



5th December 2019

Agenda Item:9

REPORT OF CORPORATE DIRECTOR, PLACE

GEDLING ACCESS ROAD – PROGRESS REPORT

Purpose of the Report

1. To inform the Committee of progress on the Gedling Access Road.
2. Confirm the target costs for the contract with Balfour Beatty to deliver the Gedling Access Road and approve the formal contractual instruction being issued to commence the main construction works, subject to D2N2 budget approvals on 19th December 2019.

Information

3. The Gedling Access Road (GAR) is a new highway which will be a classified road from the B684 Mapperley Plains proceeding in a south-easterly direction for a distance of 3.8 km to its junction with the A612 at Trent Valley Road / Nottingham Road. The attached drawing GAR/NCCL01 Rev A shows the route of the GAR.
4. There have been a number of reports provided to relevant committees on the GAR for both approvals and endorsing, these are listed as background papers.
5. The primary objective of the GAR is that it will enable the sustainable redevelopment of the former Gedling Colliery / Chase Farm site and adjoining land for mixed-use purposes by providing safe and adequate access to the proposed residential, employment and community related uses envisaged for these sites.
6. The secondary objective of the GAR is that it will also provide a 'bypass' link to the east of Gedling, with the wider road network and consequently Nottingham City centre. The construction of GAR will have positive impacts to the transport network by improving connectivity of the local road network and reducing traffic flows along the A6211 Arnold Lane / Main Road corridor thereby reducing traffic congestion in Gedling village. Such roads are at present either at, or nearing, capacity and therefore provide neither a safe nor a pleasant environment for both local residents and drivers.
7. An updated transport user benefit appraisal for GAR completed for the Full Business Case submission to the D2N2 Local Enterprise Partnership (LEP) has passed independent assessment and is scheduled for formal approval at the D2N2 LEP Board on 19th December 2019. This appraisal indicates that journey time savings and other safety and efficiency benefits are worth £76 million (Present Value of Benefits) and this generates a benefit to cost ratio (BCR) of 5.06 against the total scheme costs.

8. It is considered that there is a robust case for the GAR which will be delivered in advance of Keepmoat Homes reaching the limit of 315 occupied dwellings on the former Gedling Colliery site permitted without the GAR.
9. The last scheme update for GAR was provided to the Communities and Place Committee meeting on 4th July 2019. This report is intended to give an update of work completed since the previous report including:
 - Compulsory Purchase Order and Side Roads Order;
 - Finance and procurement; and
 - Construction methodology and road closures; and
 - Timeline.
10. The work completed and progress to date reflects the complexities and the many interdependencies associated with the delivery of such a major transport project.

Compulsory Purchase Order and Side Road Orders

11. The Nottinghamshire County Council (B684 to A612 Link Road) A6211 Gedling Access Road Side Roads Order 2018 (SRO) and The Nottinghamshire County Council (Gedling Access Road) Compulsory Purchase Order 2018 (CPO) (the SRO and CPO together being the Orders) were made by the County Council on the 25th October 2018.
12. As previously reported all objections received to the Orders were withdrawn in advance of the Public Inquiry being formally opened on 11th June 2019.
13. The Orders were confirmed by the Secretary of State for Transport on 8th October 2019 in accordance with powers contained in the Acquisition of Land Act 1981. This followed the Secretary of State for Housing, Communities and Local Government confirmed grant of Exchange Land Certificate on 20th September 2019.
14. In keeping with statutory procedures, the notice of confirmation of the CPO was published in the local press on 18th October 2019, put on deposit and has been served on affected parties that were included when the Compulsory Purchase Order was made.
15. The notice of confirmation of the SRO was published in the local press on 1st November 2019, put on deposit and has been served on affected parties that were included when the Side Roads Order was made.
16. The confirmation of a CPO gives the County Council the required powers to gain access and acquire land to deliver GAR, this is for a period of up to 3 years from the date of confirmation. There are a number of methods available to the County Council as acquiring authority to purchase land and gain access to land required to deliver GAR, these are as follows:
 - By agreement;
 - Following a Notice to Treat/Notice of Entry;
 - By a General Vesting Declaration (GVD); and
 - By procedures for acquiring “short tenancies” (e.g. by exercise of landlord and tenant powers once superior interest in land acquired).

17. The method adopted will vary depending upon the status of negotiations on specific land plots. Where land is not secured by agreement compensation will be paid in accordance with the Compensation Code and those affected kept up to date as the legal process progresses.
18. The first phase of the General Vesting Declaration and Notice to Treat / Enter was sealed on 25th October 2019 and served on the landowners and interested parties where land has not been secured by agreement securing land included in the first phase by the end of January 2020. Further phases may be required depending upon the progress of negotiations.
19. Acquisition has concluded on a number of plots required to deliver the project. Where not concluded discussions are ongoing and anticipated to be have been completed and exchanged by early 2020.
20. The current status of land acquisitions will enable the County Council to start on site in January 2020 and the County Council will continue to work with those affected as the projects moves forward.

Finance and Procurement

21. At the Communities and Place Committee meeting on 4th July 2019 approval was granted for the County Council to enter into Contract with Balfour Beatty to deliver the main construction works for the Gedling Access Road, this was subject to confirming final target costs prior to the formal contractual instruction being given to commence works on site.
22. The Contract procurement route for the main construction works has been through the Midlands Highways Alliance using the Medium Schemes Framework 3 (MSF3). The Contract is Option C (Target Cost) and for the process of Early Contractor Involvement (ECI) to formally commence - the Contract started on 15th July 2019.
23. Balfour Beatty has completed Stage 1 of the Contract and developed a target price jointly with the County Council and Via East Midlands and programme to deliver the works, engaged in workshops for risk management, value engineering and communications. Approval is sought within this report for the Contract to enter Stage 2.
24. During 2016 a detailed cost review was undertaken; at the time this included a contingency set at 5%, inflation based on a notional start date in the Autumn of 2017 and considered all works required to deliver the whole project, this exercise confirmed that the GAR was deliverable within the funding available for construction.
25. Since 2016 substantial advanced works have been undertaken including diversion of statutory undertakers' apparatus, ecology mitigation including the construction of a bat house and demolition of buildings at Glebe Farm and two phases of drainage works on the periphery of Gedling Country Park. These works have been undertaken to both reduce key risks in advance of the main construction works and to meet constraints of European Protected Species licence related to bats issued by Natural England. All works to date are included in the total scheme costs and are in addition to the target cost of the Contract.

26. Table 1 shows a summary of the scheme costs from 2016 that have been included in previous reports and how these compare to the latest 2019 target costs, this confirms that total scheme costs are within the funding available.
27. The latest target costs for the Balfour Beatty construction works is £27.189 million, this is inclusive of fees and a contractor risk allowance of 3.5% on the Stage 2 construction works. Key items within the contractor risk allowance relate to Contract and include weather (delay due to critical activities as a result of a weather event of less than 1 in 10 year), additional maintenance works to haul roads to continue earthwork activities, sub-contractor interface etc.
28. There is a contingency of £1.413 million, this is client risk and is based on a jointly developed Early Warning Register through the ECI process, this is the item that balances the funding available and may vary slightly as the actual target for Stage 2 is finalised prior to the instruction being issued.
29. The target cost includes resurfacing roads on the existing highway network that have been considered in the future Capital works programme but not yet delivered due to the interface with the GAR, an allocation has been made within the total scheme costs.

Table 1: Scheme Costs

| 2016 Costs (millions) | 2016 Comments | 2019 Costs (millions) | 2019 Costs |
|------------------------------|---|------------------------------|---|
| £26.427 | Construction costs (2016 prices) | £27.189 | November target cost (Stage 1 and Stage 2) |
| £1.581 | Diversion works to services during main construction works | £1.800 | Diversion works to services during main construction works, based on latest estimates from statutory undertakers' |
| £0.273 | Advanced diversion works | £0.218 | Advanced diversion works already completed |
| £0 | Maintenance contribution not included previous | (£0.250) | Maintenance contribution for carriageway surfacing |
| £28.281 | Construction Total | £28.957 | Construction Total |
| £1.755 | Inflation (assumed 7.35%) – based on current BCIS All In Tender Prices | £0 | Not applicable – current target costs based on a January 2020 start date |
| £0.061 | Advanced Works | £1.478 | Advanced works substantially complete |
| £1.273 | Contingencies (5%) on construction costs and services during construction | £1.413 | Contingencies based on Early Warning Register of Client Risk developed during ECI |
| £0.478 | Testing (2%) including ground investigation works | £0 | Included in target costs |
| £2.051 | Design, Project Management and Site Supervision | £2.051 | Design, Project Management and Site Supervision (£0.965m to date) |
| £33.899 | Design and Construction Total | £33.899 | Design and Construction Total |

| | | | |
|----------------|--|----------------|--|
| £7.000 | Land Acquisition, Compulsory Purchase Order and costs relating to Unilateral Undertaking | £7.000 | Land Acquisition, Compulsory Purchase Order and costs relating to Unilateral Undertaking |
| £40.899 | TOTAL PROJECT COSTS | £40.899 | TOTAL PROJECT COSTS |

30. The third report Recommendation seeks approval to issue the formal contractual instruction to proceed to construction and a start date of 6th January 2020 as highlighted in the timeline section of this report, and subject to D2N2 budget approvals on 19th December 2019.

31. The report approved by Finance and Property Committee on 19th September 2016 detailed the financial implications for the GAR, this included information that under terms of the grant funding agreement and the full business case to D2N2 Local Enterprise Partnership the County Council, will need to accept responsibility for meeting any costs over and above the contributions in the current funding agreements.

32. The funding contributions by each development partner is as follows:

- Land and Enabling Works
 - Homes England (previously Homes and Communities Agency) - £7.17 million;
- Construction (including design)
 - NCC Capital - £5.4 million;
 - D2N2 LEP - £10.8 million (includes £0.5m of pre-compliance funding paid 2017-18);
 - Housing Developer Keepmoat Homes - £17 million including Community Infrastructure Levy liabilities of £4.488 million via Gedling Borough Council;
 - Section 106 contributions - £0.529 million (£0.436 from Teal Close development).
- Total: £40.899 million

33. The funding profile and drawdown mechanisms has been previously agreed and reported to the Committee.

Timeline

34. The delivery timescales for GAR are challenging reflecting the complexities of delivering a large infrastructure project with a range of landowners, funding streams, and ecology and engineering issues in relation to a former colliery site.

35. The date of the Public Inquiry defined the timescales for delivery of GAR and following confirmation of the Orders on 8th October 2019, main construction works are planned to commence in January 2020 and the Gedling Access Road completed and open to traffic during 2021 as previously reported.

36. NCC has a dedicated webpage (www.nottinghamshire.gov.uk/GAR) associated with the GAR and this provides links to all partner sites. There have been various press releases providing further opportunity for the community and stakeholders to be kept information with progress and key milestones, these are shared through social media platforms and in the local press. Key milestones from the confirmation of the Orders are:

- 18th October 2019 – Notice of confirmation of CPO issued and publicised;

- 25th October 2019 – First phase of General Vesting Declaration and Notice to Treat / Enter served to obtain access land required to deliver GAR;
- 6th November 2019 – Planning conditions that required public consultation considered and approved at Gedling Borough Council Planning Committee meeting;
- 18th November 2019 to 20th December 2019 – Site clearance works being undertaken in advance of main construction works;
- 5th December 2019 – Consideration of granting approval to enter Stage 2 of Contract with Balfour Beatty subject to D2N2 approvals;
- 9th December 2019 from 3pm to 6pm Public Information Event – 3rd Woodthorpe (St. Marks) Scout Group located on corner of Arnold Lane and Mapperley Plains, NG3 5RJ;
- 11th December 2019 from 5pm to 8pm Public Information Event – Carlton le Willows Academy, Wood Lane, Gedling, NG4 4AA;
- 19th December 2019 - D2N2 LEP Board for approval of the GAR Full Business Case;
- 20th December 2019 – Completion of drainage works by Via East Midlands in advance on main construction works;
- 20th December 2019 – Issuing instruction to Balfour Beatty to enter State 2 of Contract;
- 6th January 2020 – Main construction works commence with site mobilisation
- January 2020 to June 2021 – 18 month duration for construction of GAR;
- July 2021 – Gedling Access Road open to traffic;
- July to September 2021 – Works on Arnold Lane (requires closure and GAR to be available as a diversion route) and at Arnold Lane / Mapperley Plains / Plains Road junction;
- October 2021 – All construction works related to the project completed.

37. Consultation has already commenced with key stakeholders directly affected by the construction and the public information events provide an opportunity for the project team including the contractor to engage with the local community and local supply chain. These events will include details of construction methodology phasing and details of the scheme. There will be opportunities for the project team to consider feedback and to ensure that wherever possible, local needs are considered to minimise disruption.

Construction Methodology and Road Closures

38. The main construction works for GAR consist of a single contract to build the new road in its entirety between the B684 Mapperley Plains proceeding in a south-easterly direction for a 3.8 km to its junction with the A612 at Trent Valley Road / Nottingham Road. This actual construction consists of two distinct pieces of work that will be carried out concurrently, this includes:

- Offline construction works consisting of earthwork to form the cuttings and embankments for GAR and then construction of the new road along this alignment;
- Highway interface works at the following points:
 - B684 Mapperley Plains – widening of existing road and construction of the new junction with GAR;
 - Lambley Lane – realignment of the road to tie into alignment of GAR, new mini-roundabout and link road and drainage storage works;
 - Wood Lane – this provides access to Gedling Wood Farm and will be changed as part of the GAR with new access road being provided; and
 - A612 Nottingham Road / Burton Road / Trent Valley Road – construction of GAR and alterations to existing and provision of new junction.

39. As part of future network management and road space planning the County Council, and Via EM in conjunction with Balfour Beatty will together carefully consider the interdependencies relating to other planned infrastructure projects on the A614 / A6097 and adjacent corridors, including the Strategic Road Network (A46, A52, A1 and M1 in particular).
40. The construction of GAR requires a number of road closures and significant construction works at the interface with the existing public highway, the dates suggested are based on an agreed programme but may be subject change as the programme develops. Following approval to commence the main construction works, applications will be made for Temporary Traffic Regulation Orders for the closures. Significant interface works are at:
- B684 Mapperley Plains on section between Clementine Drive and Arnold Lane;
 - Lambley Lane (as a through route from Arnold Lane to Spring Lane);
 - Burton Road at its junction with the A612;
 - A612 Nottingham Road and Trent Valley Road;
 - A6211 Arnold Lane between Mapperley Plains and the first set of residential properties;
 - Arnold Lane junction with Mapperley Plains / Plains Road / Gedling Road; and
 - Gedling Road between Mapperley Plains and Whitby Crescent.
41. Pedestrian access along Carlton Footpath No. 2 and from the Lambley Lane Recreation Ground to Gedling Country Park will be maintained throughout the work. Controls and diversions will to be in place to maintain public safety.
42. The following paragraphs set-out the latest programme when road closures are planned, this is based on the latest information available and subject to change as the construction activities progresses.
43. **B684 Mapperley Plains** – A new junction with the GAR will be constructed onto Mapperley Plains from March 2020 through to the completion of GAR in June 2021. Off-peak restrictions will be in place at times during this period that will affect the capacity of traffic, during peak times the number of lanes and traffic capacity will be remain unchanged.
44. **Lambley Lane** – Road closures will be required where GAR crosses Lambley Lane. This will consist of:
- Daytime closure to enable earthworks to be completed safely for 8 months from mid-June 2020 to mid-February 2021, the road would be reopened in the evening and over the weekends. The earthworks element will see over 640,000 tonnes moved across Lambley Lane consisting of over 60,000 construction vehicle movements and the daytime closure will protect the workforce and members of the public.
 - Full closure to enable GAR to be constructed over Lambley Lane and tie-in points to Lambley Lane on the section to Spring Lane. It will also enable drainage storage attenuation tanks to be installed on the retained section of Lambley Lane and for all statutory undertakers' apparatus to be diverted. This would be from mid-February 2021 for 3 months to mid-May 2021.

45. The 2018 Annual Average Daily Traffic levels (AADT) for Lambley Lane is 5,300. There are 10 properties and 3 businesses (2 of which are nurseries / garden centres) on the section that will be closed between Spring Lane and the GAR. On the section between GAR and Arnold Lane there are 17 properties and 18 properties on Glebe Farm View that can only be accessed from Lambley Lane, Jessops Lane and Lorimer Avenue are also accessed from Lambley Lane although alternative accesses are available from the Arnold Lane area.
46. **Burton Road** – Road closure at its junction with the A612 for 8 months from February 2020 is proposed. It is phased this way to coincide with the school holiday period and is required to construct the new traffic signal junction arrangement and significant diversions to statutory undertakers' apparatus at this location. To minimise impact the public transport diversion would be via Stoke Lane and through the bus gate, all other traffic would have to use the A612 and then the Colwick Loop Road back to Shearing Hill. On the section closed the 2018 AADT is 7,300 and traffic uses this section travelling from Burton Joyce towards Gedling village and surrounding residential areas.
47. **A612 Nottingham Road and Trent Valley Road** – The traffic lights at the existing junction will not be in operation when Burton Road is closed, this provides the opportunity to provide free flowing 2-way traffic at this point, any temporary traffic lights will be off-peak.
48. **Arnold Lane and Junction with Mapperley Plains** – Road closure of Arnold Lane for 10 weeks from July 2021, the works are phased this way as the newly opened GAR will provide an alternative diversion route for traffic that uses Arnold Lane. As part of this phase of works alterations to the Arnold Lane / Mapperley Plains traffic lights will be completed, as the Arnold Lane closure removes one of the traffic movements out of the junctions minimising the impact on the travelling public.
49. **Gedling Road** – Overnight road closure for 1 week in August 2021 for resurfacing works. Phasing it at the end of the project, but there are opportunities to change if required.
50. The County Council is aware that road closures will be disruptive and may cause inconvenience but is committed to ensuring that any disruption is kept to a minimum and the programme has been developed with this in mind. Any closures are considered to be the minimum length of time necessary taking into account local concerns and ensuring that the construction activities are carried out safely.
51. All efforts will be made to ensure local residents, businesses and road users are kept informed of any worked affecting them, especially if it is necessary to make changes to the anticipated programme.

Other Options Considered

52. There have been numerous options surrounding the alignment and route details which have been considered through the design and planning process. A collaborative approach has been taken to the project and key partners have met regularly throughout the planning process and this has been formalised into revised governance arrangements for the Gedling Housing Zone delivery. Extensive consultation has been undertaken on the GAR.

53. The detail in each legal agreement has been through various iterations as a result of ongoing negotiations and is designed to reflect the interdependencies between the projects and meet the needs of all parties, whilst meeting all relevant financial and legal requirements. For NCC this has been done to protect the authority and minimise risk through pre-requisites that have to be met and link with key milestones to provide project assurance as the project develops.
54. Alternative methods of construction have been considered to avoid overlapping road closures and minimise durations of any closures, however alternatives still require the same closure periods but would add to the overall construction period and costs.

Reason/s for Recommendation/s

55. The GAR will enable a key development site to be realised and unlock much needed development land. The former Gedling Colliery / Chase Farm site was identified as an area of future housing development in the Aligned Core Strategy (ACS), as it is a key strategic site on the urban edge of Nottingham and viewed as a priority for GBC, referenced within the Gedling Local Development Plan 2018. The site has a status of strategic location.
56. The delivery of GAR will also complete the long-awaited bypass of Gedling village and achieve strategic transport objectives in keeping with the third Nottinghamshire Local Transport Plan (2011-2026).

Statutory and Policy Implications

57. This report has been compiled after consideration of implications in respect of crime and disorder, finance, human resources, human rights, the public-sector equality duty, safeguarding of children and vulnerable adults, service users, sustainability and the environment and ways of working and where such implications are material they are described below. Appropriate consultation has been undertaken and advice sought on these issues as required.

Finance Implications

58. Financial implications are discussed within the main body of the report in paragraphs 21 to 33 and the delivery of both the GAR and former Gedling Colliery development are linked as a result of the complex funding arrangements as previously reported.
59. NCC have ensured that all conditionality aspects are addressed before substantial liability under construction contracts is triggered. The Secretary of State of Transport has confirmed the Orders and in doing so is satisfied that the GAR scheme is fully funded.
60. Based on the target cost submitted by the contractor Balfour Beatty and costs incurred to date the GAR is deliverable with sufficient funding streams to cover anticipated costs. Under the terms of the grant funding agreements including the full business case submission to D2N2 LEP, the County Council has accepted responsibility for meeting any costs over and above the current contributions through the D2N2, CIL and from the developer. Details of the risk of a shortfall and the need to be underwritten by the County Council were also included and approved in the Finance and Property Committee meeting on 24th March 2014.

61. Internal governance arrangements are in place to monitor construction and cost progress and further reports will be brought to the relevant Committees on a regular basis.

RECOMMENDATION/S

It is **RECOMMENDED** that Committee:

- 1) Endorse the update on the current progress of the Gedling Access Road and that the main construction works will commence in January 2020 as previously reported;
- 2) Endorse the target cost of £27.189 million for the construction works for the Gedling Access Road; and
- 3) Approve the formal contractual instruction being issued to commence the main construction works, subject to D2N2 budget approvals on 19th December 2019.

Adrian Smith
Corporate Director Place

For any enquiries about this report please contact: Mike Barnett 0115 977 3118

Constitutional Comments (SG 25/10/2019)

62. The recommendation falls within the remit of the Communities and Place Committee by virtue of its terms of reference.

Financial Comments (GB 30/10/2019)

63. The Gedling Access Road budget is approved in the Communities and Place capital programme with an overall value of £40.899m. Paragraphs 21 to 33 of this report set out the funding streams that make up the total budget and also confirms that the total scheme costs come within the approved funding envelope that is available.

Background Papers and Published Documents

Except for previously published documents, which will be available elsewhere, the documents listed here will be available for inspection in accordance with Section 100D of the Local Government Act 1972.

- Communities and Place Committee Report dated 4 July 2019
Gedling Access Road – Update Report
- The Nottinghamshire County Council (B684 to A612 Link Road) A6211 Gedling Access Road (Side Roads) Order 2018 and The Nottinghamshire County Council (Gedling Access Road) Compulsory Purchase Order 2018 – Available at:
www.nottinghamshire.gov.uk/GAR
- Finance and Major Projects Committee Report dated 14 February 2019
Gedling Access Road – Update Report
- Communities and Place Committee Reported dated 8 March 2018 – Scheme Update
- Transport and Highways Committee Report dated 16 March 2017
Gedling Access Road – Scheme Update, Compulsory Purchase Orders and Side Roads Orders
- Finance and Property Committee Report dated 19 September 2016

- Gedling Access Road - Scheme Update and Funding Agreement
- Transport and Highways Committee Report dated 21 September 2016
Gedling Access Road – Scheme Update, Compulsory Purchase Orders and Side Roads Orders
- Greater Nottingham (Broxtowe Borough, Gedling Borough, Nottingham City) – Aligned Core Strategies Part 1 Local Plan – Adopted September 2014
- Finance and Property Committee Report dated 24 March 2014
Gedling Access Road, Scheme Development and Funding Agreements
- Report to County Council dated 27 February 2014
Capital Programme 2014/15 to 2017/18
- D2N2 Local Growth Fund – Local Assurance Framework – Available at:
http://www.d2n2lep.org/write/Local_Assurance_Framework_final_version.pdf

Electoral Division(s) and Member(s) Affected

| | |
|--------------|---|
| Arnold North | Councillors Pauline Allan and Michael Payne |
| Arnold South | Councillors John Clarke and Muriel Weisz |
| Carlton East | Councillors Nicki Brooks |
| Carlton West | Councillors Errol Henry and Jim Creamer |
| Calverton | Councillor Boyd Elliott |
| Newstead | Councillor Christopher Barnfather |