



Committee report

Committee	CABINET
Date	13 SEPTEMBER 2018
Title	NEWPORT STRATEGIC JUNCTION IMPROVEMENTS
Report of	CABINET MEMBER FOR INFRASTRUCTURE AND TRANSPORT

EXECUTIVE SUMMARY

1. The Ministry of Housing, Communities and Local Government has made available £9.6 million of transport infrastructure funding to the council to allow the early delivery of strategic junction improvements in and around Newport which will enable the delivery of new homes and boost economic productivity on the Island. This supplements funds already secured through development contributions and facilitates the early delivery of the next phase of the package of strategic junction improvements for Newport.
2. Given the passage of time and further work on the potential location of future housing sites, the outstanding strategic junction improvements found necessary in the 2010 review of the Newport traffic model and potential effect of a Medina River crossing are being revisited to establish whether they remain appropriate or would be helpful to accommodate the anticipated growth in traffic up to 2034. While that work has yet to be concluded and will be used to inform the emerging Island Plan it has established the need for several junction improvements as detailed in Appendix 1.
3. This report explains the findings of the public consultation on the proposed scheme at St Mary's and seeks authority to:
 - (a) implement an amended scheme at St Mary's which has been revised in response to public consultation as detailed at appendix 2;
 - (b) progress the design and implementation of the proposed scheme between the St George's Way - St George's Approach roundabout and Coppins Bridge as outlined at Appendix 1;
 - (c) develop design solutions for the other strategic junction improvements outlined at Appendix 1; and

BACKGROUND

4. In 2010 the council commissioned consultant engineers, Mott McDonald to establish what improvements would be necessary to the strategic road network in and around

Newport to accommodate the predicted increase in vehicle movements generated by future housing and commercial development. They reviewed and updated the Newport traffic model and tested several options ultimately recommending a package of improvements. These were detailed in the Newport traffic model update report published 2010 an extract of which you can view here:

<https://www.iwight.com/azservices/documents/2782-Newport%20Traffic%20Model%20Update%20-%202010.pdf>

This report was used as background document to inform the Examination in Public of the Island Plan in 2010.

5. In 2010 it was intended that these works would be funded through contributions from future development and a requirement for such was noted in the Island Plan background document published in April 2011:

<https://www.iwight.com/azservices/documents/2782-FB3-Indicative-Economic-Viability-Assessment.pdf>.

However, the infrastructure funding now secured from the Ministry of Housing, Communities and Local Government allows an earlier start on the delivery of the improvements with the intention that proportionate planning contributions will be secured from new developments as these come forward.

6. Given the passage of time since the 2010 report and additional work on the potential location of housing sites some further work is being undertaken through commissions with consultants WYG and SYSTRA to establish whether or not the junction improvements thought necessary in the 2010 update remain appropriate to accommodate the anticipated growth in traffic up to 2034 and establish the effect of an additional Medina River crossing on the performance of the network. While that work has yet to be concluded having been commissioned to inform the emerging island Plan core strategy, it has reconfirmed the need for a number of junction improvements as detailed in Appendix 1.

The proposed improvement at St Mary's has been the subject of public consultation reported later and revised in the light of that as detailed in paragraph 13 and shown at Appendix 2. The comparative performance of the existing and proposed arrangements is detailed in the WYG analysis included at Appendix 3. That analysis finds that in the morning and afternoon peaks for the future year case (2034) with the proposed arrangements in place no individual arm would be operating more than capacity and most arms are expected to operate significantly below capacity. Queueing is most significant on Medina Way South, with queues of up to 36 vehicles turning right in the AM peak hour. This volume of queueing can be accommodated by the highway network, and therefore it is considered that the proposed junction represents a viable solution which provides a significant capacity benefit when compared with the existing roundabout. Furthermore, the use of MOVA (intelligent signal management software which has been found to improve performance of signal-controlled junctions in the order of 10%) has not been included within the modelling, and there will be potential to manage the operation of the junction through its use. Therefore, the results presented represent a worst-case scenario.

7. The improvement requires land from the hospital site release of which has been agreed by the NHS Trust Board, confirmed by the Department of Health and secured through a section 38 Highways Act 1980 agreement. Similarly agreement has been reached with the Ministry of Justice to secure a narrow strip of land associated with the prison estate which will allow extension of the off road cycleway to the signal controlled crossing to the hospital.
8. The remaining improvements have yet to be designed in detail although authority is now sought so to do together with the implementation of the scheme between St George's Way - St George's Approach roundabout and Coppins Bridge and land acquisition to facilitate delivery, following public consultation, of a potential eastbound cross-town link via Trafalgar Road.

STRATEGIC CONTEXT

9. Transport connectivity is a key outcome for the council's Corporate Plan. Ensuring accessibility both on Island and to and from the mainland via effective strategic links is crucial to realising the council's plans for regeneration and supporting growth in the economy, making the island a better place and keeping it safe

CONSULTATION

10. The proposed St Mary's improvement scheme at appendix 4 together with a supporting background paper was published online and local residents were written to directly to inform them of the emerging proposals. Island Roads undertook three days of on-site consultation on 30th and 31st January between 2pm and 7 pm when the mobile exhibition unit was parked on the foot-way area outside numbers 49 and 51 Parkhurst Road, and on 20th February between 10am and 4pm when the mobile exhibition unit was located at the hospital. The Isle of Wight Council (IWC) local members, Isle of Wight Chamber of Commerce, Newport Parish Council, Northwood Parish Council, NHS trust and Southern Vectis were all directly briefed and consulted on the proposals.
11. The council consultation generated ninety-seven individual representations, four parish council/ chamber of commerce representations (Newport, Northwood and Cowes), one company representation (Southern Vectis in support) and two interest group representations (Bus User Group and Cyclists' Touring Club) The Newport council local Members also submitted various comments during the consultation These are summarised together with a commentary in appendix 5.
12. Additionally, Councillor Garratt promoted an independent local consultation and his report on the findings therefrom is included at appendix 6.
13. Because of the consultation representations the scheme detailed at appendix 4 was revisited as follows:
 - (a) To introduce a bus lane accommodating a bus stop at the exit from Medina Way to Hunnyhill. This has provided an improvement by avoiding the need to relocate the bus stop directly outside of residential property while allowing the retention of on street parking and introduction of a signalised pedestrian crossing facility at the northern end of Hunnyhill.

- (b) To replace the existing roundabout with a signal-controlled junction which has resolved concerns regarding the operation of the linked junction and integration of the roundabout with the proposed signals at Forest Road and improves capacity on the strategic route and egress from Dodnor Lane.

14. The IWC local members, Newport Parish Council, NHS trust and Southern Vectis have all been directly briefed on the revised proposals. While at the time of writing a formal response has yet to be received from Newport Parish Council the revised arrangements have largely been well received and thought a meaningful response and significant improvement to the consultation proposals.

ENVIRONMENTAL IMPACT ASSESSMENT

15. An environmental impact assessment screening opinion was sought from the local planning authority and is included at appendix 7A. That opinion found that the submission of an environmental statement was not required which has subsequently been reconfirmed in respect of the revised scheme, see appendix 7B.

FINANCIAL / BUDGET IMPLICATIONS

16. The detailed design of the scheme in respect of the replacement of the roundabout with a signal controlled junction remains to be finalised and outstanding statutory utility diversion costs confirmed. Therefore, cost estimates cannot be finalised although are projected in the range £5.5 million to £6million drawing from the components detailed below:

Forest Road connection

Engineering works £2.5 million
Statutory utilities:

OpenReach BT - £206,158

Scottish and Southern Energy - £37,989

Southern Gas Networks - £96,707

Southern Water – Water - £95,339 TBC

Southern Water – Sewer - £2861 TBC

WightFibre – Requirement to slew existing ducting into new footway included in engineering works cost

St Marys signalised junction

Engineering Works £2.3million
Statutory utilities:

OpenReach BT – No Additional diversion costs expected

Scottish and Southern Energy – £25,867 TBC

Southern Gas Networks - £46,586

Southern Water – *TBC No response yet received due 3rd July.*

WightFibre – No response received although likely to be accommodated within engineering works.

17. In addition to the cost for the physical works in accordance with the Highways PFI contract project agreement there would be additional accrual costs for accruing additional project network parts to the project network.

LEGAL IMPLICATIONS

18. The design process has used the current national standards to ensure that all design is of an acceptable standard and is compatible with the council's obligations under the Equalities Act 2010.
19. The St Marys proposals require the acquisition of two parcels of land the transfer of which has been agreed at no cost with the NHS trust and Ministry of Justice respectively. The dedication of the land as public highway is being secured by section 38 Highways Act 1980 agreements which have been completed for the NHS Trust land and is imminently to be completed for the Ministry of Justice land.
20. During the construction period there will be a further consultation in accordance with the relevant regulations in respect of necessary parking and traffic controls

EQUALITY AND DIVERSITY

21. The council, as a public body, is required to meet its statutory obligations under the Equality Act 2010 to have due regard to eliminate unlawful discrimination, promote equal opportunities between people from different groups and to foster good relations between people who share a protected characteristic and people who do not share it. The protected characteristics are: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
22. A stage 1 equality impact assessment – initial screening has been undertaken and is attached at appendix 8. This has found no negative impact on any of the protected characteristics or other reasons that are relevant issues for the local community and/or staff and consequently no need for a more detailed assessment

PROPERTY IMPLICATIONS

23. The proposals require the acquisition of a small amount of land from two public bodies as set out in paragraph 7 above. In respect of the hospital land the formal agreement has already been obtained via a section 38 Highways Act 1980 agreement and there is no cost associated with the acquisition. Similarly the acquisition of land from the Ministry of Justice has been agreed and there is no cost associated with the acquisition.

OPTIONS

24. Options 1

To agree the amended scheme at St Mary's which has been revised in response to public consultation as detailed at appendix 2; and commit the required expenditure from the capital grant.

25. Option 2

To progress the design and implementation of the proposed scheme between the St Georges Way - St Georges Approach roundabout and Coppins Bridge as outlined at Appendix 1; delegating the final approval of the scheme design and approval of expenditure to the director of neighbourhoods in consultation with the cabinet member for infrastructure and transport and the section 151 officer

26. Option 3

To agree to officers developing design solutions for the other strategic junction improvements outlined at Appendix 1; and to bring forward a future report via the cabinet member for infrastructure and transport for cabinet decision

27. Option 4

To agree all of options 1 to 3 above

- (a) To implement the amended scheme at St Mary's which has been revised in response to public consultation as detailed at appendix 2; and commit the required funding from the capital grant.
- (b) To progress the design and implementation of the proposed scheme between the St Georges Way - St Georges Approach roundabout and Coppins Bridge as outlined at Appendix 1; delegating the final approval of the scheme design and approval of expenditure to the director of neighbourhoods in consultation with the cabinet member for infrastructure and transport and the section 151 Officer
- (c) To agree to officers developing design solutions for the other strategic junction improvements outlined at Appendix 1; and to bring forward a future report via the cabinet member for infrastructure and transport for cabinet decision

RISK MANAGEMENT

28. The funding secured from the Ministry of Housing, Communities and Local Government does not have a spend time limit. However, there is an expectation that the funding will be used for the purposes as set out in the award letter that is to say to facilitate the development of 1400 homes on former prison land at Camp Hill. Failure to demonstrate a commitment to an agreed spend programme could reduce the chances of the council securing similar grants from government.
29. With any major infrastructure proposal there is a risk that costs may overrun the projected cost at inception stage. This risk will be mitigated by the following actions:
- (a) A dedicated project manager will report regularly to the council's highways PFI contract management team (CMT) and will highlight any potential for deviation from planned costs

- (b) The CMT will keep both the cabinet member and the Highways PFI Member Review Board updated on progress and cost control
- (c) Regular updates will be provided to the council's capital accountant on spend against programme and future profiling.

EVALUATION

- 30. The work undertaken to inform the review of the Island Plan and to develop potential engineering solutions for the various strategic Newport traffic junctions is well developed in respect of Option 1 referred to in the report. Detailed costing including that related to services is available. The work is less well developed for options 2 and 3. However for each it is necessary to undertake detailed design work
- 31. Given the configuration of the principal highway network in Newport and experience in undertaking some of the larger core investment period works it is considered that to properly manage traffic during construction periods that work should take place sequentially to minimise delays to the users of the network. It is therefore an underlying principle that works will be wherever possible confined to one junction and each would be dealt with in an agreed sequence.
- 32. However, unless the preparation work outlined in options 2 to 3 is commenced there would be significant delay between potentially starting construction on the St Mary's improvement (option 1) and developing designs for the other options.

The recommendation as set out would allow progression of design and land acquisition work in parallel with the implementation of the St Mary's improvement mitigating the risk of significant delay in implementation of the package of improvements.

- 33. As the improvement between St Georges Way - St Georges Approach and Coppins Bridge (option 2) in engineering terms and given the extent of the existing adopted highway is relatively simple the recommendation is to delegate subsequent decisions to enable this scheme to follow on from option one.

The other improvements detailed in that could result from option 3 require much more complex assessment, potentially affect larger numbers of people at a local level and it is therefore recommended that decisions on these should be made by cabinet

- 34. Option 4 allows for the progression of spend against the government grant and an immediate commitment to designing solutions for the other junctions working on the principle that they will normally be brought forward one at a time.

RECOMMENDATION

To agree option 4:

- (a) To agree the amended scheme at St Mary's which has been revised in response to public consultation as detailed at appendix 2; and commit the required expenditure from the capital grant
- (b) To progress the design and implementation of the proposed scheme between the St Georges Way - St Georges Approach roundabout and Coppins Bridge as outlined at Appendix 1; delegating the final approval of the scheme design and approval of expenditure to the director of neighbourhoods in consultation with the cabinet member for infrastructure and transport and the Section 151 Officer
- (c) To agree to officers developing design solutions for the other strategic junction improvements outlined at Appendix 1; and to bring forward a future report via the cabinet member for infrastructure and transport for cabinet decision.

APPENDICES ATTACHED

35. The following appendices are attached:

- [APPENDIX 1](#) - Strategic Junction Improvements - Newport
- [APPENDIX 2](#) - Proposed St Mary's Improvement Plan
- [APPENDIX 3](#) - WYG Junction Performance Analysis
- [APPENDIX 4](#) - Proposed St Mary's Improvement Consultation Plan
- [APPENDIX 5](#) - Consultation Analysis
- [APPENDIX 6](#) - Cllr Garratt Consultation Report
- [APPENDIX 7A](#) - Environmental Impact Screening Opinion
- [APPENDIX 7B](#) - Stage 1 Equality Impact Assessment Screening

BACKGROUND PAPERS

- 36. Newport Traffic Model Update Report Extract published 2010
<https://www.iwight.com/azservices/documents/2782-Newport%20Traffic%20Model%20Update%20-%202010.pdf>
- 37. Island Plan background document published 2011
<https://www.iwight.com/azservices/documents/2782-FB3-Indicative-Economic-Viability-Assessment.pdf>

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