

Cabinet Member Decision – Economy, Skills and Infrastructure Monday, 20 April 2015

Agenda

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Cabinet Member Decision 20 April 2015

AMENDMENTS TO AUTHORISATION OF COMPULSORY PURCHASE ORDER RELATING TO IMPROVEMENTS TO THE WORCESTER SOUTHERN LINK ROAD

Relevant Cabinet Member	Mr S E Geraghty
Relevant Officer	Director of Business, Economy and Community
Local Members	Mr R C Adams, Mr M L Bayliss, Mr R J Sutton
Recommendation	1. The Cabinet Member with Responsibility for Economy, Skills and Infrastructure is recommended to approve the amended Compulsory Purchase Order documentation in relation to the Worcester Southern Link Road attached as Appendix 1.
Background Information	2. At its meeting on 25 September 2014, Cabinet authorised the making of a Compulsory Purchase Order (CPO) to acquire the land and rights necessary to improve the Worcester Southern Link Road. The Cabinet Member is referred to that report for further background information. Since that decision was taken, some of the land referred to is now in the Council's ownership and it has been identified that some further rights need to be acquired. The CPO documentation (including the land and rights acquisition plan) therefore needs to be amended accordingly. The Leader of the Council has delegated the decision on the detail including the making of any such amendments to the Cabinet Member with Responsibility for Economy, Skills and Infrastructure (see Appendix 2).
Recommendation	3. The recommendation is that the Cabinet Member with Responsibility for Economy, Skills and Infrastructure approves the amended CPO documentation attached as Appendix 1.
Legal, Financial, HR, Equality and Human Rights Implications	 4. There are no financial, HR, equality or human rights implications associated with the recommendation. 5. Approval of the recommendation would ensure that the information contained within the amended CPO documentation, including the Statement of Reasons and accompanying plan, would accurately reflect the land and rights which the Council wishes to acquire to carry out the provide to the p
	proposed improvements to the Southern Link Road.

Supporting Information	 Appendix 1 – Revised Statement of Reasons and plan Appendix 2 – Worcester Southern Link Road Phase 3 Amendments to authorisation of Compulsory Purchase Order – Delegation to Cabinet Member
Contact Points	County Council Contact Points
	Worcester (01905) 763763, Kidderminster (01562) 822511 or Minicom: Worcester (01905) 766399
	Specific Contact Points for this report
	Rachel Hill, Programme Director (01905) 728580 Email: <u>RJHill@worcestershire.gov.uk</u>
	Andy Maginnis, Programme and Commissioning Manager (01905) 766160 Email: <u>AMaginnis@worcestershire.gov.uk</u>
Background Papers	In the opinion of the proper officer (in this case the Director of Business, Environment and Community Services) the following are the background papers relating to the subject matter of this report:-
	Agenda and background papers for the Cabinet meeting held on 25 September 2014
	Worcester Southern Link Road Phase 3 - Amendments to authorisation of Compulsory Purchase Order – Delegation to Cabinet Member

Appendix 1

Statement of Reasons

Worcestershire County Council Southern Link Road (Worcester) Compulsory Purchase Order 2015

April 2015



Redhill House, Redhill, 227 London Road, Worcester WR5 2JG GB +44 (0) 1905 361 361

1 Introduction

- 1.1 By a resolution dated 25 September 2014 and a decision made pursuant to delegated powers dated 20 April 2015 Worcestershire County Council (WCC) has decided to make the Worcestershire County Council Southern Link Road (Worcester) Compulsory Purchase Order 2015 (the CPO).
- 1.2 The purpose of the CPO is to enable the construction of the Phase 3 A4440 Worcester Southern Link Road **(SLR)** improvement in accordance with powers contained in Sections 14, 239 and 250 of the Highways Act 1980.
- 1.3 The SLR improvement is required in order to improve access between the Whittington Roundabout and the Ketch Roundabout, both on the A4440, by provision of a second carriageway.
- 1.4 The Scheme providing for the improvement of the SLR **(the Scheme)** will involve not just the construction of the dual carriageway, but also an additional bridge under the railway line and the provision of a new bridleway bridge over the dual carriageway to provide improved continuity between footpaths and bridleways on either side.
- 1.5 The planned improvement works (excluding the proposed bridleway bridge are categorised as Class A Permitted Development under Part 13 of Schedule 2 of the Town and Country Planning (General Permitted Development Order 1995 (SI 1995/418). A screening opinion determining that there was no significant environmental impact caused by the scheme was adopted by the appropriate Local Planning Authority on 26th February 2014 therefore planning permission is not required for them.
- 1.6 The construction of the new bridleway bridge (for pedestrian, cycle and equestrian users), however, requires planning permission under the Town and Country Planning Act 1990 **(TCPA)**. The appropriate Local Planning Authority is Worcestershire County Council.
- 1.7 Planning Permission for the bridleway bridge was granted on 4th November 2014.
- 1.8 Arrangements for funding of the scheme are in place.
- 1.9 Apart from confirmation of the Order there is no impediment to the implementation of the Scheme.

2 Need for the Scheme

- 2.1 The A4440 Worcester Southern Link Road (the Road) forms a key part of Worcestershire's Primary Road Network and links the Strategic Road Network (M5, J7) and the eastern side of Worcester City with the A38, A449, A4103 and A44 as well as existing and planned residential and commercial developments on the southern and western side of the city. The Road is one of only two road crossings of the River Severn in Worcester and is an important bypass around the south of the city of Worcester providing a key link to West Worcestershire and beyond.
- 2.2 Growth in travel numbers along this route has resulted in current demand exceeding available capacity, over key sections of the route, and journey times and speeds are forecast to deteriorate further in future years in the absence of significant infrastructure improvement works. Therefore, in view of the importance of the Road to the Worcestershire economy a major programme of improvements has been developed by WCC under the working title of the 'Worcester Transport Strategy'. The objectives of these improvements are:
 - Address current congestion issues at the Ketch, Norton and Whittington Roundabouts

- Deliver significant primary route network capacity enhancements at key pinch points along this route, through dualling of the existing carriageway whilst meeting relevant highway design standards where economically achievable.
- 2.3 The combined cost of these improvements is significant and therefore they are to be implemented in phases as suitable funding becomes available. The phases are:
 - Phase 1 Whittington Junction Improvements (completed)
 - Phase 2 Ketch Junction improvements and provision of 600 metres of dualling along Broomhall Way towards Norton Roundabout: completion by Summer 2015 (under construction)
 - Phase 3 Dualling Crookbarrow Way between Whittington and Norton junctions, upgrading the Norton Roundabout and completing the dualling of the A4440 Broomhall Way: to be implemented by 2020 (end of first phase of the South Worcestershire Development Plan [SWDP])
 - Phase 4 Further capacity enhancements between Powick Junction and the M5.
- 2.4 The Outline Scheme Business Case for the SLR was submitted to the Worcestershire Local Transport Body (WLTB) in May 2013. The Full Business Case was submitted to the WLTB in December 2014 and Conditional Approval was recommended by the WLTB Board on 26th January 2015. The scheme is currently progressing to submission for Final Approval of the Full Business Case, for which confirmation of the Order is required.

3 Description of the Scheme

- 3.1 The proposed Scheme is shown on a drawing included as Appendix A.
- 3.2 The SLR dual carriageway requires modification of the existing carriageway and provision of a new second carriageway; 1200m on Crookbarrow Way between Norton and Whittington Roundabouts, and completion of 300m on Broomhall Way from Norton Roundabout towards the Ketch Roundabout.
- 3.3 Whittington Roundabout requires limited amendment to accommodate the dual carriageway, but includes a fully segregated dedicated lane from the A44 (from the M5 Junction 7) to the new westbound carriageway as a direct lane gain, becoming lane 1 of the two-lane carriageway. This will improve traffic flows and reduce traffic congestion backing up towards Junction 7, and improve safety.
- 3.4 Norton Roundabout is to be relocated southwards and increased in size to accommodate the new SLR dual two-lane carriageway approaches. It has also been sized recognising the planned South Worcester Urban Extension (SWUE) development immediately to the south. The approaches of St. Peter's Drive and Norton Road need minor amendments for an appropriate tie-in. [Away from the roundabout further improvements to Norton Road will be provided later by the SWUE developers.]
- 3.5 A balancing pond is located within the central island of the Norton Roundabout to attenuate surface waters to control discharge flows to within specified limits into the Severn Trent Water surface water sewer, in the north verge of Broomhall Way.
- 3.6 Broomhall Brook also needs to be locally diverted under Norton Road and downstream along the southern side the SLR.
- 3.7 Battenhall Railway Bridge spanning Crookbarrow Way requires a new bridge portal under the Oxford, Worcester and Wolverhampton railway Line for the additional carriageway. The accommodation bridge adjacent (east side) to the railway bridge is to be removed.
- 3.8 A new bridleway bridge (for pedestrians, cyclists and equestrians) is proposed to the west of Battenhall Railway Bridge. This bridge is to provide connectivity for the bridleways and footpaths that align on either side of the new dual carriageway.

3.9 To accomplish the above the Scheme also will need earthworks, drainage, fencing, traffic signs, street lighting, safety fences and landscaping. Various utilities' apparatus around the Scheme have to be protected most by relocation.

4 Description of the Order Land

- 4.1 The Order Land currently has various uses including private means of access, agricultural and local amenity land.
- 4.2 The Scheme does require the demolition of the existing accommodation bridge which provides a link for the owner between two areas of agricultural land and the Order provides for the acquisition of such rights as the owner holds in respect of use of the bridge. The Scheme also requires demolition and relocation of a telecommunication mast, but does not require the demolition of any buildings, to permit construction.
- 4.3 In addition to land that needs to be acquired for implementation and mitigation of the effects of the Scheme, WCC seeks rights to enable it to enter and carry out works required for the Scheme as described in the Schedule to the CPO.

5 Planning Policy

- 5.1 The works required for the Scheme with the exception of the bridleway bridge involve development as defined in Section 55(2)(b) of the Town and Country Planning Act 1990. The land involved adjoins to the southern boundary of the A4440 Broomhall Way and to the southern boundary of the A4440 Crookbarrow Way. The works on this land therefore amount to permitted development under part 13 of schedule 3 to, and planning permission for the works is granted by article 3 of, the Town and Country Planning (General Permitted Development) Order 1995 (SI 1995/418).
- 5.2 So far as the planning permission with the bridleway bridge is concerned for the purpose of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the approved development plan in respect of the development of the Scheme comprises the following:
 - South Worcestershire Development Plan (SWDP), and associated
 - South Worcestershire Infrastructure Delivery Plan (SWIDP).
- 5.3 In addition, the National Planning Policy Framework (NPPF) contains relevant planning guidance and is a material planning consideration as well as the Worcestershire Local Transport Plan (LTP3).

South Worcestershire Development Plan

- 5.4 Malvern Hills, Worcester City and Wychavon Councils have joined together to prepare a Development Plan with the aim of ensuring that future development within South Worcestershire is well planned and managed effectively, having a positive impact on the environment. SWDP considers the long term vision and objectives for the area up to the year 2030, as well as containing the policies for delivering these objectives in a planned and cohesive manner, through:
 - allocating larger 'strategic' sites across South Worcestershire;
 - providing policies to ensure that any development is sustainable;
 - and assessing all other potential development sites whether it is for housing, employment, retail, education, health, community use or indeed an open space use.
- 5.5 The SWDP will replace the existing Local Plans of these three partner councils when it is adopted.
- 5.6 Policy SWPD4 Moving Around South Worcestershire recognises the need for improvements to SLR to support ongoing development and economic prosperity in the area.

5.7 Policy SWPD7 – Infrastructure - incorporates the South Worcestershire Infrastructure Delivery Plan into the SWDP, which has assessed the critical infrastructure requirements, and the Councils' intent to explore delivery of appropriate and proportionate crucial infrastructure.

South Worcestershire Infrastructure Delivery Plan

- 5.8 The South Worcestershire Infrastructure Delivery Plan (SWIDP) was produced in November 2012 in support of the SWDP. It was approved by the three South Worcestershire Councils in December 2012. The document was updated in August 2014 to reflect the increase in housing numbers recommended by the Inspector undertaking the SWDP Examination.
- 5.9 The SWIDP noted that the A4440 Worcester Southern Link Road is already suffering congestion, although works were undertaken in the summer of 2012 at the Whittington Roundabout and further improvements will be implemented as part of Phase 1 of the Worcester Transport Strategy Major Scheme. Significant further works will be needed, however, to accommodate the growth set out in the SWDP, both in and around Worcester and the wider plan area. This will include the dualling of the A4440 between Whittington Junction and the Ketch Roundabout (A44 to A38) by 2021.
- 5.10 In addition to the dualling of the A4440, the improvements to the A4440 during the first phase of the plan period will include significant increases to the capacity of the Norton Junction.
- 5.11 There will also be a need to provide improved pedestrian and cycle crossing facilities (including foot/cycle bridges over the A4440), and high quality passenger transport services (and supporting infrastructure) linking the proposed SWUE with key destinations in and around Worcester City. In other words, the capacity and service improvements must relate to all modes, not just private transport.

National Planning Policy Framework

- 5.12 The National Planning Policy Framework (NPPF) was published on 27th March 2012 and replaced the majority of Planning Policy Guidance documents and Planning Policy Statements that previously provided the national planning policy framework. The NPPF recognises that the purpose of the planning system is to achieve sustainable development, which can be achieved when economic, social and environmental gains are sought. At the heart of the National Planning Policy Framework is a presumption in favour of sustainable development where the proposal accords with the local development plan.
- 5.13 The NPPF aims to ensure that planning policy guides development that contributes to protecting and enhancing our natural, built and historic environment; and, as part of this, helps to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.
- 5.14 The NPPF outlines a number of key outcomes of sustainable development. In relation to the Scheme, the two most pertinent outcomes are:
 - making it easier for jobs to be created in cities, towns and villages; and
 - improving the conditions in which people live, work, travel and take leisure.
- 5.15 Similarly, and in light of the drive towards sustainable development, the NPPF highlights a number of core principles that should govern development planning. These include:
 - promote sustainable economic development to deliver homes, businesses, infrastructure and thriving local places;
 - effectively reuse land that has been previously developed (brownfield land);
 - promote mixed use developments; and
 - manage patterns of growth to maximise use of public transport, walking and cycling.

- 5.16 The provision of transport infrastructure is intrinsically linked to a number of these core principles, particularly where transport infrastructure is expected to facilitate the development of employment land. The NPPF aims to integrate development and infrastructure planning by noting infrastructure is crucial to supporting economic development and building a strong, competitive economy.
- 5.17 The components of the NPPF considered of relevance to the Scheme are set out below:
 - Section 1 -Delivering Sustainable Development promotes economic growth in order to create jobs and prosperity. Planning policy is committed to ensuring the system does everything it can to support sustainable economic growth. Paragraph 21 supports the Scheme as it recognises the lack of infrastructure for being a barrier to growth and investment. The Scheme will further open up Worcester City and South Worcestershire for economic investment; the scheme will provide the necessary infrastructure to create jobs and viability in this area. Policy states local planning authorities should 'identify priority areas for economic regeneration, infrastructure provision and environmental enhancements'. This scheme is bringing forward the local authorities desire to develop SWUE to create jobs and prosperity for Worcester City and the wider area.
 - Section 2 Ensuring the vitality of town centres promotes town centres as a key economic driver in our country, and promotes competitive town centre environments. It is recognised that this Scheme will help the free-flow of traffic around the city and reduce congestion within the city centre roads, ultimately promoting the vitality of Worcester City centre.
 - Section 4 Sustainable Transport is a key theme running through the NPPF, it is recognised that different policies and measures will be required in different communities and opportunities to maximise sustainable transport solutions will vary from urban to rural areas. The Scheme will ensure economic development in the city centre and the key employment corridors as defined by the three local Councils are achieved. This transport infrastructure will help realise the potential of jobs in the city and wider area and serve future employment and residential development. Whilst the road will primarily be for motor vehicles; cycle infrastructure and pedestrian accesses will form an integral part of the scheme ensuring alternative methods of transport are catered for.
 - Design and appearance is a key part of any proposal particularly when affecting historic and important landscapes. Section 7 Requiring Good Design promotes development that optimise the potential of the site to accommodate development and support local transport facilities and transport networks. The road and bridge design has undergone pre-application consultation with a number of stakeholders including WCC Officers and Network Rail.

Local Transport Plan (LTP3)

- 5.18 The third Worcestershire Local Transport Plan (LTP3) was adopted by full Council in February 2011. The 15-year plan for the period 2011 to 2026 focuses on attracting and supporting economic investment and growth, by delivering transport infrastructure and services to tackle congestion and improve quality of life.
- 5.19 The LTP3 provides the policy and strategy context for major transport projects and enables bidding for additional funding over future years to secure funds from developments and ensure these improve the efficiency of the transport networks.
- 5.20 Within the heart of LTP3 lies the Worcester Transport Strategy Major Scheme (WTS), which involves the delivery of an integrated package of inter-related transport measures specifically developed to support the performance of the economy and improve the quality of life for the City's residents and visitors through improved access to services and provision of a transport system which makes a positive contribution to local air quality, road safety, accessibility and congestion.. The Phase 1 package of the Worcester Transport Strategy includes enhancements to highways, rail stations, the public realm, cycling and walking improvements. It includes for the enhancement of Ketch and Norton junctions to alleviate congestion and enhance access into the city.

- 5.21 Phase 1 of the WTS has secured Department for Transport funding for improvements over the first five years.
- 5.22 Policy W16 South Worcestershire Transport Strategy's: Worcester Southern Link Road Improvements Scheme. This scheme would involve the dualling of the Worcester Southern Link Road, from Powick Hams to M5 Junction 7. It would involve the development of a new bridge adjacent to the existing Carrington Bridge (over the River Severn) and the replacement of the railway bridge over the Southern Link Road.

6 Benefits of the Scheme

- 6.1 Once delivered, the scheme will:
 - Support the growth of the Worcestershire economy by reducing travel times and costs imposed on businesses, transport operators and other network users imposed by the current and forecast traffic congestion on the A4440 Southern Link Road
 - Improve the performance and attractiveness to users of the A4440 Southern Link Road as a bypass for Worcester City Centre, thereby helping to better manage traffic conditions in the constrained central area and reduce the proportion of vehicles using the local residential network as a "cut-through"
 - Improve access to the Strategic Road Network from areas to the west and north-west of Worcester, including Malvern Hills District, Herefordshire and parts of the Welsh Marches
 - Improve access to key international hubs, including Birmingham International Airport
 - Provide 'Very High Value for Money' (in line with DfT criteria) with a strong combined economic and financial Benefit-to-Cost Ratio
 - Contribute to environmental objectives by reducing congestion in Air Quality Management Zones.

7 Reasons for making the Compulsory Purchase Order

- 7.1 WCC recognise that a compulsory purchase order for the Scheme can only be made if there is a compelling case in the public interest which justifies the acquisition of the Order Land, the private rights and interests in the Order Land and the creation of new rights sought to be acquired. However, without the construction of the SLR the significant benefits identified earlier in this Statement cannot be achieved. All the land in the CPO is required to bring the benefits identified in this Statement forward.
- 7.2 WCC have the resources available to carry out the Scheme, including the cost of land and rights acquisition, as shown in the tables below which show contributions towards cost and a breakdown of the Scheme cost.

	Total (£m)
Total Scheme Cost Including QRA (Excluding Part 1 Claims)	£32.99
Worcestershire Local Growth Fund (SEP/LEP)	£12.00
Worcestershire Local Transport Body Funding	£4.40
S106 Contributions from Developers	£16.27
Other LA Contribution	£0.32

Cost Heading	Cost (£000's)	Date Estimated	Status
Preparation	4,775	Feb 2015	Cost Estimate
Works Cost (incl. Land Purchase)	23,018	Feb 2015	Cost Estimate
Supervision	1,085	Feb 2015	Cost Estimate
Quantified Risk	4,112	Feb 2015	Cost Estimate
TOTAL	32,990		

7.3 There is a compelling case for the acquisition of the land and rights required for the Scheme and for the confirmation of the CPO to achieve this. Negotiations with those with an interest in the land concerned have been taking place and will continue.

8 Human Rights Act

- 8.1 The Human Rights Act 1998 requires (amongst other things) that every public authority must act in a manner which is compatible with the Convention for the Protection of Human Rights and Fundamental Freedoms ("the Convention"). The main articles of the Convention which are of importance in circumstances where the Council is considering making a CPO are Article 8 the right of an individual to respect for his/her private and family life and home and Article 1 of the First Protocol the protection of property.
- 8.2 The European Court of Human Rights has recognised in the context of Article 1 of the First Protocol that "regard must be had to the fair balance that has to be struck between the competing interests of the individual and of the community as a whole", i.e. in the present context that any compulsory purchase of land must be proportionate. Both public and private interests are to be taken into account in the exercise of WCC's powers and duties as a local planning authority. Similarly, any interference with Article 8 rights must be such that is "necessary in a democratic society", i.e. proportionate. In pursuing a compulsory purchase order, WCC has to carefully consider the balance to be struck between individual rights and the wider public interest having regard also to the availability of compensation for compulsory purchase.
- 8.3 Whilst Article 8(1) (as has been noted) provides that everyone has the right of respect for his/her property Article 8(2) allows the State to restrict the rights to respect for the property to the extent necessary in a democratic society and for certain listed public interest purposes (e.g. public safety, economic well being, protection of health and protection of the rights of others).
- 8.4 If the Order is confirmed, compensation may be claimed by persons whose interests in land have been acquired or whose possession of land has been disturbed. In the circumstances, if the Order is confirmed, the compulsory acquisition of the Order Land will not conflict with Article 1 of the First Protocol or Article 8 of the Convention. As already explained, WCC considers that there is a compelling case in the public interest for the Order Land to be acquired. Having regard to the need for the Scheme, WCC considers the acquisition of land and rights over land that the CPO would authorise to be proportionate and justified.

9 Supporting Documentation

- National Planning Policy Framework (NPPF) (2012)
- Local Transport Plan (LTP3),
- South Worcestershire Development Plan (SWDP), and associated
- South Worcestershire Infrastructure Delivery Plan (SWIDP).







A440 WORCESTER SOUTHERN LINK ROAD PHASE 3 – AMENDMENTS TO AUTHORISATION OF COMPULSORY PURCHASE ORDER – DELEGATION TO CABINET MEMBER

Cabinet approved the making of a Compulsory Purchase Order (CPO) to acquire the land and rights necessary to improve the Worcester Southern Link Road at its meeting on 25 September 2014.

Since that decision some of the land referred to has been acquired by the Council and it has been identified that some further rights need to be acquired. The CPO documentation (including the land and rights acquisition plan) therefore needs to be amended accordingly.

It is expedient to address the detail of the proposed amendments through delegated decision-making and I therefore authorise **Simon Geraghty**, as **Cabinet Member for Economy, Skills and Infrastructure**, to take all decisions on behalf of the Cabinet acting as the Executive in relation to the details of the above Southern Link Road Phase 3 including in particular any amendments to the CPO documentation.

Dated 7 April 2015

Signed

A I Hardman

Leader of the Council