

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Member for Environment and Transport
Date:	15 January 2019
Title:	Project Appraisal: M27 Junction 9 and Parkway South Roundabout Scheme
Report From:	Director of Economy, Transport and Environment

Contact name: Duncan Stewart

Tel: 01962 845421

Email: duncan.stewart2@hants.gov.uk

1. Recommendations

- 1.1 That the Executive Member for Environment and Transport approves the Project Appraisal for the M27 Junction 9 and Parkway South Roundabout scheme (“the Scheme”), as outlined in this report subject to confirmation of the County Council’s Capital Programme.
- 1.2 That subject to the acquisition of all necessary land interests, approval be given to procure and spend and enter into necessary contractual arrangements, in consultation with the Head of Legal Services, including any necessary agreements with Highways England, to implement the proposed improvements to M27 Junction 9, Whiteley Way and Parkway South Roundabout, as set out in the supporting report, at an estimated cost of £22.230million to be funded from a combination of Highways England Growth and Housing Fund, Highways England Congestion Relief Fund, Local Transport Plan funding and developer contributions.
- 1.3 That authority to make the arrangements to implement the Scheme, including minor variations to the design or contract, be delegated to the Director of Economy, Transport and Environment.

2. Executive Summary

- 2.1 The purpose of this paper is to seek approval for the implementation of the Scheme to improve M27 Junction 9 and Parkway South Roundabout, Whiteley, at an estimated cost of £22.230million.
- 2.2 The M27 is a critical, strategic corridor in southern Hampshire which helps to keep the economy moving but at peak times queues caused by congestion at Junction 9 can extend back several kilometres along the motorway. The Scheme is essential to improve traffic flow and journey times in the area. Both junctions currently experience severe congestion in the morning and

evening peak periods and traffic queuing on the motorway off-slips at Junction 9 causes operational and safety issues on the M27 mainline. Furthermore, in the morning peak hour, congestion at Parkway South Roundabout can regularly block back to Junction 9, while in the evening peak hour congestion at Junction 9 frequently blocks back to Parkway South Roundabout.

- 2.3 The congestion is judged to be detrimentally impacting business attraction and retention in two large regionally significant adjacent Business Parks, Solent and Segensworth, located to the north and south of Junction 9 respectively.
- 2.4 The Scheme developed by the County Council will provide a significant increase in traffic capacity at both junctions, which forecasts suggest will be sufficient to alleviate the existing congestion issues and provide spare capacity to accommodate traffic associated with future developments.

3. Background

- 3.1 In late 2015 Highways England (HE) withdrew funding for its improvement scheme at M27 Junction 9, following a review of budget. The HE scheme was limited to widening of the off-slips and did not address the capacity problems on the roundabout circulatory carriageway or on the local road network.
- 3.2 Around the same time the County Council commenced work to develop a feasibility improvement scheme for the Parkway South Roundabout. This junction was identified for improvements by the promoters of the 'North Whiteley' development, but the County Council considered that the proposed improvements did not offer sufficient future capacity and elected to develop its own scheme to fully address the forecast congestion issues. A financial contribution from the 'North Whiteley' developers towards this junction has been secured instead via Section 106 agreement. This contribution forms a critical component of the funding for the Scheme now proposed.
- 3.3 Following discussions with HE, the County Council submitted a bid to the HE Growth and Housing Fund (GHF) in March 2016, for funding towards improvements to Parkway South Roundabout and M27 Junction 9.
- 3.4 Bid information was re-submitted during late summer 2016, and the resulting new preferred scheme developed by the County Council reflects the operational dependency between the two junctions and provides enhanced capacity and safety improvements.
- 3.5 Subsequent to this the County Council has undertaken further scheme appraisal work to satisfy the requirements of the HE bid assessment process including traffic modelling, economic and cost/benefit appraisal and environmental assessments. The appraisal demonstrated the Scheme to have a 'very high' value for money.

- 3.6 In September 2017 the Executive Member for Environment and Transport delegated authority to the Director Economy, Transport and Environment to progress the design and development work for the Scheme including the progression of all necessary advance works. In July 2018 the Executive Member Policy and Resources approved the recommendation from the Executive Member Environment and Transport for authority to make a Compulsory Purchase Order for the land required to deliver the Scheme.
- 3.7 A review of the design identified several issues with regard to the proposed realignment of Whiteley Way on the approach to M27 Junction 9. Widening of the carriageway on the eastern side of Whiteley Way would require significant retaining structures and it was considered that the cost and resulting network delays of providing these would be prohibitive. The construction of the structures would require continuous lane closures for an extended period of time with significant additional delay to motorway and local traffic in an already heavily congested, traffic sensitive location and with likely added regional network implications and associated negative economic effects.
- 3.8 An alternative option for widening of the carriageway on the western side of Whiteley Way on the exit from the roundabout at M27 Junction 9 is now proposed. The realignment of proposed carriageway widening was reported to the Executive Member Environment and Transport at the decision day held on 5th June 2018.

4. Finance

4.1	<u>Estimates</u>	<u>£'000</u>	<u>% of total</u>	<u>Funds Available</u>	<u>£'000</u>
	Design Fee	2,005	9%	HE Growth & Housing	9,900
	Client Fee	342	1.5%	HE Congestion Relief	3,000
	Supervision	1,079	4.9%	Local Transport Plan	2,999
	Construction	18,804	84.6%	Developer contribution	6,175
				HE (other)	156
	Total	<u>22,230</u>	<u>100%</u>	Total	<u>22,230</u>

4.2	<u>Revenue Implications</u>	<u>£'000</u>	<u>% Variation to Committee's budget</u>
	Net increase in current expenditure	£31	0.027%
	Capital Charge	£2,139	1.337%

- 4.3 The estimated costs excluded free vehicle recovery on the motorway slip roads during the works. Following discussion with Highways England it is understood that Highways England and Hampshire County Council will work together to provide combined free vehicle recovery between the Hampshire County Council scheme and the Smart Motorways scheme which will provide significant efficiencies. Early negotiations with Highways England indicate that the costs are likely to be covered by the Smart Motorway scheme.
- 4.4 Additional costs for the diversion of statutory undertaker's infrastructure and night time working due to restrictions to minimise disruption have resulted in a net increase in forecast expenditure. However, significant changes have been made during detailed design to mitigate further potential cost increases including the removal of retaining structures and a reduced need for utility diversions.
- 4.5 Additional developer's contributions totalling £200,000 have already been secured for this scheme. The remaining £2.274m for implementation of the proposed improvements to the Scheme will be initially covered by Local Transport Plan funding, subject to confirmation of the County Council's Capital Programme, however alternative funding will be sought through future developer's contributions and other funding sources to offset a proportion of the additional Local Transport Plan contributions.

5. Programme

- 5.1 To assist the programme of delivery enabling works including survey, site investigation and vegetation clearance took place between November 2017 and July 2018. A second phase of enabling works for additional vegetation clearance and utility diversions is programmed to commence in February 2019.
- 5.2 The commencement of main works is planned in summer 2019 with an estimated duration of 24 months for completion in the summer 2021.

6. Scheme Details

- 6.1 The Scheme, including the amended alignment for carriageway widening on Whiteley Way is shown on the plan included at Appendix 1.
- 6.2 At Junction 9 the Scheme involves carriageway widening which will be undertaken to provide an additional lane on both motorway off-slip roads, the westbound on-slip road and the Whiteley Way approach, together with additional lanes on the northern and southern sections of the circulatory carriageway.
- 6.3 At Parkway South Roundabout, a new larger fully-signalised roundabout will be provided, with carriageway widening to provide additional traffic lanes on all approaches and the circulatory carriageway.

- 6.4 The Scheme has been designed to reduce traffic congestion, improve access for residents and businesses and support future development.
- 6.5 The proposed highway improvements support the dual strategy for improving access to Whiteley and improving traffic flows on the M27 and are judged critical for ensuring the success of wider associated investments including the £14million being invested by the Solent Local Enterprise Partnership to widen the northern section of Whiteley Way and the £244 million being invested by Highways England for the M27 Smart Motorways Project. The Scheme supports the implementation of 3,500 new homes and three schools included in the 'North Whiteley' development, which will be predominantly accessed via Whiteley Way and M27 Junction 9, and also supports the associated regional strategy for 'Improving Access to Fareham and Gosport' which aims to improve access and journey time reliability to Hampshire's southern peninsula.
- 6.6 In order to minimise traffic disruption during the construction phase it is proposed that the existing number of traffic lanes on the road will be maintained during peak traffic times. Work that will require the closure of existing traffic lanes will be confined to off peak daytime and night time working where necessary.

7. Departures from Standards

- 7.1 M27 Junction 9 slip roads cross sections. It is not considered feasible to upgrade cross sections on the motorway slip roads to provide full width hard shoulders due to land and cost constraints. It should be noted that the Smart Motorways scheme will also not be upgrading adjacent sections of carriageway on the motorway network to provide standard cross sections.
- 7.2 M27 Junction 9 segregated left turn lane geometry. The geometry for the segregated left turn lane is an existing issue and is not being changed by the improvements required for the Scheme.
- 7.3 M27 Junction 9 Roundabout eastern circulatory swept path. The vehicle swept path conflict is also an existing issue and is not being changed by the improvements required for the Scheme.
- 7.4 Departures from standard have already been discussed with Highways England and their consultants prior to review of the detailed design by Highways England. Hampshire County Council officers will continue to liaise with Highways England to confirm approval for all remaining departures from standard.
- 7.5 A stage 1 road safety audit has been completed and items identified were addressed through the detailed design process. Further safety audits will be undertaken to review detailed design and upon completion of the works.

8. Community Engagement

- 8.1 In November 2017 a public exhibition regarding the proposals was held at the Solent Hotel, Whiteley. The exhibition displayed detailed information about the proposals for the Scheme.
- 8.2 Following the exhibition a public consultation was undertaken over a seven week period between 16 November 2017 and 4 January 2018. The consultation included information about planned transport improvements at M27 Junction 9 and Parkway South Roundabout.
- 8.3 The exhibition was attended by 376 visitors and 297 questionnaires were returned including 146 online responses.
- 8.4 The results from the consultation indicated a strong level of support for the Scheme, with 76% of respondents supporting the proposals to improve the M27 Junction 9 and Parkway South Roundabout.
- 8.5 The public consultation highlighted that there is support for elements of the Scheme regarding traffic capacity improvements but that many respondents would like to see improved facilities for pedestrians and cyclists included in the proposals.
- 8.6 At the time of writing Hampshire County Council has an outstanding bid with Highways England for pedestrian and cycle enhancements which would complement the Scheme. Should funding be approved, appropriate Project Appraisal arrangements will be put in place.
- 8.7 Council officers have attended the North Whiteley Development Forum and the Whiteley Business Forum to provide updates regarding scheme progress and further information regarding the proposed programme for commencement and duration of works.

9. Statutory Procedures

- 9.1 An agreement under Section 6 of the Highways Act 1980 will be required to allow Hampshire County Council to carry out works on the motorway and trunk road network including the motorway slip roads. It is intended that the agreement will be signed following a review of the detailed design by Highways England. Approval to enter into a Section 6 agreement was previously delegated to the Director of Economy, Transport and Environment and the Head of Legal Services the by the Executive Member for Environment and Transport on 5 June 2018.
- 9.2 Areas of potential habitat have been identified that could support Hazel Dormice, which together with their habitat are protected by law. In order to widen the carriageway to provide the capacity improvements at M27 Junction 9, on Whiteley Way and at Parkway South Roundabout it is necessary to remove some vegetation for which a licence is required, and

has been obtained, from Natural England. Areas for mitigation planting were identified in the licence application to replace lost Dormouse habitat.

- 9.3 Approvals with regard to proposed drainage works are currently being sought. Discussions have already been held regarding Ordinary Water Course consents and with Southern Water.
- 9.4 Traffic Regulation Orders will be required for proposed waiting restrictions at Parkway South Roundabout to prevent parking at the roundabout following implementation of the Scheme.
- 9.5 Several trees which are planned to be removed adjacent to Whiteley Way are subject to Tree Preservation Orders (TPO). There have been ongoing discussions with officers from Winchester City Council regarding the removal of these trees and proposed mitigation.
- 9.6 Due to the proposed carriageway widening at M27 Junction 9, including the potential provision of pedestrian and cycle infrastructure, the stop line located at the traffic signals at the top of the off-slip roads from M27 Junction 9 will be amended. This may require detrunking of very short sections of carriageway at the top of the off-slip roads for amendments to the boundary between the trunk road network and the local highway authority network. There have been discussions with Highways England regarding this issue and this will be further progressed following review of the detailed design by Highways England. Authority to progress any necessary statutory procedures was previously delegated to the Director of Economy, Transport and Environment and the Head of Legal Services by the Executive Member for Environment and Transport on 5 June 2018.
- 9.7 No other statutory procedures are believed to be required to implement this scheme.

10. Land Requirements

- 10.1 In order to construct the Scheme, third party land needs to be acquired or dedicated as public highway in the vicinity of the Parkway South Roundabout and M27 Junction 9. The ownership of parcels of HE land adjacent to M27 Junction 9 will also need to be transferred to the County Council.
- 10.2 Land interest plans which show land required to deliver the Scheme and form the basis for a Compulsory Purchase Order (CPO) were approved at the Executive Member for Policy and Resources Decision Day in July 2018. In July 2018 the Executive Member Policy and Resources also gave authority to progress any appropriate Orders, Notices or Statutory procedures and obtain any consents, rights or easements that are necessary for the Scheme, as did the Executive Member for Economy and Transport at the Decision Day on 5 June 2018.

10.3 Negotiations to acquire the necessary third party land by agreement are progressing well, however in order to ensure the delivery of the scheme in a timely manner, and in the event that negotiations to acquire all third party land by agreement are unsuccessful, it would be necessary to make and progress a CPO to secure the necessary land. Authority to progress this CPO if necessary has been provided as previously stated.

11. Maintenance Implications

11.1 The proposals will generate increased maintenance pressures which have been calculated at £31k per annum and should be taken into account when setting future annual highway maintenance budgets.

11.2. The materials that will be used in the construction of the scheme are standard highway materials and will match those existing at the site.

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.

CORPORATE OR 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:	No
People in Hampshire enjoy a rich and diverse environment:	No
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>
Executive Member for Environment and Transport Decision Day – M27 Junction 9 and Parkway South Roundabout Scheme http://democracy.hants.gov.uk/s6299/Decision%20Record.pdf	19 Sept 2017
Executive Member for Policy and Resources Decision Day – Major Highways Scheme M27 junction 9 and Parkway South Roundabout, Whiteley – Land Purchase http://democracy.hants.gov.uk/documents/s7747/DECISION%20RECORD%202017-10-18%20DR%20EMPR%20Major%20Highway%20Scheme%20M27%20Junction%209%20and%20Parkway%20South%20Roundabout%20.pdf	18 Oct 2017
Executive Member for Environment and transport Decision Day – M27 Junction 9 and Parkway South Roundabout Scheme https://democracy.hants.gov.uk/documents/s19701/Item%201%20DR.pdf	5 June 2018
Executive Member for Policy and Resources Decision Day – Major Highway Scheme M27 junction 9 and Parkway South Roundabout, Whiteley – Land Purchase https://democracy.hants.gov.uk/documents/s21449/Decision%20Record.pdf	24 July 2018

Direct links to specific legislation or Government Directives	
<u>Title</u>	<u>Date</u>
Highways Act 1980 http://www.legislation.gov.uk/ukpga/1980/66	
Town and Country Planning Act 1990 http://www.legislation.gov.uk/ukpga/1990/8/contents	
The Town and Country Planning (General Permitted Development Order) (England) 2015 http://www.legislation.gov.uk/uksi/2015/596/contents/made	

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>
Project files	EII Court, 2 nd floor, Winchester
Project files	Engineering Consultancy, Capital House, Winchester

IMPACT ASSESSMENTS:

1. Equality Duty

1.1. 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 under the Act;
- Advance equality of opportunity between persons who share a relevant protected characteristic (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

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

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

1.2. Equalities Impact Assessment:

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.

The scheme will have a positive impact for all motorists. The County Council believes that a very small number (under 20/day) of pedestrians currently choose to cross the roundabout and motorway slip road, where there are no crossing facilities provided. The County Council is not aware that any of this small number of individuals have protected characteristics.

The County Council is currently seeking funding from Highways England for a separate project to provide dedicated crossing facilities, but in the interim, the nature of the scheme will make this informal crossing point unacceptably hazardous for all, so in line with the recommendations of the safety assessment, pedestrian access will be prohibited for the safety of all drivers and pedestrians.

Consequently, whilst it is not thought that any of the few pedestrians who regularly cross here have protected characteristics, it is accepted that there may potentially be a low negative impact on people with restricted mobility, for example due to age or disability, on account of the length of the alternative route to the nearest safe crossing point.

2. Impact on Crime and Disorder:

2.1. The decision will not have any direct impact on crime and disorder.

3. Climate Change:

a) How does what is being proposed impact on our carbon footprint / energy consumption?

The Environmental Impact Assessment Screening Assessment considers odour, air quality and climate change and concludes that the operational impact on air quality can be considered negligible. No additional mitigation measures are considered necessary for the operational phase.

b) How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

The Scheme includes carriageway surface and drainage works, making the highway more resilient.