

Council

26 July 2018

Bermuda Connectivity

Recommendations from Cabinet

(subject to Cabinet approving the Bermuda Connectivity Scheme at its meeting on 24 July 2018)

- (1) That Council approves the addition of £1 million of further expenditure to the Capital Programme, to be fully funded by a capital grant contribution from the Coventry and Warwickshire Local Enterprise Partnership, and the addition of to the Programme of £4.198million from the Capital Investment Fund to deliver Bermuda Connectivity at a cost of £8.900million with the commitment that any further alternative sources of funding secured for the scheme result in a £ for £ reduction in the Capital Investment Fund's contribution and that any further scheme cost increases are met from the Transport and Economy Business Unit's existing revenue resources;

- (3) That, subject to approval of (1) above, Council authorises:
 - (i) The Joint Managing Director (Communities) to finalise the design of the Scheme (including making minor modifications to the scheme as described in this report), and procure contractors for delivery, on terms and conditions acceptable to the Joint Managing Director (Resources), and to take all steps required to implement the scheme including the submission of applications for planning permission and any other consents and approvals;

 - (ii) The Joint Managing Director (Resources) to acquire by agreement the land required for the implementation of the scheme; and

 - (iii) The Joint Managing Directors to determine jointly whether the compulsory acquisition of interests in any such land that cannot be acquired by agreement is justified pursuant to sections 239, 240, 246 and 250 of the Highways Act 1980 and Section 2 of the Acquisition of Land Act 1981 and, if they so determine, to make any compulsory purchase order(s) for the purpose of acquiring such interests in exercise of that power and to take any steps required to secure the confirmation of such order(s) and acquire such interests (whether by agreement or in exercise of such order(s)) including the determination of compensation and agreement of terms for the withdrawal of objections (including where appropriate the exclusion of land or new rights from the order(s)) and any other incidental or consequential arrangements.

1.0 Details of the Bermuda Connectivity Scheme

This report is being considered by Cabinet on 24 July 2018. The appendices referred to throughout are available on the website but are not being printed for this Council meeting.

- 1.1 Bermuda Connectivity delivers additional capacity and improved connectivity in Nuneaton by creating a new 1.3 mile link between West Nuneaton and Griff Roundabout via the existing Bermuda Bridge over the A444. The Scheme is expected to deliver the following range of benefits:-
 - Reduced journey times for local residents on a number of routes in the West Nuneaton area;
 - Reduced congestion in parts of the town centre, thus improving links onto the A444 in Nuneaton in other parts of the town;
 - Enhanced accessibility to local businesses, amenities and residential areas, particularly in Bermuda and adjoining areas;
 - Improved connectivity to Bermuda Park rail station, which will soon be served by more frequent trains to Coventry;
 - An improved environment for cyclists and pedestrians; and
 - Support further economic growth in Nuneaton by enhancing access to employment sites and residential areas.

- 1.2 The Scheme was awarded £3.202million from the WCC Growth Fund in October 2014, alongside a grant secured in December 2014 by Nuneaton and Bedworth Borough Council (NBBC) from the CWLEP of £0.500million. These met the estimated £3.702million original cost of the Scheme, which had a Benefit Cost Ratio (BCR) of 5.9 based solely on a WebTAG transport scheme appraisal (travel time savings) endorsed by the Department for Transport (DfT). Preliminary design proposals were produced in collaboration with local WCC Members, which included additional components aimed at reducing the potential negative impacts of the Scheme. The preliminary design proposals were subject to a consultation and the responses were considered by WCC Cabinet who endorsed the progression of the Scheme onto detailed design stage in November 2015. In acknowledgement of the additional components and potential further revisions as an outcome of the consultation, WCC Cabinet was informed that the updated Scheme would cost £5.939million and have a reduced BCR of 5.0 based solely on a WebTAG appraisal.

- 1.3 The detailed design process identified that the Scheme conflicted with existing infrastructure and hazardous contaminated land. Initially, detailed design was carried out in accordance to Design Manual for Roads and Bridges (DMRB) highway standards, which is deemed more applicable to higher speed roads rather than the 30mph roads forming the Bermuda Connectivity link. However, adhering to DMRB design standards yielded additional pressure on the budget by further increasing land uptake and construction costs. The cost estimate after the initial completion of detailed design of the Scheme presented to Cabinet in 2015 increased to £14.608 million, which exceeded budget tolerance and was not deemed acceptable.

- 1.4 Subsequently, a Value Engineering Assessment (VEA) was carried out in order to ensure Best Value in regard to use of the public purse to fund the Scheme. The objective of the assessment was to ascertain the feasibility and cost of delivering a revised Scheme. The emphasis of the revision was to ascertain the practicalities, costs and risks associated with delivering a Scheme which would enable the opening of the Bermuda link route without the full range of additional components proposed in 2015. The VEA identified that if revisions were made to the Scheme, the cost estimate would reduce from £14.683million to £8.900million. This represented an approximate 40% reduction in cost.
- 1.5 WCC Members were involved in updating the Scheme which can be viewed in the aesthetic layout drawings accompanying this report as a Background Paper (copies of all the Background Papers are published digitally with the agenda for the Cabinet meeting and paper copies are available in Members' rooms). The table below details the cost estimate for the updated Scheme:

Element	Projected Cost £m
Development of Design and Other Support Costs	1.800
Preliminaries	0.500
Service Diversions	1.000
Earthworks	1.000
Pavement Reconstruction	0.700
Land (including Acquisition, Stamp Duty and other Associated Charges)	0.100
Other Costs (including Traffic Signal Improvements, Drainage and Fencing)	1.400
Specific Contingency	1.700
External Support for Procurement and Management of the Construction Contract	0.200
General Contingency	0.500
Total	8.900

- 1.6 The updated Scheme was presented to the local community in the form of a consultation in order to receive feedback and consider possible amendments. Details of how the consultation was promoted in order to raise awareness and engagement are detailed in Table 1 at Appendix A of this report.

2.0 The Consultation Process

- 2.1 The consultation was held during a 5 week period (Tuesday 15 May 2018 – Monday 18 June 2018) seeking to engage with local residents in and around West Nuneaton, who were given an opportunity to participate in the consultation through the measures detailed at Appendix B in this report. The consultation allowed local residents to express their views and concerns.
- 2.2 In line with the County Council's transformation journey, the content of the consultation adopted a Digital First approach, and therefore, was primarily

available online via the “Ask Warwickshire” consultation and the Scheme web pages. The digital approach was supported by the distribution of a consultation pamphlet to approximately 30,000 properties in the west Nuneaton area. The pamphlet directed people to the online “Ask Warwickshire” consultation website to complete and submit a survey form. All online material including the survey form could be printed off for anyone who still required a paper copy of the information. A telephone number and e-mail address were printed on the distributed consultation pamphlet and the two respective web pages, for respondents to direct further queries and also request paper copies of the survey form.

- 2.3 NBBC officers were briefed in preparation for start of the consultation. Posters promoting the consultation and relevant material were displayed at both Nuneaton and Bedworth Libraries. The poster also promoted the use of the telephone number and e-mail address to request paper copies of the survey form. In total, four requests for paper copies of the survey form were received during the consultation. While not many, this number is in line with other recent consultations carried out by the County Council where the demand for paper copies has been low.
- 2.4 Requests for additional information to be made available as part of the consultation, and also the submission of Information Requests under the Environmental Information Regulations (EIR) arose during the consultation. In response, further information was made available on the “Ask Warwickshire” consultation website and the Scheme web page. Requests for further information which were not met only where they concerned information classified as currently incomplete, confidential or commercially sensitive.
- 2.5 In respect to the survey forms, the survey software tracked Internet Protocol (IP) addresses. There are many good reasons why multiple survey responses may be submitted under the same IP address. For example responses submitted by multiple users on library computers or two people living in a household who each wish to take part in the consultation. Responses using the same IP address were not automatically discounted. However, checks were carried out on all survey responses to ensure no deliberate duplication. No responses were deleted.

3.0 Key Outcomes of the Consultation

- 3.1 The following items were submitted during the consultation:-
 - 333 survey forms all submitted online;
 - 29 e-mails regarding the Scheme;
 - 2 written letters of objection; and
 - 15 Information Requests regarding the Scheme.
- 3.2 A total of 75% of the respondents stated that they live in the area where the Scheme is located. Further analysis identified that 39% of the respondents live in the Bermuda residential area and 29% live in the Stockingford residential area. This represents a combined total of 68% of the overall respondents as demonstrated in Chart 1 at Appendix C of this report.

- 3.3 The key outcomes of the consultation are as follows:
- 65% of the respondents either completely agreed or partly agreed that traffic congestion in West Nuneaton cause problems in their day to day activities as demonstrated in Chart 2 at Appendix C of this report; however
 - 64% of the respondents do not support the proposed new highway link via Bermuda Bridge, as demonstrated in Chart 3 at Appendix C of this report.
- 3.4 The outcome of the consultation reinforces the strong level of opposition towards the Scheme from local residents, who primarily live in the area where the Scheme is situated. This is a similar outcome to the original consultation carried out during the preliminary design stage in 2015.
- 3.5 The key themes expressed within the feedback provided by respondents during the consultation can be seen at Table 2 Appendix D of this report.

4.0 Proposed Revisions to Scheme Following Consultation

- 4.1 In response to the feedback received during the consultation a number of key areas of concern have been recorded. County Council officers have considered these concerns which are summarised in the table below:

Key Area of Concern	County Council Officer Response
Safety, including traffic calming and crossings	The detailed design of the revised Scheme has been subject to a Road Safety Audit (Stage 2) which carefully considered all safety issues including the removal of mitigation. Notwithstanding this, in response to the feedback received a revision to the scheme is proposed as detailed in paragraph 4.2.
Congestion / Rat Runs	If the Scheme is delivered the predicted volume of traffic flow would increase noticeably on the link route via Bermuda Bridge. There may also be minor increases on some adjoining local roads. However, it is not predicted that the minor traffic flow increase on adjoining roads would have a severe impact on local residents. Further details on the projected traffic impacts of the Scheme are provided in section 6.
Environmental Impacts	It is anticipated that the Scheme is unlikely to have any significant impacts on the local environment or nearby properties, with the exception of noise impacts. Further details of the projected environmental impacts of the Scheme are provided in section 6 and Appendix G.
Parking, including Tenlons Rd and businesses	The Scheme would involve the displacement of on-street parking along the link route. Parking surveys have been carried out to identify whether or not this

	can be absorbed by available capacity on nearby streets. In response to the feedback received a revision to the scheme is proposed as detailed in paragraph 4.2.
--	--

- 4.2 The proposed changes to the revised Scheme in response to feedback provided during the consultation are detailed in the table below. The cost of delivering the changes is estimated at £0.070million and would be absorbed within the existing budget under the General Contingency element (£0.500million). The cost of the Scheme would remain at £8.900million:

Proposed Revisions to the Scheme as an Outcome of the Consultation	
Proposal	Purpose
Relax the permanent double yellow parking restrictions along entire route, e.g. alter to no parking between (0600 – 2000)	Enable on-street parking at certain times, e.g. evenings
Provision of bollards on the southern foot way where Bermuda Road meets The Bridleway (adjacent to No. 117 Bermuda Road)	Provide protective barrier between carriageway and residential properties
Vehicle restraint measures at the Heath End Road / Bermuda Road junction, e.g. barriers on foot way	Measure to deter large vehicles from encroaching onto the footway when carrying out turning manoeuvres
Examine the feasibility of providing additional traffic calming islands on Bermuda Road, and implement if deliverable	Measure(s) to contribute towards controlling reduce vehicle speed and providing additional pedestrian / cycle crossing points

- 4.3 Officers will closely monitor the impacts of the Scheme in order to identify and consider any potential issues that may arise.

5.0 Benefits of the Scheme (Independent Evaluation)

- 5.1 The DfT's WebTAG transport scheme appraisal concluded that the updated Scheme has a purely transport related BCR of 3.9 which still represents good value for money according to the DfT's WebTAG appraisal model. Details of this BCR calculation are provided at Appendix E of this report.
- 5.2 Furthermore, the wider economic benefits the Scheme would support include unlocking potential underdeveloped and/or underutilised employment sites, with agglomeration impacts on local economies and labour market effects. The outcome of an independent study carried out to estimate these effects increased the total BCR to 7.0. A detail of the wider economic benefits summary is provided at Appendix F of this report.

6.0 Projected Impacts of the Scheme

6.1 The Scheme has been tested in the 2017 Nuneaton and Bedworth Borough Wide Area Traffic Model that includes the latest validated NBBC Borough Plan scenarios. The updated traffic model findings (opening year 2022) demonstrate that the Scheme would have the following key impacts:

- The Traffic Model forecasts that on average 4,103 vehicle journeys will cross Bermuda Bridge per day (including weekends);
- Local traffic originating from the Bermuda residential area will be primary users of the link route over Bermuda Bridge, i.e. have a journey origin and destination along/off Bermuda Road. This explains why the projected increase in traffic flow on Bermuda Road / The Bridleway does not resonate into a similar level of increased traffic flows in neighbouring areas, e.g. Stockingford;
- This localised usage will have a positive impact on journey times on other radial routes in Nuneaton, e.g. A444 between town centre and Griff Roundabout, Heath End Road between Bermuda Road - Bull Ring and Queens Road by freeing up capacity as an outcome of the additional Bermuda Bridge highway link;
- Journey times between the residential areas in the west of Nuneaton (e.g. Stockingford, Heath End and Galley Common) and the Town Centre (in both directions) also reduce significantly following the inclusion of the Bermuda Bridge highway link; and
- Analysis of the impact of HGVs in the local area highlight no increase in the number of HGVs using the northern section of Bermuda Road, and therefore, no increase in HGVs passing the residential properties in this area.

6.2 The Traffic Model estimates that if the Scheme is implemented more traffic will use Bermuda Road, Tenlons Road, Shillingstone Drive and St George's Way. In contrast, Heath End Road to the east of Bermuda Road and A444 to the north of Griff Roundabout experience reductions in traffic during both the morning and evening peak hour. The reduction in vehicles is most prominent in the evening peak hour. On the more local roads, including The Raywoods and Radley Drive, there are some minor increases in traffic flows during the morning and evening peak hour; however, it is not considered that these increases would result in a severe impact on local residents.

6.3 The key environmental considerations are air quality and noise impacts. The environmental impact review of the Scheme found that it would not have a significant adverse effect on air quality even on the roads experiencing an increase in traffic, but it is projected that residential properties at certain locations will be adversely impacted by increased noise levels. An overall environmental summary of the Scheme is provided in Table 3 at Appendix G of this report.

6.4 Appendix K summarises the changes between the 2015 scheme approved by Cabinet and the current scheme following the VEA. In broad terms, the environmental and transportation benefits of the original scheme for the wider

network are maintained but there is a reduction in the ameliorations and enhancements provided for local residents, pedestrians and cyclists and, whilst the impact on air quality remains similar and not significant, the impacts of noise will be greater for some residents.

- 6.5 The scheme has been the subject of an Equalities Impact Assessment (EqIA), a Health Impact Assessment (HIA) and a Stage 2 Road Safety Audit (RSA2). The EqIA does not identify any differential impacts on groups with protected characteristics but, together with the HIA, identifies the potential for improvements in health and well-being in areas suffering from relative social and health disadvantages (particularly the Wembrook ward) which will benefit from reductions in traffic and congestion. The HIA does, however, recommend that noise levels are monitored on the parts of the route which will experience an increase in traffic and noise and that mitigation measures (such as triple glazing) be considered. Provision has been made in the project budget for mitigation and a mitigation scheme will be prepared for submission with the planning application which will be guided by the aims of the Noise Policy Statement for England to avoid significant adverse impacts on health and quality of life and to mitigate and minimise lesser adverse impacts. Other recommendations in the HIA relating to monitoring air quality, the quality of pedestrian and cycle facilities, traffic calming and lighting have been or will be incorporated into the scheme. The RSA2 addresses design issues that could affect people with mobility problems. These three documents are available as Background Papers.

7.0 The Proposed Arbury Estate Link Road (A444 – Walsingham Drive - Heath End Road)

- 7.1 Officers are aware of the local aspiration for the development of an Arbury Estate Link Road, which was also raised by a number of respondents during the consultation. However, taking all matters into consideration there is an extremely strong case for supporting the merits of delivering the Bermuda Connectivity Scheme at this time. The potential Arbury Estate Link Road is classified as highway mitigation that will not come into fruition in the short or medium term. The Strategic Transport Assessment (STA) for the NBBC Borough Plan is clear that Bermuda Connectivity is viewed as highway mitigation required in the early years of the Borough Plan.
- 7.2 Bermuda Connectivity is a multi-faceted Scheme which would provide a number of directly attributable strategic benefits over and above reducing journey times and addressing congestion on the A444 corridor. These include enhancing access to the Bermuda residential area and a wide range of local businesses, supporting further development in the Bermuda area, providing improved connectivity to Bermuda Park rail station and improved local pedestrian and cycling infrastructure.

8.0 The Evidence Base

- 8.1 The traffic, environmental and economic impacts of the Scheme have been vigorously evaluated using industry standard methodologies. This includes the 2017 Nuneaton and Bedworth Borough Wide Area Traffic Model, supported by on-site surveys and assessments carried with appropriate levels of diligence and checking. An independent evaluation of the wider economic benefits derived by the Scheme has also been undertaken. These provide a reliable and consistent evidence base enabling WCC Members and senior officers to make balanced and informed decisions on the future of the Scheme.
- 8.2 Whilst not yet finalised, the following studies have progressed to the point where a high degree of confidence can be placed on their conclusions:
- Noise Assessment (forms part of the Environmental Assessment Review);
 - Environmental Assessment Review (which includes the Noise Assessment) to be included in the planning application;
 - Transport Assessment (to be included in the planning application);
 - Traffic Modelling Data used to test the impacts of the scheme; and
 - Updated Health Impact Assessment (to be included in the planning application).

These studies will be finalised for submission with the planning application.

9. Capital Investment Fund - Evaluation by the CIF Panel

- 9.1 A total of £3.702million was originally secured for the Scheme. However, the projected cost of the Scheme stands at £8.900million. A bid has been made to the Capital Investment Fund (CIF) to request a further £4.198million to make up the funding, alongside a further £1.000million grant from the Coventry and Warwickshire Local Economic Partnership (CWLEP) awarded to the County Council. The grant is conditional upon match funding being secured from WCC by the end of July 2018.
- 9.2 As part of the 2018/19 budget, Council approved the roll forward of the unspent budget for the Capital Investment Fund (CIF) as well as a further allocation of £58.252million remains to be allocated over the next two years. Of this, £26.567million is notionally held for seven priority schemes. One of those priority schemes is Bermuda Connectivity, and this report makes recommendations to support the usage of £4.198million of this total on this Scheme.
- 9.3 The CIF panel considered the bid in late 2017. This was before the consultation in spring 2018. However, the proposed revisions have no material impact on the scheme as originally was submitted to the panel. The panel scored Bermuda Connectivity at 70.3 out of 100. Therefore, after considering the updated Scheme and responses to the consultation, if Cabinet

is minded to support progression of the Scheme, Corporate Board recommends that Members approve the allocation of the requested funding. The scores awarded in each section were as follows:

- Alignment with the organisation's strategic objectives (15% weighting): 4 out of 5;
- Financial viability (30% weighting): 3.5 out of 5;
- Strategic investment/Economic growth (as a scheme planned to deliver these specific objectives, 45% weighting): 3.3 out of 5; and
- Political social and environmental impact (10% weighting): 3.8 out of 5.

9.4 In reaching its conclusions, the Panel made a number of points, which are summarised in Appendix H of this report. For clarity, these have not been edited to take account of the consultation; the final point has however been acted upon by carrying out the consultation as described in section 2.

10. The Next Steps to Progress the Scheme

10.1 If WCC Cabinet and full Council decide to authorise the allocation of the funding, the key milestones will be as follows:

- Submission of the planning application to the County Council covering the elements of the Scheme which require consent – August 2018;
- Complete land acquisition with the aim of reaching voluntary agreement with each landowner – October 2018;
- NBBC to claim the £0.500million contribution from the CWLEP and transfer the grant to the County Council – December 2018;
- Finalise procurement of the construction works and award contract – January 2019; and
- Commencement of construction works – March 2019.

11. Land Acquisition

11.1 Small sections of third party land will be required in order to deliver elements of the Scheme. Voluntary negotiations with the landowners have been undertaken and it is hoped that all sections of land can be acquired on this basis. Details of the land requirement are provided in Table 4 at Appendix I of this report. However, it is possible that voluntary acquisition will not prove possible and in this case it will be necessary to consider compulsory purchase.

11.2 There are 12 parcels of third party land currently identified as required for the scheme. None of these parcels comprise residential premises and it is not considered that any of the acquisitions would prejudice the viability of the business currently occupying the land. However, the compulsory acquisition of land is not to be undertaken lightly. Careful consideration would have to be given on a case by case basis in the circumstances prevailing at the time as to whether such an interference could be justified. In view of this, it is recommended that authority be delegated to the Joint Managing Directors to decide whether powers of compulsory acquisition should be exercised and, if so, to decide how and to make the necessary order or orders and do everything

necessary to acquire the relevant land in a timely manner. This would include conducting any proceedings in case they were required because of objections to the orders or to resolve valuation disputes and making any compromise agreements required to bring such proceedings to a satisfactory conclusion.

11.3 Plans detailing the extent of the small sections of land required for the Scheme are provided at Appendix J of this report.

12. Financial Risks and Mitigation

12.1 If the Scheme does not proceed to implementation stage, the actual scheme development costs incurred to date total £1.429million. This cost would be deemed abortive and need to be funded from the revenue budget of the sponsoring Business Unit, in this case Transport and Economy.

12.2 An agreement between CWLEP and NBBC is in place regarding the £0.500million contribution to the Scheme. The funding will be transferred to the County Council under a separate agreement between NBBC and WCC. If the Scheme is not progressed onto implementation stage, the Borough Council will be asked to arrange the termination of its agreements with CWLEP and the County Council.

12.3 If the Scheme is not progressed onto implementation stage, officers will make formal arrangements with the CWLEP to return the £1.000million grant contribution.

12.4 If the Scheme is progressed onto implementation stage, the Transport Development Fund revenue budget will be used to cover the cost of commissioning surveys and assessments monitoring the impact of the Scheme after opening. It is estimated that this work would cost in the region of £0.060 million over a 12 month period after Scheme opening.

Background papers

1. Aesthetic Layout Details of the Updated Bermuda Connectivity Scheme:
 - Drawing No.514769-ATK-BCP-DR-D-121; and
 - Drawing No.514769-ATK-BCP-DR-D-122.
2. Consultation Report produced by SYSTRA (June 2018)
3. Equalities Impact Assessment / Analysis (Bermuda Connection) – July 2018
4. Health Impact Assessment (Bermuda Connection) – July 2018
5. Road Safety Audit Stage 2 (including Designers Responses) - Dec 2017

	Name	Contact Information
Report Author	Nigel Whyte	nigelwhyte@warwickshire.gov.uk Tel: 01926 412179
Head of Service	Mark Ryder	markryder@warwickshire.gov.uk Tel: 01926 412811
Strategic Director	Monica Fogarty	monicafogarty@warwickshire.gov.uk Tel: 01926 412514
Portfolio Holder for Transport & Environment	Cllr Jeff Clarke	cllrclarke@warwickshire.gov.uk Tel: 02475 012731

The report was circulated to the following members prior to publication of this report for the Cabinet meeting on 24 July 2018:

Local Member(s): Cllr Clare Golby (Arbury)
Other Members: Cllr Bill Olnier (Nuneaton Abbey)
Cllr Caroline Phillips (Stockingford)