will commence and take approximately 9 months to complete.

34. The landscape planting will be undertaken by specialist contractors at suitable times during the main contract works and before the end of the first planting season after completion of the works. This approach will help to enable the

landscape planting to become established and contribute towards the mitigation for the scheme at the earliest opportunity.

Other Scheme Details

Brighton Hill roundabout advanced enabling works.

35. The advanced works are required at the Brighton Hill roundabout to maximise the opportunity for completion of the main scheme mid-2023. The utility diversions are required to prevent damage during construction and to be deep enough below ground for protection from damage.
36. By relocating the underground utilities ahead of the main works, the risk associated with coordinating third party utility diversion and any associated delays are realised earlier and dealt with, thereby minimising the impact on key construction activity on the main works.
37. Relocating utilities clear of the main excavations is safer for the main contractor's workforce avoiding the danger from underground services, reducing the risk of utility service strikes, and potential lifetime injury or death. Damage to underground services can cause fatal or severe injury as well as significant disruption and environmental damage; it can also delay the project and incur considerable costs.

Camrose Link Road

38. Traffic speeds on the Camrose Link Road will be limited by a 20mph speed limit and the physical road layout.

Departures from Standards (Camrose Link Road)

39. The scheme proposals have been designed to comply with the Design Manual for Road and Bridges, Manual for Streets, and Hampshire County Council standards for highway improvement schemes.
40. Two departures from the Design Manual for Roads and Bridges Highway Design guidance standards have been accepted and approved by the County Council's Chief Engineer. These being:
 - departure from standards required for the stepped cycle way width from 2.5m to proposed 1.5m width. If cycle way is greater than 100m length, then a 2.5m width should be provided. The proposed cycle way is 130m length. To discourage cyclists overtaking or using the route as a contraflow, a width of 1.5m is considered optimal; and
 - departure from standard required for no provision for cyclists in the westbound direction. Traffic modelling suggests vehicle flows will be significantly lower than the eastbound and together with lower anticipated cycle flows, this does not warrant an on-road advisory cycle lane.
41. A further road safety audit will be undertaken upon completion of the works and agreed recommendations delivered.

Consultation and Equalities

42. The previous consultation exercise is detailed within the Executive Member for Economy, Transport and Environment on 13 November 2018: Basingstoke South West Corridor to Growth – Brighton Hill Roundabout report, which can be accessed via this link:

<http://democracy.hants.gov.uk/documents/s25843/Decision%20Record.pdf>
43. During development of the scheme, and having undertaken further on-site investigations, it became apparent that extending the existing subways and ramps would prove technically challenging and would add in excess of £7million to the scheme cost. Removal of the subways and provision of at-grade crossings will reduce project risk and deliver the Brighton Hill Roundabout scheme within budget.
44. An online public consultation to assess views for this change was undertaken between 20 May and 10 June 2020, subsequently extended to the end of July. The feedback from the consultation is currently being collated. A full update of the outcome of the consultation along with supporting recommendations will be reported to the Executive Member in the autumn.
45. The project is designed to provide easier and more convenient ways for all to use the link road. The route will formalise an environment where the interaction between vehicles and other users is controlled, providing opportunity for to safely cross the road. This project will provide access for all by providing new at-grade signalised crossings which enhance the mobility of some users, who through age, disability or health would otherwise be prevented from crossing the road to access local services.
46. The proposals will have no or low impact upon groups with protected characteristics. In the event that a CPO is required, the guidance published by the DCLG (Guidance on CPO process and The Crichel Down Rules for disposal of surplus land acquired by, or under the threat of compulsion) will be followed

Statutory Procedures

47. A planning application for the Camrose Link Road was submitted in November 2019.
48. The necessary traffic regulation orders to support closure of the exit from Western Way onto the Brighton Hill roundabout will be progressed for implementation at the appropriate time in the delivery of the proposals.
49. The existing speed limits on surrounding roads will remain unchanged as part of these proposals.

50. Temporary traffic regulation orders dealing with the provision of temporary road closures and temporary speed limits for the purposes of undertaking the construction works in a safe manner will be prepared as appropriate.

Land Requirements

51. The proposed Camrose Link Road traverses land owned by third parties, Basingstoke and Deane Borough Council and Basron. Negotiations about the necessary land have been progressed with the draft Heads of Terms agreed with landowners, and these will be finalised as appropriate by representative legal parties.
52. Authority to initiate Compulsory Purchase provisions will be sought, although it is hoped that the necessary land interests can be acquired through voluntary agreement.

Maintenance Implications

53. The proposals for Camrose Link Road will generate approximately £19,000 per annum maintenance. However, the maintenance implications for the full scheme have yet to be established.
54. Many of the materials that will be used in the construction of the scheme are standard materials used elsewhere on the highway. As part of the processes involved in developing the scheme, internal consultations have taken place with representatives from the Asset Management team. The detailed design of the scheme has been refined to reduce future maintenance liabilities as far as possible by using robust materials and redesigning elements of the kerbing gully and pipework connections. This has resulted in an increase in capital costs for the benefit of reduced future maintenance liabilities.
55. Highway improvement schemes that involve the formal planning process will incorporate measures to mitigate for the impact of the scheme and protect or improve the environment. The proposals have been designed to accommodate these factors as far as possible with a minimal impact on future maintenance. The maintenance level required to maximise the assets' life will be accommodated when setting future maintenance budgets.
56. The Asset Management team has been consulted on the proposals and has approved the design and materials specified.

LTP3 Priorities and Policy Objectives

3 Priorities

- To support economic growth by ensuring the safety, soundness and efficiency of the transport network in Hampshire.
- Provide a safe, well maintained and more resilient road network in Hampshire
- Manage traffic to maximise the efficiency of existing network capacity, improving journey time reliability and reducing emissions, to support the efficient and sustainable movement of people and goods

14 Policy Objectives

- Improve road safety (through delivery of casualty reduction and speed management)
- Efficient management of parking provision (on and off street, including servicing)
- Support use of new transport technologies (i.e. Smartcards; RTI; electric vehicle charging points)
- Work with operators to grow bus travel and remove barriers to access
- Support community transport provision to maintain 'safety net' of basic access to services
- Improve access to rail stations, and improve parking and station facilities
- Provide a home to school transport service that meets changing curriculum needs
- Improve co-ordination and integration between travel modes through interchange improvements
- Apply 'Manual for Streets' design principles to support a better balance between traffic and community life
- Improve air quality
- Reduce the need to travel, through technology and Smarter Choices measures

- Promote walking and cycling to provide a healthy alternative to the car for short local journeys to work, local services or school
- Develop Bus Rapid Transit and high-quality public transport in South Hampshire, to reduce car dependence and improve journey time reliability
- Outline and implement a long-term transport strategy to enable sustainable development in major growth areas

Other

Please list any other targets (i.e. National Indicators, non LTP) to which this scheme will contribute.

REQUIRED CORPORATE AND LEGAL INFORMATION:

Links to the Strategic Plan

Hampshire maintains strong and sustainable economic growth and prosperity:	yes
People in Hampshire live safe, healthy and independent lives:	yes
People in Hampshire enjoy a rich and diverse environment:	yes
People in Hampshire enjoy being part of strong, inclusive communities:	yes

Other Significant Links

Links to previous Member decisions:	
<u>Title</u>	<u>Date</u>
EMET decision report: Basingstoke South West Corridor to Growth – Brighton Hill roundabout	13 November 2018
EMET decision report: Basingstoke Transport Strategy.	16 July 2019
EMET decision report: Basingstoke Transport Update – Strategy and Issues	13 March 2018
EMET decision report: Thornycroft roundabout	13 November 2018
Direct links to specific legislation or Government Directives	
<u>Title</u>	<u>Date</u>

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

<u>Document</u>	<u>Location</u>
None	

EQUALITIES IMPACT ASSESSMENT:

1. Equality Duty

The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- The need to remove or minimise disadvantages suffered by persons sharing a relevant protected characteristic that are connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic that are different from the needs of persons who do not share it;
- Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

2. Equalities Impact Assessment:

The project is designed to provide easier and more convenient ways for all to use the link road. The route will formalise an environment where the interaction between vehicles and other users is controlled, providing opportunity for to safely cross the road. This project will provide access for all by providing new at-grade signalised crossings which enhance the mobility of some users, who through age, disability or health would otherwise be prevented from crossing the road to access local services.

The proposals will have no or low impact upon groups with protected characteristics. In the event that a CPO is required, the guidance published by the DCLG (Guidance on CPO process and The Crichel Down Rules for disposal of surplus land acquired by, or under the threat of compulsion) will be followed