

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Member for Policy and Resources
Date:	5 March 2020
Title:	Uplands Farm, Botley – Development Infrastructure Project Appraisal
Report From:	Director of Culture, Communities and Business Services Director of Economy, Transport and Environment

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Purpose of this Report

1. The purpose of this report is to provide details of a scheme known as the Uplands Development Infrastructure works (UDI) to implement primary servicing arrangements (highways and utilities) for the County Council's west of Woodhouse Lane development site and to secure procurement and spend approvals for the UDI scheme.

Recommendation(s)

2. That the Executive Member for Policy and Resources approve the project Appraisal for the Uplands Development Infrastructure (UDI) works, as outlined in this report.
3. That approval be given to procure and spend and to enter into the necessary contractual arrangements, in consultation with the Head of Legal Services, to implement the UDI scheme, as set out in this report, at an estimated cost of £26.25m to be funded from Housing and Infrastructure Funding (HIF) and Local County Council Resources.
4. That authority to make the arrangements to implement the UDI scheme, including minor variations to the design or contract, be delegated to the Director of Culture, Communities and Business Services (Assistant Director - Property and Facilities) in discussion with the Director of Economy, Transport and Environment.

5. That authority be given to the Director of Culture, Communities and Business Services (Assistant Director – Property and Facilities) in consultation with the Head of Legal Services to secure all necessary rights, easements, licences, consents and permissions to enable the implementation of the scheme.

Executive Summary

6. Uplands Development Infrastructure (UDI) works will see the delivery of an internal estate road from two points of access on Woodhouse Lane, Hedge End to support the development of the County Council owned west of Woodhouse Lane site (which includes the new Deer Park School), together with the first part of the consented Botley Bypass scheme.
7. This report seeks to:
 - Summarise the town planning and wider context between the developed servicing arrangements for the Woodhouse Lane site and the delivery of parts of the consented Botley Bypass that comprise the UDI works.
 - Set out a Project Appraisal for the UDI works including:
 - A summary of the scheme details.
 - Identification of the approved funding arrangements for the UDI scheme (including the recently secured Housing and Infrastructure Marginal Fund funding).
 - Approval to the identified procurement strategy for the works and the associated expenditure.
 - The proposed programme for the works and the associated dependencies to ensure timely provision of servicing arrangements for the new school and initial phases of housing on the Woodhouse Lane site.

Contextual information

8. In November 2016, following a period of public consultation, the Executive Member for Environment and Transport approved the preferred route for the Botley Bypass and authorised that the preliminary and detailed design for the scheme be progressed. The Bypass scheme involves an on-line improvement to Woodhouse Lane, from the Maypole Roundabout, to a new roundabout junction located south west of the B3354 Winchester Road bridge crossing of the railway; and a new length of classified road from the new roundabout, generally south eastwards, terminating at a second new roundabout junction with the A334 Station Hill/Mill Hill and A3051 Botley Road. The Bypass route involves a crossing via a new bridge over the River Hamble.
9. The primary objectives of the Bypass scheme include:
 - Improving the amenity of the Botley village centre by reducing the volume of through traffic, particularly heavy goods vehicles.

- Reduction of noise and vibration in the village centre;
- Improved air quality in the village and surrounding area;
- Improved environment for pedestrians and cyclists; and
- Enhance connectivity across the wider area.

10. A detailed planning application was prepared for the Bypass scheme and planning permission was granted on 22 November 2017 (Application No: CS/17/81226).
11. In December 2016, the Executive Member for Policy and Resources approved the principle of providing a new secondary school on County Council land west of Woodhouse Lane – a site proposed for housing development in the then emerging Eastleigh Local Plan. In October 2017, a composite report to the Executive Member approved a planning and development strategy for this site and a further County Council owned site North of Winchester Street to be progressed in tandem with the Local Plan to ensure the timely delivery of the required new school (now known as Deer Park School). This report approved the principle of the County Council adopting a master-developer, serviced land approach on the Woodhouse Lane site, which would see, via a hybrid planning application [an outline application with some parts (school and primary highways) in detail] the opportunity to provide the new school alongside initial phases of housing.
12. The hybrid application on the west of Woodhouse Lane site was submitted to Eastleigh Borough Council as Local Planning Authority in July 2018 and it was subsequently granted in September 2019. This planning application included within the application redline significant elements of the approved Bypass scheme along Woodhouse Lane and the roundabout with part of the link to Winchester Street, together with other wider improvements, and in so doing, created an inter-dependency in terms of delivery between both projects.
13. In September 2017, an application to secure up to £10m Housing and Infrastructure Marginal Fund (HIF) funding was made by Eastleigh Borough Council, with the support of the County Council, towards the cost of the Bypass and enabling infrastructure for the delivery of housing on the two County Council owned sites. In February 2019, the Cabinet approved the funding envelope for delivery of servicing infrastructure and the Bypass using secured HIF funding, Developer’s Contributions and Local Resources. The application for £10m worth of HIF was secured in December 2019.
14. In June 2019 and September 2019, the Executive Members for Policy and Resources and Economy, Transport & Environment respectively approved the principle of a separation of a “developer-led” scheme of works, known as the Uplands Development Infrastructure (UDI) works from the wider consented Bypass scheme, in acknowledgement of the need to ensure appropriate

servicing arrangements are in place to support the opening of the new Deer Park School for September 2021. Plan 1 attached shows the split between the agreed UDI works, the extent of works to Woodhouse Lane South (WHLS) through to Maypole Roundabout in the south and the Bypass itself. A scheme of improvement works is also proposed to Botley High Street to reduce its attractiveness as a through route and to encourage use of the new Bypass. In so doing, these reports noted that the Bypass would be delivered on a phased basis with the first part forming an integral part of the UDI works. This report sets out the Project Appraisal for the UDI works.

Finance

15. As noted above, Cabinet approved a total funding envelope for the Uplands Development Infrastructure servicing arrangements and Botley Bypass project in February 2019 and allocated the total required funding across the Policy & Resources and Economy, Transport & Environment capital programmes, albeit the funding was not specifically aligned with the now agreed separation of the UDI works from the rest of the Bypass project. Given the scope of the projects is now confirmed, it is appropriate to undertake a final reconciliation of the approved funding on the basis set out below.

Table 1: Approved Funding Position

Proposed Works	February 2019 Cabinet Funding (£'000)	December 2020 Updated Cost (£'000)	Cost Apportionment (£'000)	Comments
UDI	16,883	28,150	+11,267	Reflects inclusion of Phase 1 Bypass including Deer Park Link in UDI contract
Botley Bypass	37,441	26,174	-11,267	Currently still at Prelim design stage ⁽²⁾
	54,324 ⁽¹⁾	54,324	0	

(1) Total funding assumed £10m of HIF grant funding and Developer's Contribution with remainder from Local Resources.

(2) Bypass will be subject to a future separate Project Appraisal once detailed design stage has been completed.

16. Whilst the Housing and Infrastructure Funding was ostensibly secured against the delivery of both the Uplands servicing infrastructure and the wider Bypass project, there are specific timing restrictions associated with the HIF funding which require it to be both committed and spent before end March 2022. As a result, based on the programme for the UDI works and wider Bypass, this means that the HIF funding will be offset against the cost of the UDI works exclusively. This means that in addition to other funding sources, Local

Resources from both capital allocations will be required to meet the estimated cost of the works and this apportionment is set out in Table 2 below.

Table 2: UDI scheme costs and funding

Estimates	£'000	% of total	Funds Available	£'000
Design Fee	2,090		Local Resources P&R	4,983 ⁽²⁾
Client Fee	300		Local Resources ETE	11,267
Supervision	1,558		HIF grant funding	10,000
Construction	16,169			
Utilities (new and diversions)	6,133			
Land	0			
Total	26,250 ⁽¹⁾			26,250

(1) This sum includes sums approved at EMPR in March 2019 relating to up to £6.3m for advanced utility provision and diversions.

(2) This sum reflects that the first part of the approved P&R funding will be offset by the secured £10m Housing and Infrastructure Funding (HIF). A further £1.9m of the approved funding was used to improve Attwoods Farm, Compton and/or has been identified in the companion report on Woodhouse Lane to support the CCBS client-side role and advance S.106 costs.

Procurement Strategy

17. It is proposed that the main UDI construction works are procured primarily through the new Gen 4.3 framework in conjunction with other procurement arrangements as may be required for various ancillary activities and works. To ensure the delivery of the Priority Works to support the opening of the school and the initial housing parcels, the contract will include a range of contractual constraints.
18. Subject to the continued progress on the design for the Woodhouse Lane South Scheme (WHLS) the intention is to add these works to the UDI contract, and this will be identified as option as part of the procurement exercise. Should it prove necessary, the implementation of the WHLS scheme will be phased, subject to the successful acquisition of the required land. It should be noted that the cost position set out in Table 2 above for the UDI works has assumed the WHLS works will form part of the contract as there are associated cost savings with prelims, site set up and the cost of “tie-in”

works on Woodhouse Lane. The Project Appraisal for the WHLS works will be separately considered and approved by the Executive Member for Economy, Transport & Environment in March 2020.

Programme

19. A key focus of the identified programme is to ensure that appropriate access and utility provision are in place to support the opening of Deer Park School (programmed September 2021) and in turn to meet the Grampian obligations set out in the S.106 agreement associated with the hybrid planning consent on the Woodhouse Lane development site. Table 3 sets out the high-level programme milestones for the UDI works to achieve the delivery of a Priority Works Package by summer 2021 with the overall scheme to be completed early summer 2022. It is likely that the contract to deliver the wider Bypass could overlap with this programme subject to satisfactory progress on the detailed design phase.

Table 3: High-level programme for UDI works

	Gateway Stage			
	3- Project Appraisal	Start on Site (main works)	End on Site	4 - Review
Date (mm/yy)	03/20	11/20	07/22	07/23

Scheme Details

20. As noted above, the planning permission for the UDI works is a combination of the recently approved Hybrid Application for the Woodhouse Lane site (EBC: O/18/83634) and some elements of the Bypass consent associated with Woodhouse Lane and for the road link through to Winchester Street that are outside of the Hybrid redline area.
21. There are four main elements to the UDI scheme and the detail of each part is summarised below. The General Arrangement drawings for the UDI works are included in Appendix 1.

(1) *Woodhouse Lane north of existing culvert to the proposed new Botley Bypass Roundabout:*

- On-line widening of single carriageway Woodhouse Lane to 7.3 metres wide with a lit 2.5m wide shared use footway on the west side of Woodhouse Lane.
- New four arm roundabout to provide primary access to the Woodhouse Lane development site with part dual from the southern approach and to the east Botley Bypass roundabout to be constructed approximately 170m south of the junction of Woodhouse Lane/Winchester Street.
- A Southern Access point (in the form of a T-junction) from Woodhouse Lane including with additional road widening to accommodate a 1.5m wide central island to safely restrict turning right out of the Woodhouse Lane development site.
- A pedestrian link under Woodhouse Lane close to the roundabout junction (as part of the Safer Routes to School).
- Uncontrolled crossing of Woodhouse Lane with refuge island to assist bridleway users of No.6 Bridleway across Woodhouse Lane with a horse corral to be provided either side of the carriageway for horse users to wait prior to crossing the road.
- Woodhouse Lane, together with the two new junctions has been designed based on a 40mph speed limit (same as proposed Botley Bypass/existing road) and has visibility and horizontal/vertical alignment to meet the relevant Design Manual for Roads and Bridges (DMRB) standards.

(2) *Carriageway improvements north of new roundabout to include foot way improvements on the approach to, on and beyond the Railway Bridge:*

- Widening of the footway on the western side of Woodhouse Lane north of the Bypass Roundabout to a width of 2.5m as a shared footpath/cycleway, together with widening of carriageway to the east.
- Widening of the footway on the Winchester Road Railway Bridge to a width of 2.4m (from 1.3m), together with the raising of the bridge parapet.
- Widening of footway on the western side of Winchester Road to a width of 2.5m as a shared footway/cycleway to tie into improvements previously implemented as part of the Boorley gardens development including the provision of a signal-controlled puffin crossing. Existing bus stops to be re-positioned.

- Change in priority of junction of Woodhouse Lane and Winchester Street to support the use of the Bypass and the closure of Winchester Street at a point north of its intersection with the new Bypass.

(3) *Link from new Botley Bypass Roundabout through to Winchester Street including closure of Winchester Street north of the Bypass intersection:*

- Construction of Link Road from Bypass Roundabout through to Winchester Road as a 7.3m wide, single carriageway, two-way road with 2.5m wide shared surface use footway/cycle on both sides of the Link Road, with a priority left-hand lane on the approach to the roundabout.
- An appropriate junction arrangement (to reflect proposed phased delivery of the Bypass) at the intersection of new Link Road with Winchester Street involving the closure of Winchester Street north of the Bypass and construction of a turning head to the north to prevent through traffic.
- Separate uncontrolled crossing facilities for pedestrians with central refuge islands and provision of a horse corral for equestrian users.
- Provision of field access gates and associated waiting areas in order to provide local access to retained farmland.
- Planting, noise mitigation bund earthworks and drainage arrangements.

(4) *Provision of the first part of the internal access road and private road to provide servicing arrangement for new school and initial phases of housing:*

- To serve the development of the west of Woodhouse Lane site, a new 'loop' 6.5m wide single carriageway access road to connect to the new southern T-junction and fourth arm of new roundabout.
- A typical cross section of the 'loop' access roads will consist of consist of a 6.5m wide carriageway with two 3.25m lanes; a 0.5m wide margin strip and 2.5m wide shared footway/cycleway on one side of the carriageway and a 2.5 metre soft verge with trees planted at intervals.
- This access road and associated junctions (to provide access to housing parcels) have been designed based on a 30mph speed limit and in accordance with Manual for Streets standards. However, it is proposed to adopt a 20mph speed limit and incorporate carriageway 'pinch points' to help reduce vehicle speeds.

- At three designated/desirable locations, the carriageway will be narrowed at 'pinch-points' to a width of 5.0 metres to facilitate pedestrians/cyclists crossing.
- A 5.0m wide temporary service road will be constructed to the north of the new school with a junction linking to the 'loop' access road to provide to provide a temporary access to the rear of the school for parking and deliveries.
- The loop road and temporary service road both intersect the existing Bridleway No.6 that traverses the Woodhouse Lane site. Statutory processes (see below) will be used to extinguish and re-provide on an alternate alignment.
- Provision of 3m high (part bund/part acoustic fence) landscaped acoustic bunds along Woodhouse Lane frontage.

22. In addition, the UDI works includes a range of ecological mitigation and planting along the Woodhouse lane frontage and in other part of the retained Uplands estate which arise from both the Bypass and Woodhouse Lane Hybrid planning consents.

Utility/Services Provision and Diversions

23. An important part of the UDI scheme is the diversion of existing statutory undertaker installations that affect the Woodhouse Lane development site or that are located in existing highway verge where a widening of the carriageway is proposed. The diversion of these installations will be undertaken as part of an advance enabling works contract. The cost of these diversions is within the March 2019 approval from the Executive Member for Policy and Resources relating to service provision.
24. In addition, to ensure sufficient off-site utility capacity and the required on-site services provision is in place, a procurement exercise has recently been undertaken to secure an Independent Provider who will likely be responsible for co-ordinating and providing all of the required utilities except foul water provision for the site. The use of an Independent Provider has become increasingly common for large residential schemes since the introduction of the Competition in Connections in 2000 in respect of utility provision. It is anticipated that an Independent Provider could provide savings in terms of both time in relation to the programme, and potentially also cost.

Departure from Standards

25. Submissions for relaxations from design standards have been prepared and are considered acceptable for adoption purposes.

Statutory Procedures

26. There are a number of Traffic Regulation Orders required in relation to proposed parking restrictions on the internal access road within the Woodhouse Lane site, the improved part of Woodhouse Lane and proposed link to Winchester Street, together with carriageway speed reductions and signage arrangements proposed in relation to user segregation on cycle, pedestrian and equestrian routes within the UDI scheme.
27. In relation to UDI scheme drainage and the proposed culverting arrangements, an Ordinary Water Course Consent application will be required from Hampshire County Council's watercourse team.
28. Finally, a statutory bridleway (No.6) crosses Woodhouse Lane and traverses the Woodhouse Lane site. It is proposed that powers under the Town and Country Planning Act (1990) are used to affect a required diversion to support the implementation of the UDI works.

Land Requirements

29. All of the land required for the implementation of the UDI works either forms part of the Uplands farm estate within the west of Woodhouse Development site (in the case of the proposed internal estate road) or in the "middle land" to support the completion of the new roundabout and link to Winchester Street or forms part of the existing public highway.

Maintenance Implications

30. The improvements to Woodhouse Lane and the construction of the new link road within the Woodhouse Lane site and the new Winchester Street link will have an impact on future year's maintenance budgets but this has yet to be assessed. As the master-developer of the Woodhouse Lane site, the County Council as landowner will open the internal link road as highway under S.36 of the Highways Act and maintain the road pending future adoption.

Performance

31. The procurement and implementation of the Uplands Development Infrastructure Works (UDI) meets all of the Corporate Priorities.

Consultation and Equalities

32. As noted in paragraph 6 above, the UDI works includes both the enabling infrastructure to provide servicing arrangements to support the development of the Woodhouse Lane site, together with the first part of the Botley Bypass scheme. The Bypass project was the subject of extensive Public Consultation in Summer 2016 and the outcome of this exercise and the preferred alignment for the Bypass was reported to the Executive Member for Environment and Transport in November 2016.
33. The UDI scheme is covered by two planning consents, principally the Hybrid Planning consent for the Woodhouse Lane site which was the subject of two separate periods of public consultation once the application had been submitted (July/August and November/December 2018), together with several periods of pre-application engagement in Autumn 2017. Smaller elements of the approved Bypass scheme also fall within scope of the UDI works and the planning consent for the wider Bypass was also the subject of formal Public Consultation as part of the Planning Application process.

Future direction

34. Subject to the approval of the Executive Member, and continued progress on the pre-contract stage and a satisfactory outcome of the Independent Provider procurement exercise in respect of the utility provision, the intention is to launch a procurement exercise under the Gen 4.3 framework at the end of April 2020 to support the overall programme to achieve the required enabling works to be in place to support the opening of the new Deer Park School in September 2021.

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
OR	
This proposal does not link to the Strategic Plan but, nevertheless, requires a decision because: N/A	

Other Significant Links

Links to previous Member decisions:	
<u>Title</u>	<u>Date</u>
Strategic Land Strategy Update (Ref 7278)	10 March 2016
Strategic Land at Botley and Hedge End: Delivery Strategy and associated approvals	18 October 2017
Strategic Land Update	08 March 2019
Strategic Land Update	25 July 2019
Botley Bypass: Uplands Development Infrastructure (EMETE)	17 September 2019
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 proposed Uplands Development Infrastructure (UDI) works includes facilities that will improve accessibility and have a positive impact for all road users. There will be no additional impact on people with protected characteristics, therefore the scheme has been assessed as having a neutral impact overall.