

Spalding Western Relief Road

Delivery Strategy



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Contents

| | |
|--|-----------|
| Executive Summary | 1 |
| 1 Introduction | 5 |
| 1.1 Project Background | 5 |
| 1.2 Purpose of the report..... | 6 |
| 1.3 Structure of the Report | 6 |
| 2 Policy Context | 8 |
| 2.1 National Planning Policy Framework (2018)..... | 8 |
| 2.2 South-East Lincolnshire Local Plan (2018)..... | 9 |
| 2.3 4 th Lincolnshire Local Transport Plan (2013) | 11 |
| 2.4 Spalding Transport Strategy (2014)..... | 12 |
| 3 Objectives and Principles | 14 |
| 3.1 Route Rationale and Key Principles | 14 |
| 3.2 SWRR Objectives | 14 |
| 4 SWRR Overview | 16 |
| 4.1 Overview | 16 |
| 4.2 SWRR Sections | 18 |
| 4.3 Infrastructure Delivery Timescale | 19 |
| 4.4 Planning and Statutory Processes..... | 19 |
| 4.5 Partnerships..... | 20 |
| 4.6 Land acquisition | 20 |
| 4.7 Public Consultation and Engagement..... | 20 |
| 4.8 Delivery Strategy Summary..... | 20 |
| 5 Section 1: Spalding Common to Holland Park | 22 |
| 5.1 Description | 22 |
| 5.2 Non-Motorised User Provision..... | 23 |

| | | |
|----------|--|-----------|
| 5.3 | Status..... | 23 |
| 5.4 | Phasing..... | 23 |
| 5.5 | Scheme Costs..... | 23 |
| 5.6 | Delivery..... | 24 |
| 6 | Section 2: Holland Park to Bourne Road..... | 25 |
| 6.1 | Description..... | 25 |
| 6.2 | Non-Motorised User Provision..... | 25 |
| 6.3 | Status..... | 26 |
| 6.4 | Phasing..... | 26 |
| 6.5 | Costs..... | 26 |
| 6.6 | Delivery..... | 26 |
| 7 | Section 3: Bourne Road to North of Vernatt’s Drain..... | 28 |
| 7.1 | Description..... | 28 |
| 7.2 | Non-Motorised User Provision..... | 28 |
| 7.3 | Status..... | 28 |
| 7.4 | Phasing..... | 29 |
| 7.5 | Costs..... | 29 |
| 7.6 | Delivery..... | 29 |
| 8 | Section 4: North of Vernatt’s Drain..... | 30 |
| 8.1 | Description..... | 30 |
| 8.2 | Non-Motorised User Provision..... | 30 |
| 8.3 | Status..... | 30 |
| 8.4 | Phasing..... | 31 |
| 8.5 | Costs..... | 31 |
| 8.6 | Delivery..... | 31 |
| 9 | Section 5: North of Vernatt’s Drain to Spalding Road..... | 32 |
| 9.1 | Description..... | 32 |

| | | |
|-----------|--|-----------|
| 9.2 | Non-Motorised User Provision..... | 33 |
| 9.3 | Status..... | 34 |
| 9.4 | Phasing..... | 34 |
| 9.5 | Costs..... | 34 |
| 9.6 | Delivery..... | 34 |
| 10 | Approach to Funding..... | 36 |
| 10.1 | Funding Options..... | 36 |
| 10.2 | Legislative Framework..... | 38 |
| 10.3 | Proposed Approach..... | 40 |
| 11 | Governance and Procurement..... | 43 |
| 11.1 | Governance..... | 43 |
| 11.2 | Engagement..... | 46 |
| 11.3 | Tendering Routes..... | 47 |
| 12 | Risks and Dependencies..... | 49 |
| 12.1 | Risks Register..... | 49 |
| 12.2 | Dependencies..... | 50 |

Table of Figures

| | |
|-----------------------------------|----|
| Figure 1-1 – SWRR Sections | 6 |
| Figure 4-1 - SWRR Alignment | 17 |
| Figure 5-1 – SWRR Section 1 | 22 |
| Figure 9-1 – SWRR Section 5 | 32 |

Tables

| | |
|---|----|
| Table 3-1 SWRR Objectives..... | 19 |
| Table 4-1: SWRR Delivery Strategy | 26 |
| Table 12-1: Summary of Top Ten Risks by Value | 54 |

Executive Summary

WSP, through the Lincolnshire County Council Technical Services Partnership, has been jointly appointed by Lincolnshire County Council (LCC) and South Holland District Council (SHDC) to develop proposals for the Spalding Western Relief Road (SWRR).

The SWRR will be a 6.5km road linking the A1175 and A16, via the B1172 Spalding Common, in the south to the B1356 Spalding Road in the north. The scheme will deliver a 7.3m wide all-purpose single carriageway road.

SWRR is identified in the fourth Local Transport Plan as one of LCC four major scheme priorities for the short and medium term. The scheme is needed to both resolve transport issues and to support proposed growth around the town.

The delivery of the SWRR is expected to relieve traffic congestion, improve journey time reliability, improve air quality in Spalding Town Centre and support the delivery of future strategic residential developments, as allocated in the South East Lincolnshire Local Plan (SELLP). This includes the Holland Park and the Vernatt's Sustainable Urban Extensions (SUE).

The SELLP describes how the scheme is likely to be required to be delivered in sections as the project requires a pool of developments from which to secure contributions towards its delivery. This is reflected in the proposed Local Plan SUE policies for the town. Therefore, it is necessary for the scheme to be delivered in five sections which are envisaged to be delivered in separate stages. The different sections of the SWRR are summarised below:

- Section 1: Spalding Common to Holland Park
- Section 2: Holland Park to Bourne Road
- Section 3: Bourne Road to North of Vernatt's Drain
- Section 4: North of Vernatt's Drain
- Section 5: North of Vernatt's Drain to Spalding Road

Funding for Section 1 has yet to be secured. Section 5 funding has been identified and secured and Planning Applications were submitted in early March 2019 with determination expected to be in summer 2019.

Sections 2, 3 and 4 of the SWRR are expected to be delivered over the implementation period of the SELLP with an expectation of a high level of developer funding. The specific alignment of Sections 2, 3 and 4 is yet to be determined and a safeguarded road corridor for the scheme has been identified in the SELLP.

The scheme in a strategic context, is to remove through-traffic in the town centre by providing an alternative route with a bridge over the railway line negating the need for north-south traffic to cross at grade via the town centre level crossings and secondly to distribute new development traffic generated by future residential development. The benefits of the scheme include:

- Mitigating the impact of the expected increase in level-crossing barrier downtime in Spalding resulting from increased rail-freight traffic passing through the town.
- Reduce traffic congestion in Spalding town centre.
- Enhance connectivity by improving west to south links around Spalding.
- Removal of strategic through traffic, particularly between the east and west, and the east and south, by providing a link between the A151 Bourne Road to the west of the town and the A1175/A16 to the south and east of the town.
- The road will provide alternative routes for local traffic passing through Spalding avoiding congestion in the town centre and increasing journey time reliability.
- Facilitating access to the Holland Park and the Vernatt's SUE's.

As well as vehicular traffic movements, the SWRR will support walking and cycling in the area through the provision of pedestrian and cycle facilities, both along its length and at various locations across its corridor.

At the present time, the following delivery strategy is proposed,

- Town Centre Improvements – 2021 (cost £3.2m)
- SWRR Section 5 – By 2021 (cost £27.6m)
- SWRR Section 1 – By 2022 (cost £29.1m)
- SWRR Section 2 – 4 By 2030 (cost c£44.8m)

The totals include work within the Town Centre (circa £3.2m) plus the phased delivery of the SWRR which has a total cost of £101m at 2018 prices. The cost estimates for Sections 1 and 5 are based upon the preliminary design submitted for each Planning Application and the cost estimates for Sections 2, 3 and 4 are based on high level design assumptions. The cost estimates for Sections 2, 3 and 4 will be refined as each section is progressed further.

The governance and project management of the project will be organised at the following levels:

1. Executive Management
2. Project Board
3. The Senior Responsible Owner
4. Project Assurance
5. Project Manager
6. Delivery Teams

The scheme delivery process will be led by LCC and supported by SHDC. LCC will manage the process up to and including construction including the procurement and appointment of a construction partner.

The following are the key remaining high-level tasks required to deliver the scheme:

- Completion of option selection and feasibility design (completed for Sections 1 and 5)
- Preliminary design (completed for Sections 1 and 5)
- Planning Application (completed for Sections 1 and 5)
- Secure funding (completed for Sections 1 and 5)
- Detailed design
- Tender documentation and drawings
- Stage 2 scheme review
- Road Safety Audits
- Utility diversion consultation
- Procurement process
- Stage 3 scheme review
- Tender award
- Planning condition discharge
- Construction phase

A Risk Register has been developed for the SWRR to enable the design team to identify any key risks associated with the proposed scheme that they are either aware of, or that are likely to be raised as the scheme progresses, and more information becomes available.

The Risk Register covers a number of different aspects, such as:

- Strategic Relationships/ Policy
- Economics/ Funding
- Land/ Statutory Processes
- Consents/ Approvals
- Contractual
- Third Parties - Public
- Third Parties - Stats
- Environment
- Design
- Construction

The Risk Register includes details of the nature of the risk, potential impacts and possible mitigation measures that need to be undertaken to either remove the risk, or to minimise the impact of that risk from both a cost and programme perspective, should it occur.

1 Introduction

1.1 Project Background

WSP, through the Lincolnshire County Council Technical Services Partnership, has been jointly appointed by Lincolnshire County Council (LCC) and South Holland District Council (SHDC) to develop proposals for the Spalding Western Relief Road (SWRR).

The SWRR is identified in the fourth Local Transport Plan as one of LCC's four major scheme priorities for the short and medium term and the scheme is needed to both resolve transport issues and to support future growth around the town.

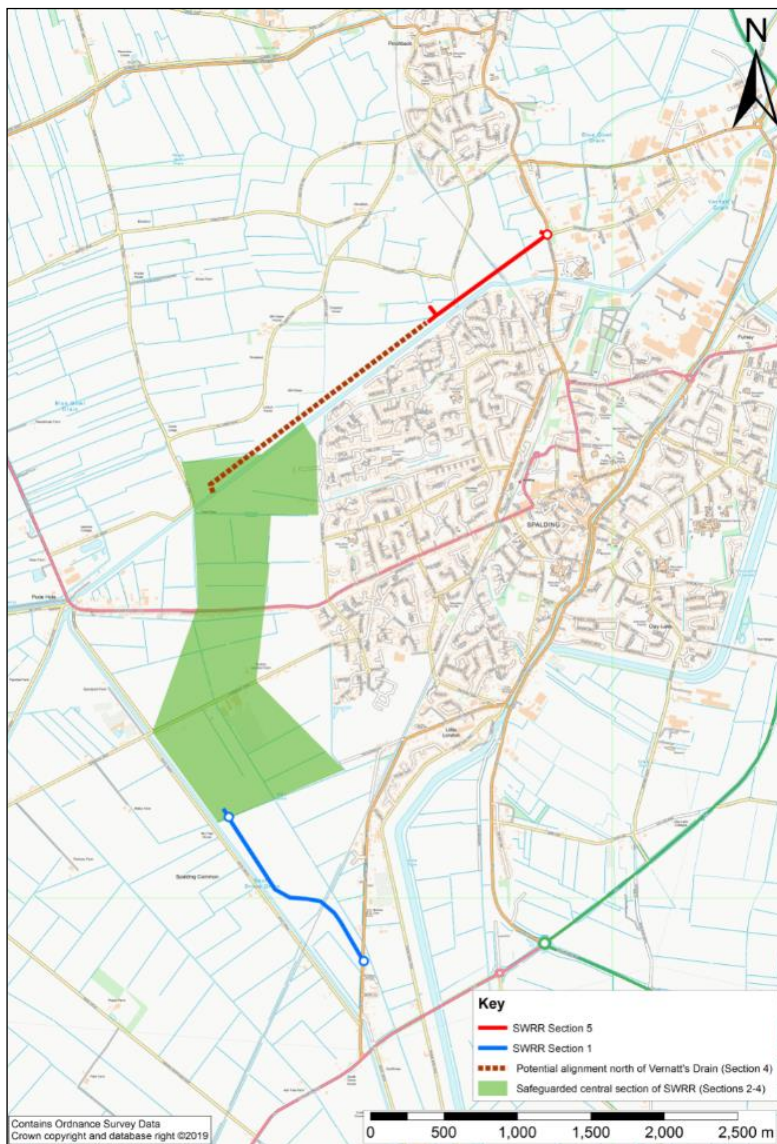
The delivery of the SWRR is expected to relieve traffic congestion, improve journey time reliability, improve air quality in Spalding Town Centre and support the delivery of future strategic residential developments, as allocated in the South East Lincolnshire Local Plan (SELLP). This includes the Holland Park and the Vernatt's Sustainable Urban Extensions (SUE).

The SELLP describes how the scheme is likely to be required to be delivered in sections as the project requires a pool of developments from which to secure contributions towards its delivery. This is reflected in the proposed Local Plan SUE policies for the town. Therefore, it is necessary for the scheme to be delivered in five sections which are envisaged to be delivered in separate stages. The different sections of the SWRR are shown Figure 1-1 and are summarised below:

- Section 1: Spalding Common to Holland Park
- Section 2: Holland Park to Bourne Road
- Section 3: Bourne Road to North of Vernatt's Drain
- Section 4: North of Vernatt's Drain
- Section 5: North of Vernatt's Drain to Spalding Road

Further details of the individual sections are provided in Chapter 4, with Chapter 5 through to Chapter 9 discussing each of the five sections in turn.

Figure 1-1 – SWRR Sections



1.2 Purpose of the report

The purpose of this report is to set out a process to deliver the scheme over South East Lincolnshire Local Plan period. The report presents the overall delivery strategy including delivery timescales and costs to delivery each section of the route.

1.3 Structure of the Report

Following this introduction, the remainder of this report is structured as follows:

- **Chapter 2** sets out the national, regional and local policy context relevant to the delivery of the SWRR.
- **Chapter 3** presents the SWRR objectives and principles.
- **Chapter 4** presents an overview of the approach to delivering SWRR.
- **Chapters 5 to 9** details the strategy for delivering each of the five individual SWRR sections.

- **Chapter 10** sets out the various funding mechanisms which could be utilised to deliver the scheme.
- **Chapter 11** presents the approach to governance and procurement.
- **Chapter 12** discusses the risks and dependencies associated with delivering the SWRR.

2 Policy Context

This section of the Delivery Strategy provides an overview of the current policy context as it relates to the scheme. The following documents have been considered:

- National Planning Policy Framework (2018)
- South East Lincolnshire Local Plan (2019)
- 4th Lincolnshire Local Transport Plan (2013)
- Spalding Transport Strategy (2014)

2.1 National Planning Policy Framework (2018)

The National Planning Policy Framework (NPPF) set out the Government's planning policies for England and how these should be applied. It is a framework to guide locally prepared plans. The NPPF states (Para 11) that *'plans and decisions should apply a presumption in favour of sustainable development'*.

For plan making, it states that *'plans should positively seek opportunities to meet the development needs of their area'*. For decision taking, where proposals accord with an up-to-date development plan, *'development should be approved without delay'*.

Transport issues should be considered at the earliest stages of plan-making and development proposals to deliver sustainable transport outcomes.

The NPPF states that applications for development should:

- 'give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second – so far as possible – to facilitating access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use;
- address the needs of people with disabilities and reduced mobility in relation to all modes of transport;
- create places that are safe, secure and attractive – which minimise the scope for conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards;
- allow for the efficient delivery of goods, and access by service and emergency vehicles; and
- be designed to enable charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations.'

Furthermore, significant development should be in sustainable locations that limit the need to travel and offer a genuine choice of transport modes.

The NPPF states that development *'should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.'*

In the assessment of development proposals, it should be ensured that:

- ‘appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location;
- safe and suitable access to the site can be achieved for all users; and
- any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.’

It is a necessity for all developments that generate a significant amount of movement to provide a transport assessment or transport statement, to assess the likely impacts of the proposal.

The delivery of the SWRR will facilitate residential growth within Spalding meeting the needs of existing and future residents. The scheme will increase journey time reliability for strategic traffic including freight.

The Planning Applications for each section of the route will be supported with Transport Assessment in accordance with the NPPF.

2.2 South-East Lincolnshire Local Plan (2018)

The South-East Lincolnshire authorities are committed to meeting the physical infrastructure and service needs of Boston Borough and South Holland District.

The South East Lincolnshire Local Plan (SELLP) was adopted in March 2019 and will guide development and the use of land in South East Lincolnshire up to March 2036. Key elements of the Local Plan vision are summarised below:

- Growth will be concentrated in South East Lincolnshire’s most sustainable settlements.
- The majority of development will be focussed in Boston and Spalding;
- The delivery of new sustainably-designed homes (both market and affordable), as well as additional employment opportunities, will meet the needs of all the population.
- The delivery of all new and/or improved infrastructure to support growth will be phased to ensure that new development is both sustainable and deliverable.
- South East Lincolnshire will be better connected by sustainable modes of transport.
- South East Lincolnshire’s important heritage and natural assets, landscapes and townscapes will have been protected, conserved, and enhanced where appropriate.

The document sets out 12 strategic priorities which are the main principles which will be followed to deliver the Local Plan vision. These priorities or principles cover five different themes which include sustainable development, the economy, housing, the environment and transport. The following priorities are of direct relevance to the SWRR.

- Strategic Priority 6: *'To provide enough choice of land for housing to ensure that the housing stock better meets local housing needs and aspirations, including for older people, first time buyers and those in need of affordable and starter housing.'*
- Strategic Priority 11: *"To improve accessibility for all to jobs, services and facilities by sustainable and public transport, to make travel as easy and affordable as possible, both within the area and along key links to and from South East Lincolnshire".*
- Strategic Priority 12: *'To improve South East Lincolnshire's highway infrastructure, to tackle congestion, improve road safety and make journeys as easy as possible particularly for those living in rural areas and to enhance efficiencies for business.'*

As well as providing a strategic link, the SWRR will facilitate the release of developable land for a range of housing types as well as providing additional capacity on the transport network improving journey time reliability and reducing congestion within the town centre.

Policy 1: Spatial Strategy states that *'within the settlement boundaries of Boston and Spalding development will be permitted that supports their roles as Sub-Regional Centres'*. This is supported by the Spalding Housing Paper and the Strategic Housing Land Availability Assessment which allocates land for housing development.

SELLP Policy 5 recognises the importance of ensuring the delivery of sufficient physical infrastructure and service needs capacity to meet the needs generated by development proposals, stating that *'planning permission will be granted for new development provided that developers can demonstrate that there is, or will be sufficient physical infrastructure and service needs capacity to support and meet the needs of the proposed development.'*

As part of the wider SWRR scheme, Policy 12 sets out the approach to supporting the sustainability of designated Sustainable Urban Extensions, whilst Policy 29 recognises that the delivery of the Spalding Western Relief Road is a priority to achieve a more sustainable transport network.

The SELLP shows a commitment to the development and execution of the SWRR, the completion of which is expected to be within the Local Plan period.

Policy 29: Delivering a More Sustainable Transport Network, aims to focus improvement efforts towards solutions that are, as a priority, based on *'management of the existing network and provision of sustainable forms of travel'*. For the road based network, a priority is *'enabling the delivery of the Northern and Southern*

sections of the Spalding Western Relief Road, associated junctions and crossing points’.

For cycling, walking and other sustainable transport, a priority is:

‘ensuring that major new developments provide for walking and cycling routes and/or links to existing networks’.

The delivery S5 of the SWRR will ensure that development is achieved in a manner that meets the growth needs of Spalding, whilst complementing and improving upon the amenity of existing neighbourhoods. Suitable walking and cycling facilities will be provided as part of the scheme. These will link with the proposed SUE’s and the wider urban areas.

The SWRR supports the SELLP by facilitating development in Spalding and delivering sustainable growth. This scheme in line with local policy as the SWRR delivery is to be phased. The Sustainable Urban Extensions which the scheme will facilitate will comprise of mixed land use and affordable housing. The scheme contributes to an integrated high-quality walking and cycling network

2.3 4th Lincolnshire Local Transport Plan (2013)

The 4th Lincolnshire Local Transport Plan (LTP4) covers a 10-year period from 2013/14 to 2022/23 setting out policies and programmes for Transport. The LTP recognises Spalding Western Relief Road as one of four major transport schemes to be prioritised in the short to medium term.

A summary of the Local Transport Plan objectives is provided below:

- to assist the sustainable economic growth through improvements to the transport network;
- to improve accessibility by widening travel choices, especially for those without access to a car;
- to make travel for all modes safer;
- to maintain the safe and efficient movement of people and goods;
- to protect and enhance the built and natural environment by reducing the adverse impacts of traffic, including HGVs;
- to improve the quality of public spaces;
- to improve the quality of life and health of residents and visitors by encouraging active travel and tackling air quality and noise problems;
- to minimise carbon emissions from transport;

The SWRR was identified as one of four major schemes by LCC from an initial sift of major local transport schemes to be prioritised for development. A full appraisal of

each of the four schemes was undertaken based upon the DfT's Early Assessment Sifting Tool (EAST) to prioritise and to determine internal allocation of funding.

Chapter 10 explains that the SWRR is being promoted considering future concerns about road network disruption in Spalding and the impact of congestion on its economy. Within Chapter 10, supporting the larger towns, the SWRR has been identified as a scheme that will not only reduce network disruption in Spalding, but provide a link between the B1172 and B1356 for future residential developments like the Holland Park SUE, and that will remove the necessity for strategic through traffic (including freight) to travel through the town centre. The SWRR is also being promoted to support the Vernatt's SUE which has been identified in the SELLP.

The Strategy identifies that proposals by Network Rail to route additional freight trains along upgraded lines may stand to increase barrier down time at level crossings resulting in additional road network disruption in the town centre. Furthermore, proposals to create a rail freight Interchange to the South West of Spalding, whilst transferring freight from road to rail, may increase rail traffic through the centre of the town, resulting in further level crossing down time.

The scheme contributes to the LTP objectives including assisting sustainable economic growth through improvements to the transport network. The scheme has been identified as a priority for the County through a sifting exercise based on existing problems and meeting future objectives. The scheme addresses existing transport issues and assists future sustainable development.

2.4 Spalding Transport Strategy (2014)

The Spalding Transport Strategy (STS) was published in 2014 and covers the period from 2014 to 2036. This document provides an overview of current and future challenges to travelling in and around Spalding and provides an approach to the improvement and provision of transport and access for the town and the surrounding area.

The Transport Strategy states the SWRR is an important local scheme that will support sustainable residential growth by *"opening up development sites including Holland Park"* and relieve traffic congestion by providing an *"alternative route to the congested A151 route which passes through the centre of Spalding"*

The delivery of the SWRR has been identified as a major scheme that will support the new housing and employment growth in Spalding and accommodate the associated traffic. The time frame for delivery has been classified as short to medium term for the Southern Phase of the SWRR with the extension expected to be executed in the medium to longer term.

The implementation of the SWRR addresses the following Strategy Objectives described within the Spalding Transport Strategy:

- SP1: To support the sustainable economic growth of Spalding and its environs through transport improvements.
- SP2: To ensure transport infrastructure meets the needs of existing and proposed developments.
- SP3: To address town centre congestion by creating an efficient transport network.
- SP7: To reduce the number and severity of road accidents by reducing the potential for conflict.

The SWRR fully supports the Spalding Transport Strategy. The delivery of the scheme will address current and future transport challenges and facilitate sustainable growth within the town.

3 Objectives and Principles

This chapter provides an overview of the principles and justification behind the development of the SWRR.

3.1 Route Rationale and Key Principles

The SWRR in a strategic context is to remove through-traffic in the town centre by providing an alternative route with a bridge over the railway line negating the need for north-south traffic to cross at grade via the town centre level crossings and secondly to distribute new development traffic generated by future residential development.

As outlined in the SELLP (para 8.2.1), the SWRR ‘will provide an alternative route to the congested A151 which passes through the centre of Spalding and are subject to increasing delays resulting from level-crossing ‘downtime’. It is anticipated that the existing level crossing barrier downtime will increase in the future due increased freight being moved on the railway. The implementation of the full route will directly mitigate the effects of this on the local highway, in particular the unreliable journey time for through traffic using the A151 level crossing.

The scheme is a strategic route, but it will also support the SELLP by facilitating access to the sites of the two major Sustainable Urban Extensions (SUE) identified for Spalding: Holland Park SUE and Vernatt’s Drain SUE. The SWRR will support walking and cycling in the area, through the provision of pedestrian and cycle facilities, both along its length and at various locations across its corridor.

3.2 SWRR Objectives

The objectives for the SWRR were developed jointly by LCC and SHDC and are shown in

Table 3-1.

Table 3-1 SWRR Objectives

| | |
|---------------|---|
| SWRR 1 | To support and facilitate sustainable population and commercial growth within South Holland in accordance with the emerging South East Lincolnshire Local Plan |
| SWRR 2 | To deliver economic benefits by reducing delays and improving journey times |
| SWRR 3 | To mitigate the impact of increased freight passing through Spalding and the associated increase in level crossing barrier downtime |
| SWRR 4 | To reduce traffic congestion in Spalding town centre |
| SWRR 5 | To have regard to the aims of the SHDC Economic Development Strategy and Lincolnshire County Council’s LTP which seek to deliver environmental and traffic benefits |
| SWRR 5 | To enhance connectivity by improving west to south links around |

| | |
|---------------|--|
| | Spalding |
| SWRR 7 | To enhance quality of life for residents of Spalding by improving air quality, reducing carbon emissions and addressing issues of town centre safety |
| SWRR 8 | To improve the reliability of public transport by minimising delays in the town centre |
| SWRR 9 | To support and encourage walking and cycling by reducing town centre traffic and providing safe links |

4 SWRR Overview

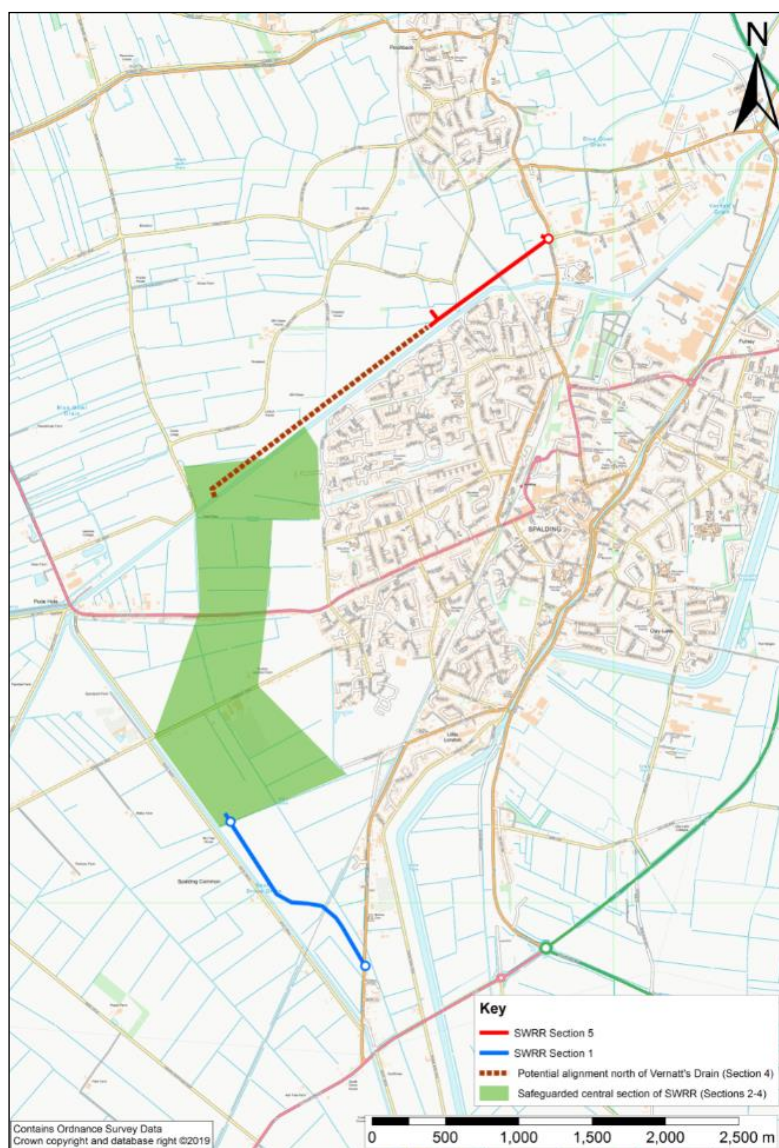
4.1 Overview

The SWRR will be a 6.5km road linking the A1175 and A16, via the B1172 Spalding Common, in the south to the B1356 Spalding Road in the north. The scheme will comprise a 7.3m all-purpose single carriageway road, with 1m hard strips and associated pedestrian and cycle facilities.

The SELLP sets out that to fund and deliver the scheme, a pool of developments from which to secure funding towards the scheme delivery will be required. It is therefore necessary, given this approach for the scheme to be delivered in five separate sections. These different sections of the SWRR are shown in Figure 4-1 - SWRR Alignment and are summarised as follows:

- Section 1: Spalding Common to Holland Park
- Section 2: Holland Park to Bourne Road
- Section 3: Bourne Road to North of Vernatt's Drain
- Section 4: North of Vernatt's Drain
- Section 5: North of Vernatt's Drain to Spalding Road

Figure 4-1 - SWRR Alignment



SWRR will serve as a relief road around the west of Spalding providing an alternative route for traffic currently within the town and acting as a bypass for strategic traffic.

The route will include two grade-separated railway crossings (Section 1 and Section 5) which will provide an alternative route for strategic traffic and relieve the existing pinch points on the network caused by the existing town centre level crossings. It is expected that the barrier downtimes at the level crossings is likely to increase in the future due to the intensification of the railway line for freight traffic and therefore, without appropriate mitigation, journey time reliability at these areas on network is likely to decrease. It is considered that the delivery of the scheme in full would mitigate this by providing additional route choice which is unconstrained by the railway line.

The road will have a design speed of 50mph, although the speed limit is likely to be lower on the approach to junctions or where visibility is constrained. It is envisaged that street lighting will be provided at junctions and on the non-motorised user facilities (low level lighting) to limit the environmental impact of the scheme.

To encourage and promote pedestrian and cycle connectivity, the SWRR will be constructed with pedestrian and cycle provision along its entire length which will consist of shared pedestrian and cycle ways with appropriate provision provided at crossing points and desire lines. These facilities will be designed according to current design standards and will link the two proposed SUE's to the town centre providing the opportunity for trips on foot and by cycle.

4.2 SWRR Sections

The following provides a summary of each of the five sections as detailed below.

Section 1: Spalding Common to Holland Park

Section 1 will comprise a circa 1.2km road connecting the B1172 Spalding Common to Section 2 of the scheme. The section will provide access to the Holland Park SUE.

The section will run in a north-west alignment and include a four-arm roundabout on the B1172 Spalding Common which will provide access to the SWRR from the south and include access into the Holland Park SUE. The section will link to Section 2 via a three-arm roundabout with one arm providing access into the Holland Park SUE.

This section will include a three-span bridge over the Sleaford to Peterborough railway line which, once the scheme is delivered in full will provide an alternative strategic route over the railway line without the need to negotiate the level crossings within the town centre.

Section 2: Holland Park to Bourne Road

The section is approximately 1.5km long and will link Section 1 to Section 3. The Section will cross Horseshoe Road where no junction will be provided. It is expected that Horseshoe Road will be stopped up either side of the SWRR with both the eastern and western sections of Horseshoe Road becoming cul de sacs with pedestrian and cycle access being maintained.

At the northern end of Section 2, there will be a new junction on Bourne Road. Although the design has not yet been developed it is envisaged the junction will be a four-arm signalised junction with appropriate cycle and pedestrian facilities provided.

Options regarding the alignment of this section within the safeguarded road corridor set out in the SELLP are currently being developed through public engagement and feasibility studies and a preferred alignment will be confirmed at a later date.

Section 3: Bourne Road to North of Vernatt's Drain

The section will be a circa 1km link between Bourne Road and a junction immediately north of Vernatt's Drain (the terminal point of Section 4). The link will provide access from Bourne Road into the western extent of the Phase 3 of the Vernatt's SUE, via a new bridge over Vernatt's Drain. A link will be provided from Section 3 into Monks House Lane.

As with Section 2, options regarding the alignment of this section within the safeguarded road corridor are currently being developed and a preferred alignment being confirmed at a later date.

Section 4: North of Vernatt's Drain

The section comprises a 1.8km link between Section 3 and Section 5. It runs along the north of Vernatt's Drain and provides access into the Vernatt's SUE via a number of junctions.

The alignment of the southern section of Section 4 is dependent upon the alignment of Section 3. Accordingly, the location of the tie in points is yet to be determined and will be developed at a later date in conjunction with Section 2 and 3.

Section 5: North of Vernatt's to Spalding Road

Section 5 comprises a circa 1km length of road linking the B156 Spalding Road with Section 4 of the scheme. The B1356 Spalding Road is the main route between Spalding and Pinchbeck. The section will comprise a five-arm roundabout junction on the B156 Spalding Road which will provide access to the SWRR, Enterprise Way and the Vernatt's Drain SUE. The junction will replace the existing priority controlled junction located on Enterprise Way which currently has issues of traffic congestion during peak periods.

At the western extent of the section, a three-arm signalised junction with associated pedestrian and cycle facilities will be provided for access into the Vernatt's SUE. The section will also include a three-span bridge over the Sleaford to Peterborough railway line.

4.3 Infrastructure Delivery Timescale

The delivery of the Section 5, in tandem with delivering the approved Section 1 at Holland Park, will unlock the delivery of the central sections and as a result, the current projected delivery timeline for all five sections of SWRR is as follows:

- **Section 5:** Construction to start late 2019 and delivered by 2021.
- **Section 1:** Construction to start in early 2021 and completion in 2022.
- **Section 2 to 4:** Delivered by 2036 (within the SELLP period).

The timescale identified is based on the funding availability that has been secured for Section 5. It is assumed that funding for the other sections of the SWRR may be secured on a phased basis.

4.4 Planning and Statutory Processes

It is envisaged that separate Planning Applications will be pursued for each section, the assembly of necessary land parcels and discussion with developers regarding funding requirements.

Section 1 - Planning Applications - Funding has yet to be secured. At this stage, the Planning Application was submitted in early March 2019 with the application expected to be determined by late summer 2019.

Section 5 – Planning Applications - Funding for Section 5 has been secured and the Planning Application was submitted in early March 2019 with the application expected to be determined by late summer 2019.

Section 2, 3 and 4 – Public Engagement & Planning Applications - A period of public engagement on Sections 2, 3 and 4 was undertaken in early 2019, and Planning Applications for each section is envisaged to be prepared by 2021.

4.5 Partnerships

Planning Agreements with developers will be required to deliver infrastructure that is 75% funded by private sector contribution. Network Rail, local developers, Lincolnshire County Council as Highway Authority and South Holland District Council as lead Planning Authority will be the key partners.

4.6 Land acquisition

The design of the road sections and junction layout will make allowance for the build footprint of the full SWRR and the requirement for Third Party land is detailed in the respective sections that deal with the proposed construction.

4.7 Public Consultation and Engagement

There have been various public consultation events held on the scheme proposals since 2011. A further statutory six-week consultation period will be undertaken following the submission of each Planning Application.

The scheme is included in the SELLP which has now been adopted. The preparation of the SELLP was subject to a significant amount of public consultation which included 16 'drop-in' exhibition sessions across South Holland over the course of the different stages of its preparation.

Notwithstanding this, a LCC and SHDC elected to hold Non-Statutory Engagement Events to discuss ideas and options for Sections 2 to 4 with the public in February 2019.

4.8 Delivery Strategy Summary

Table 4-1 summarises the current SWRR delivery strategy. The table shows total scheme costs of £101 million (excluding town centre improvements). The cost estimates for Section 1 and 5 are based on the preliminary design for each section which was submitted in March 2019. The cost estimate for sections 2, 3 and 4 are based on high level design assumptions. The costs shown in 2018 prices inclusive of inflation and Risk.

Table 4-1: SWRR Delivery Strategy

| Description | Section | | | | |
|------------------|--|---|---------|---------|--|
| | 1 | 2 | 3 | 4 | 5 |
| Timescale | 2021-2022 | By 2036 | By 2036 | By 2036 | 2020-2021 |
| Planning | Outline Planning Application submitted | Determined at a later date dependent on funding - Potential for one Planning Application covering Sections 2, 3 and 4 | | | Outline Planning Application submitted |
| Cost | £29.1 m | £44.8 m | | | £27.6 m |

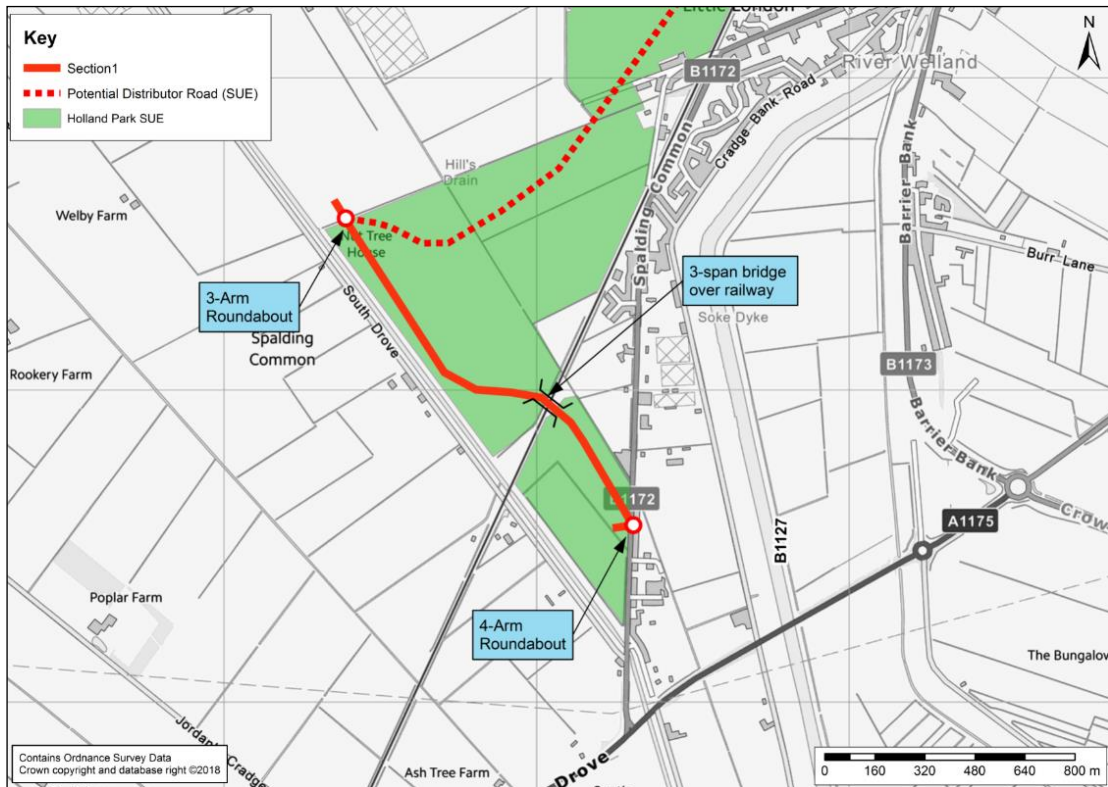
| | | | |
|--------------------------|--|---|--|
| Funding Stream | 75% developer contribution being secured | No funding stream identified to date, although there is an expectation of a high level of developer funding | HIF contribution of £12m with the remaining £15m identified in LCC's budget |
| Delivery Lead | LCC will be the delivery lead on all sections of SWRR, taking responsibility for each stage of the scheme's development from preliminary design, planning, detailed design, legal orders, procurement and construction management. | | |
| Delivery Partners | <ul style="list-style-type: none"> • SHDC • Developer • Network Rail | <ul style="list-style-type: none"> • SHDC • Developers | <ul style="list-style-type: none"> • SHDC • Developers • Network Rail |

5 Section 1: Spalding Common to Holland Park

5.1 Description

The proposed scheme comprises a 1.2km single carriageway road linking the B1172 Spalding Common to the Holland Park SUE. The proposed link will lie east of South Drove Drain and in a north-south orientation. The approximate scheme alignment is shown in Figure 5-1.

Figure 5-1 – SWRR Section 1



The proposals include a four-arm roundabout at the southern end of the Section at its junction with B1172 Spalding Common, which will also provide access to the Holland Park SUE.

The section will also include a three-span bridge over the Sleaford to Peterborough railway line to provide a barrier free alternative to the frequent level crossings of the rail line in the town.

At the northern end of the section, a roundabout will be provided to connect to future Section 2 of the SWRR and provide access into the Holland Park SUE.

It is envisaged that the link from the roundabout into the Holland Park SUE will continue through the development to form a junction with Horseshoe Road, providing access to Spalding Town Centre via Broadway and Bourne Road.

In summary, S1 comprises the following elements:

- A four-arm roundabout with B1172 Spalding Common.

- A 7.3m wide single carriageway extending for approximately 1.2km.
- Three-span Bridge over the railway line.
- A three-arm roundabout with the proposed S2 of SWRR and the Holland Park SUE distributor road.

5.2 Non-Motorised User Provision

Section 1 will provide a footway along its western side, and a segregated shared use two-way footway/cycleway on its eastern side. The bridge will provide a continuous, barrier free route for pedestrians and cyclists over the railway line.

Uncontrolled formal pedestrian and cycle crossings will be provided on all arms of the roundabout junctions.

The proposed walking and cycling routes will connect to existing provision alongside the River Welland, on Cradge Bank and the minor road network in the south west of Spalding as well as providing links to the Holland Park SUE.

5.3 Status

A preliminary design for the section, including the bridge over the railway line has been developed. A Planning Application was submitted in March 2019 and is due for determination in late summer 2019.

5.4 Phasing

Funding for the scheme has yet to be secured via Section 106 contribution for the Holland Park SUE. This section of the SWRR will be delivered in one phase and in parallel with Section 5 will be the first Section (s) of SWRR to be commenced and completed.

5.5 Scheme Costs

The estimated costs for this section of the scheme have been determined using the preliminary design submitted as part of the Planning Application and includes the following:

- Highway works
- Structures
- Preliminaries
- Statutory Undertakers
- Third party involvement e.g. Network Rail
- Land costs
- Surveys, design development, procurement and scheme supervision
- Scheme risks.

All the above cost elements have been used to determine a gross scheme base estimate, against which an allowance for risk and inflation has then been applied. The estimated cost for this section of the scheme is £29.1 million.

5.6 Delivery

Whilst this section of the scheme will be delivered as part of the Holland Park SUE, the development and delivery of the scheme will be led by LCC and supported by SHDC. LCC will manage the process up to and including construction, including the procurement and appointment of a construction partner.

The following are the key remaining high-level tasks required to deliver the scheme:

- Planning Application (submitted March 2019 and expected to be determined late summer 2019)
- Detailed design
- Tender documentation and drawings
- Stage 2 scheme review
- Road Safety Audits
- Utility diversion consultation
- Network Rail engagement
- Procurement process
- Stage 3 scheme review
- Tender award
- Planning Condition discharge
- Construction phase

Construction of Section 1 of SWRR is programmed to start in mid to late 2020 with completion in 2022.

6 Section 2: Holland Park to Bourne Road

6.1 Description

Section 2 of the SWRR will be a 1.5km link between the Section 1 and Bourne Road. The Section will cross Horseshoe Road where no junction will be provided. It is expected that Horseshoe Road will be stopped up either side of the SWRR with both the eastern and western sections of Horseshoe Road becoming *cul de sacs* with pedestrian and cycle access being maintained.

At the northern end of Section 2, there will be a new junction on Bourne Road. Although the design has not yet been developed it is envisaged the junction will be a four-arm signalised junction with appropriate cycle and pedestrian facilities provided.

Section 2 will facilitate the removal of strategic traffic between the west and south-east of Spalding, from passing through the town, by providing a link between the A151 Bourne Road and the A1175/ A16 via Section 1.

In summary, Section 2 comprises the following infrastructure:

- Starts immediately north of the three-arm roundabout with Section 1 of SWRR and SUE distributor road
- A 7.3m carriageway with 1m hard strips
- A new four-arm junction on Bourne Road. The specific form of the junction will be developed at a later date; however, it is envisaged it is likely to be a four-arm signal controlled junction with appropriate pedestrian / cycle facilities.

Options regarding the alignment of this section within the safeguarded road corridor set out in the SELLP are currently being developed through public engagement and feasibility studies and a preferred alignment will be confirmed at a later date.

6.2 Non-Motorised User Provision

The section will include pedestrian and cycle provision along its length which will consist of shared pedestrian and cycle ways with appropriate provision provided at crossing points and desire lines. These facilities will be designed according to current design standards and will link to the surrounding areas.

The proposed junction at Bourne Road will include pedestrian / cycle crossing facilities.

Horseshoe Road does not currently have footway provision outside of the Spalding settlement boundary. It is not considered necessary to provide additional provision at this location as there is likely to be a reduction in traffic due to the closure of the road to through traffic; it is not proposed to provide footways. Journeys by foot will be facilitated by footways on SWRR with journeys from Horseshoe Road possible either southbound to Holland Park or northbound to Bourne Road, from where access to the wider town could be made.

The stopping up of Horseshoe Road provides the opportunity to promote the road as signed cycle route due to the reduced traffic volumes on Horseshoe Road. The route

can be signed as a cycle route into the Spalding urban area from SWRR as an alternative to the busier Bourne Road.

The pedestrian and cycle ways on the SWRR will link into existing footways on Bourne Road.

6.3 Status

A safeguarded road corridor has been included for this section in the SELLP, although no alignment has been determined.

Option development regarding the alignment of this section within the safeguarded road corridor is currently being developed through public engagement and feasibility studies with a preferred alignment being confirmed at a later date.

6.4 Phasing

Funding for section 2 is yet to be secured, however it is envisaged that Section 2 will be delivered by 2036.

6.5 Costs

The estimated cost for this section of the scheme have been determined using high level design assumptions and includes the same elements as set out in Section 5.4 of this report. It should be noted that cost estimates for this section do not include as more detail as Section 1 and 5.

Estimated Costs for Sections 2 - 4 are £44.8 million.

6.6 Delivery

The scheme delivery process will be led by LCC and supported by SHDC. LCC will manage the process up to and including construction including the procurement and appointment of a construction partner.

The following are the key remaining high-level tasks required to deliver the scheme:

- Completion of option selection and feasibility design
- Preliminary design
- Planning Application
- Secure funding
- Detailed design
- Tender documentation and drawings
- Stage 2 scheme review
- Road Safety Audit
- Utility diversion consultation
- Procurement process
- Stage 3 scheme review
- Tender award
- Planning condition discharge

- Construction phase

Construction of Section 2 of SWRR is anticipated to be completed by 2036.

7 Section 3: Bourne Road to North of Vernatt's Drain

7.1 Description

Section 3 of the SWRR will be a 1km link between Bourne Road and a junction immediately north of Vernatt's Drain (the terminal point of Section 4). The link will provide access from Bourne Road into the western extent of the Phase 3 of the Vernatt's SUE, via a new bridge over Vernatt's Drain.

An additional link will be provided from a SWRR junction north of Bourne Road to the Derwent Way junction on Monks House Lane. This will provide access to the SWRR from the Wygate Park area of the town, without traffic having to pass through the constrained Bourne Road/ Monks House Lane junction.

In summary, Section 3 comprises the following infrastructure:

- A new four-arm junction Bourne Road. The specific form of the junction will be developed at a later date; however, it is envisaged it is likely to be a four-arm signal controlled junction with appropriate pedestrian / cycle facilities.
- A 7.3m carriageway with 1m hard strips.
- Three-arm signalised junction with the Monks House Lane link.
- Monks House Lane link (7.3m with 1m hard strips) between three arm signalised junction and the Monks House Lane/ Derwent Way junction with a priority junction with Derwent Way.

7.2 Non-Motorised User Provision

The section will include pedestrian and cycle provision along its entire length which will consist of shared pedestrian and cycle ways with appropriate provision provided at crossing points and desire lines. These facilities will be designed according to current design standards and will link the surrounding areas.

The proposed junction at Bourne Road will include crossing facilities.

The bridge over Vernatt's Drain will provide sufficient height clearance over the banks of the Drain to enable the footpath on the southern bank to remain open and the maintenance of the Vernatt's Drain and its embankments.

Pedestrian and/ or cycle ramps could be provided from both sides of the bridge down to the shared footway/ cycleway on the southern bank of Vernatt's Drain.

A crossing could be provided in the vicinity of the junction of SWRR and Monks House Lane and this will provide a formal signalised crossing facility for footpath users across SWRR.

The pedestrian and cycle ways on the SWRR will link into existing network of footways and cycleways including those on Bourne Road and Monks House Lane.

7.3 Status

A safeguarded road corridor has been included for this section in the SELLP, although no alignment has been determined.

Option development regarding the alignment of this section within the safeguarded road corridor is currently being developed through public engagement and feasibility studies and a preferred alignment being confirmed at a later date.

7.4 Phasing

Funding for section 3 is yet to be secured, however it is envisaged that Section 3 will be delivered by 2036.

7.5 Costs

The estimated costs for this section of the scheme have been determined using high-level design assumptions and include the same elements as set out in Section 5.4 of this report. It should be noted that cost estimates for this section do not include as much detail as Section 1 and 5.

Estimated Costs for Sections 2 - 4 are £44.8 million.

7.6 Delivery

The scheme delivery process will be led by LCC and supported by SHDC. LCC will manage the process up to and including construction including the procurement and appointment of a construction partner.

The following are the key remaining high-level tasks required to deliver the scheme:

- Completion of option selection and feasibility design
- Preliminary design
- Planning Application
- Secure funding
- Detailed design
- Tender documentation and drawings
- Stage 2 scheme review
- Road Safety Audits
- Utility diversion consultation
- Procurement process
- Stage 3 scheme review
- Tender award
- Planning condition discharge
- Construction phase

Construction of Section 3 of SWRR is likely to be completed by 2036.

8 Section 4: North of Vernatt's Drain

8.1 Description

Section 4 is a 1.8km link between Section 3, which terminates at a junction just north of Vernatt's Drain, and Section 5, which terminates at a junction to the west of the Sleaford to Peterborough railway line. It runs along the north of Vernatt's Drain and provides access into the Vernatt's SUE via a number of junctions.

The alignment of the southern section of Section 4 is with is dependent upon the alignment of Section 3. Accordingly, the location of the tie in points is yet to be determined and will be developed at a later date in conjunction with Section 2 and 3.

In summary, Section 4 comprises the following infrastructure:

- Commences at a three-arm signalised junction with Section 3 and the Vernatt's SUE Phase 2/ 3 distributor road, immediately north of Vernatt's Drain.
- A 7.3m carriageway with 1m hard strips
- Two intermediate three arm signalised junctions providing access into the Vernatt's SUE.
- Bridge over Vernatt's Drain
- Terminates immediately south a three-arm signalised junction with Section 4 and the Vernatt's SUE Phase 3 distributor road.
- Terminates immediately to the west of the three-arm signalised junction with Section 5.

8.2 Non-Motorised User Provision

The section will include pedestrian and cycle provision along its entire length which will consist of shared pedestrian and cycle ways with appropriate provision provided at crossing points and desire lines. These facilities will be designed according to current design standards and will link the surrounding areas.

Pedestrians and cyclists will cross the SWRR at formal signalised controlled crossings at the signalised junctions.

Overall, this NMU provision will link into existing facilities on the south side of Vernatt's Drain and through the Wygate Park area into the rest of the Spalding urban area.

8.3 Status

A safeguarded road corridor has been included for this section in the SELLP, although no alignment has been determined.

Option development regarding the alignment of this section within the safeguarded road corridor is currently being developed through public engagement and feasibility studies and a preferred alignment being confirmed at a later date.

8.4 Phasing

Funding for section 4 is yet to be secured, however it is envisaged that Section 4 will be a delivered by 2036.

8.5 Costs

The estimated costs for this section of the scheme have been determined using the high-level design assumptions and includes the same elements as set out in Section 5.4 of this report. It should be noted that cost estimates for this section do not include as much detail as Section 1 and 5. Estimated Costs for Sections 2 - 4 are £44.8 million.

8.6 Delivery

The scheme delivery process will be led by LCC and supported by SHDC. LCC will manage the process up to and including construction including the procurement and appointment of a construction partner.

The following are the key remaining high-level tasks required to deliver the scheme:

- Completion of option selection and feasibility design
- Preliminary design
- Planning Application
- Secure funding
- Detailed design
- Tender documentation and drawings
- Stage 2 scheme review
- Road Safety Audits
- Utility diversion consultation
- Procurement process
- Stage 3 scheme review
- Tender award
- Planning condition discharge
- Construction phase

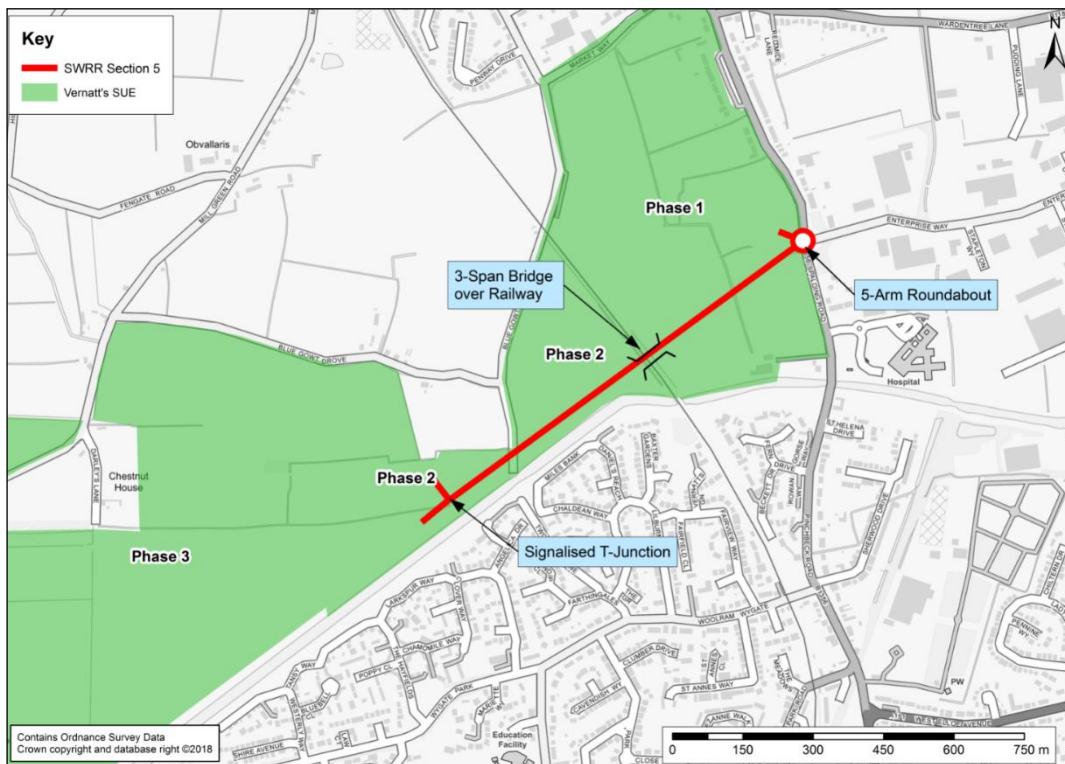
Construction of Section 4 of SWRR is likely to be completed by 2036.

9 Section 5: North of Vernatt's Drain to Spalding Road

9.1 Description

The proposals for Section 5 of the SWRR comprise a 1km single carriageway road between the B1356 Spalding Road and the Vernatt's SUE. The proposed section of highway will be located parallel to and north of Vernatt's Drain. **Figure 9-1** shows the alignment of the route.

Figure 9-1 – SWRR Section 5



At the eastern end of the scheme, a five-arm roundabout will tie into the existing highway on Spalding Road, which is the main route extending north from Spalding towards Pinchbeck, and will provide an access into Phase 1 of Vernatt's SUE.

Section 5 will also include a three-span bridge over the Sleaford Peterborough railway line that will create an unimpeded route for traffic west of the town centre, thereby relieving congestion within the town centre caused by the frequent use of level crossings.

Section 5 of the SWRR falls within the Lincolnshire Local Plan allocation for the Vernatt's SUE. The Vernatt's SUE is a strategic residential development that will be located to the north-west of Vernatt's Drain. In this context, Section 5 will permit barrier-free movement over the railway line which will open up Phases 2 and 3 of the Vernatt's SUE.

The T-junction at the western end of Section 5 will also be a point of continuation onto Section 4 of the SWRR. Implementation of Section 5 prior to that of Section 2, 3 and 4 is a fundamental priority for the full delivery of the SWRR.

In summary, Section 5 comprises the following infrastructure:

- A 7.3m wide single carriageway.
- A new five-arm roundabout to replace the existing priority junction with the B1356 Spalding Road and Enterprise Way. The new roundabout will provide access to the new road and to Phase 1 of the Vernatt's SUE.
- A three-span bridge over the Sleaford to Peterborough railway line. This will negate the need for east – west through traffic to travel over the existing level crossings in Spalding Town Centre.
- A signalised T-junction inclusive of pedestrian and cycle facilities located at the western end of S5 to provide access to the Vernatt's SUE.
- Shared pedestrian and cycleway along the northern side of carriageway.
- Pedestrian footway along the southern side of the carriageway.
- Diversion of existing pedestrian / cycle route at Blue Gowt Lane.

9.2 Non-Motorised User Provision

A continuous footway will be provided along the northern side of Section 5 of the SWRR. A portion of this between the signalised T-junction and Two Plank Lane will be segregated shared use footway/cycleway.

A fully segregated shared use two-way footway/cycleway will be provided the south side of Section 5. This will comprise a 1.5m wide footway accompanied by a 3.0m wide two-way cycleway. There will be signalised pedestrian/cycle toucan crossings on each arm of the roundabout with Spalding Road/Enterprise Way, and on each arm of the T-Junction to Vernatt's SUE.

The NMU provision will connect to existing routes on the Spalding Road/ Pinchbeck Road corridor, which provides connection to the town centre and towards the employment areas east of Spalding Road.

The alignment of Section 5 will cause the severance of the existing foot/cycle route on Blue Gowt Lane presently crossing the development corridor to the west of the proposed railway bridge. A pedestrian/cycle diversion is proposed to navigate this severance created because of the planned embankment to the railway bridge. The diversion will add approximately 420m of foot/cycle way to the route between Blue Gowt Lane and Two Plank Lane.

For non-motorised users coming from Blue Gowt Lane to the north, users will be diverted west when the embankment is reached. The diversion will cross the SWRR at the T-junction where a formal signal-controlled crossing is proposed for pedestrians and cyclists. The diversion will continue east along the southern side of the SWRR to reconnect with Blue Gowt Lane and the footbridge over Vernatts Drain

9.3 Status

A preliminary design for the section, including the bridge over the railway line has been developed. A Planning Application was submitted in March 2019 and is due for determination in late summer 2019.

9.4 Phasing

Funding for the scheme was secured in February 2018 when £12 million was awarded from the Ministry of Housing, Communities and Local Government Housing Infrastructure Fund (HIF) for the development of Section 5. A key condition of this funding was that the scheme had to be delivered by 2022. It is therefore expected that the scheme will be constructed by 2022.

9.5 Costs

The estimated costs for this section of the scheme have been determined using the preliminary design submitted as part of the Planning Application and includes the following:

- Highway works
- Structures
- Preliminaries
- Statutory Undertakers
- Third party involvement e.g. Network Rail
- Land costs
- Surveys, design development, procurement and scheme supervision
- Scheme risks.

All the above cost elements have been used to determine a gross scheme base estimate, against which an allowance for risk and inflation has then been applied. The estimated cost for this section of the scheme is £27.6 million.

9.6 Delivery

The scheme delivery process will be led by LCC and supported by SHDC. LCC will manage the process up to and including construction including the procurement and appointment of a construction partner.

The following are the key remaining high-level tasks required to deliver the scheme:

- Preliminary design
- Planning Application
- Detailed design
- Tender documentation and drawings
- Stage 2 scheme review
- Road Safety Audits
- Utility diversion consultation

- Network Rail engagement
- Procurement process
- Stage 3 scheme review
- Tender award
- Planning condition discharge
- Construction phase

Construction of Section 5 of SWRR is programmed to be undertaken during the period 2020 to 2022.

10 Approach to Funding

10.1 Funding Options

Due to the scale of the full scheme there is a number of funding options open to the delivery partners and these will vary both over time and for each section as the scheme progresses.

The following are the main funding options:

- ***Funding from Council Capital funds***

Funding of the scheme, either individual sections or the entire road could be possible in theory through the Local Authority capital budgets. However, this would be a very significant and long term drain on the Councils' finite resources, which are subject to many other requests for funding and not solely from transport. There is also a need to replenish capital funds to support other projects and schemes in the long term

In support of such an approach it could be possible to fund improvements through hypothecation of revenues, from car parking charges for example. However, this would divert monies from other Council priorities and could require an increase in such revenue streams so as not to reduce other activities.

- ***Forward funding from Council Capital funds with recovery***

An alternative approach to funding through Council capital funds would be to forward fund the scheme from capital budgets with a planned and agreed recovery of expenditure from third parties. With the recovery of expenditure, monies can be 'rolled-over' to fund subsequent stages of delivery.

This is already current practice in Lincolnshire whereby the currently under construction Lincoln Eastern Bypass is being partly funded by the County Council and an agreement with the local District Councils has been made to recover monies, via s106 Agreements, from appropriate development contributions.

Alternatively, the County Council could directly negotiate with developers to deliver the scheme on their behalf, with the developer funding the element of the scheme that is necessary to release land for particular sites.

Such an approach requires a robust legal agreement to ensure funds are recovered from developers, either directly or via s106 Agreements. The most significant risk to this approach is that the private sector cannot, or does not, deliver the full funding agreed within the required timescales, perhaps due to a slower build out rate or not fully building out a site.

- ***Direct agreements with developers***

s106

A more standard approach would be to secure funding directly from developers through s106 Agreements. Such an approach is potentially limited by the maximum number of five agreements that can fund one project. In addition, the funding stream may not be sufficiently timely to deliver a scheme in the short term or, indeed, provide the level of funding necessary to deliver larger schemes.

Community Infrastructure Levy

An approach now being used by a number of Local Authorities is the Community Infrastructure Levy (CIL) whereby a 'roof tax' is levied on each development within the CIL charging area. The funds are applied to schemes identified in the Local Authority's Infrastructure Delivery Plan.

However, a CIL approach is not being followed in the South East Lincolnshire Local Plan area and, therefore, is not an option open to SWRR. The likely financial contributions from s106 agreements are likely to be greater than they would be through a CIL.

- ***Local Enterprise Partnership funding***

Significant central government funding has been delegated on a sub-national basis through the Local Enterprise Partnerships (LEP) through arrangements such as the DfT's Local Growth Deals. Over the medium to long term, sections of SWRR could be funded through further bidding opportunities either to or through the LEP; these are likely to need support through the development of a Business Case.

- ***DfT Major Schemes***

The Department for Transport's (DfT) major scheme programme is an established approach to funding large scale transport schemes. At present, there are no funds specifically identified for major schemes, however, DfT is in the process of releasing new funds as part of its drive to deliver new highway capacity within the to be confirmed, Major Road Network.

The designation of the Major Road Network and other funding mechanisms like the Major Schemes approach may provide opportunities for SWRR. Like bidding through the LEP, applications for funding to the DfT are likely to require the support of a Business Case and associated WebTAG compliant traffic modelling and appraisal.

Applications through the LEP and to the DfT are likely to require some element of match funding from other sources.

- ***DfT periodic funding opportunities***

In addition to the DfT's Major Scheme programme, the department also periodically releases opportunities to apply for funds through specific bids, such as the National Productivity Improvement Fund. These may provide opportunities to secure funding but there is a lack of significant forward visibility of possible opportunities over the medium to long term. Due to the often short timescales for bids to be submitted, it is vital to have projects developed to a stage sufficient to support such opportunities, potentially including having Planning Permission and design detail in place.

These opportunities are also likely to require some element of match funding from other sources to have been secured.

- ***Other central government periodic funding opportunities***

In addition to DfT, other central government departments also release periodic opportunities to bid for significant amounts of funding for infrastructure projects. The recent Housing Infrastructure Fund success is an example of potential opportunities to provide further funding for some elements of SWRR.

Such opportunities require projects to be well developed and are likely to require some element of match funding from other sources.

Like the DfT periodic funding, there is often no significant forward visibility of possible opportunities over the medium to long term.

- ***Other sources***

There are a number of other sources which promoters can look to utilise to fund transport schemes including other government agencies and bodies such as the Environment Agency, Network Rail and Highways England. Such opportunities require schemes to support the objectives of these organisations and at present no specific opportunities are identified.

10.2 Legislative Framework

Planning obligations under Section 106 (s106) of the Town and Country Planning Act 1990 (as amended), are focused on site specific mitigation of the impact of development. They are used to secure financial contributions to provide infrastructure or affordable housing, and the powers of an s106 Agreement can be used to:

- restrict the development or use of land
- require specified operations or activities to be carried out in, on, under or over the land
- require land to be used in any specified way

- require a sum or sums to be paid to an Authority on a specified date or dates or periodically

To be consistent with the National Planning Policy Framework (NPPF) (paragraph 203), a s106 Agreement needs to be,

- necessary to make a development acceptable in planning terms
- directly related to a development
- fairly and reasonably related in scale and kind to a development.

The NPPF also states at paragraph 205 that:

'Where obligations are being sought or revised, Local Planning Authorities should take account of changes in market conditions over time and, wherever appropriate, be sufficiently flexible to prevent planned development being stalled.'

The Government in response to its consultation on measures to speed up the negotiation and agreement of s106, has subsequently made changes to Planning Policy Guidance (PPG) and these emphasize the s106 legal and policy tests and the relationship with all local plans, with an early engagement by the Local Planning Authority with applicants and infrastructure providers, a greater emphasis on public access to information and the s106 being available as part of the planning register.

The s106 is a formal document, which states that it is an obligation for planning purposes, and it therefore identifies the relevant land, the person entering the obligation and their interest and the relevant Local Authority that would enforce the obligation. If it is not complied with, it is enforceable against the person that entered into the obligation and any subsequent owner and can be enforced by injunction. However, a person bound by the obligation can seek to have it modified or discharged after five years.

The most common obligations that are included for funding within an s106 agreement include:

- Public open space
- Affordable housing
- Education
- Highways
- Town Centre improvements

The Government also views s106 as providing only a partial and sometimes variable or inequitable response to securing funding contributions for infrastructure. Hence, the provision for the Community Infrastructure Levy (CIL).

There can be a unitary obligation or multi-party agreement and the legal tests for when it can be used are set out in regulations 122 and 123 of the Community Infrastructure Levy Regulations 2010 as amended in 2015.

In terms of developer contributions, the Community Infrastructure Levy (CIL) did not replace s106 Agreements, but the introduction of CIL did result in a tightening up of the s106 tests.

Section 106 Agreements, should therefore be focused on addressing the specific mitigation required by a new development whereas CIL can address the broader impacts of development. There should be no circumstances however where a developer is paying CIL and s106 for the same infrastructure in relation to the same development.

The existing Infrastructure Delivery Plan 2016 - 2036 allows for a total infrastructure cost of over £200m for Boston, Spalding and the surrounding area and clearly should that sum be realised or even increased as schemes come forward the contribution from the private sector via CIL or some other mechanism will be essential to reduce potential funding gaps.

Finally, one aspect that CIL introduced in relation to securing funds from multiple landowners was a pooling restriction to prevent Councils from collecting more than five separate planning obligations for the same scheme.

It should be noted therefore that whilst CIL is not mandatory, and indeed not adopted in Spalding, Planning Permission granted without appropriate mitigation, or subject to an s106 Agreement which includes planning obligations where the pooling restriction has been exceeded, may remain unlawful.

10.3 Proposed Approach

The proposed approach for funding SWRR is to use a range of funding sources from both the public and private sectors, and from both Local and Central Government. This approach will seek to limit a long-term drain on Local Authority budgets, secure funding at a sustainable level from private sector interests and spread the funding risk across a number of sources. The approach would also aim to be flexible, to enable new sources of funding in the medium and long term to be used as appropriate, while giving greater levels of certainty for the earlier stages of delivery. In addition, it would maximise the opportunities to secure match-funding to support any bids for Central Government monies.

The approach can be broadly as follows:

- Forward funding of individual sections of the SWRR through Local Authority capital budgets
- Recovery of forward funding from private sector developers of the SUE's
- Rolling-over of recovered monies to fund subsequent sections of SWRR
- Utilisation of Central Government or Local Enterprise Partnership funding opportunities, when they arise, to speed up the forward-funding process, and potentially reduce the drain on Local Authority budgets including where it can be proven that there is, or could be, a market failure in private sector funding.

The proposed funding approach for each section is as follows:

Section 1

As part of the Holland Park SUE, LCC is reaching a legal agreement with the developer to part fund Section 1 of the scheme.

LCC will deliver and forward fund the section with recovery of funds from the developer commensurate with a highway standard appropriate for a development distributor rather than a relief road. LCC will therefore be funding the difference to bring the design up to a relief road standard.

Section 2

In comparison to Sections 1, 4 and 5, Section 2 will be relatively low cost due to the lack of any major structures. However, due to there being no associated land allocations in the South East Lincolnshire Local Plan, it is presently unclear what the level of potential s106 funds may be. Furthermore, as the timescales for the delivery of this section are likely to be within the plan period up to 2036, funding may need to rely on Local Authority capital budgets (potentially including funds recovered from Sections 1 and 5) and periodic Central Government/ LEP funding opportunities.

Section 3

Like Section 2, there is no land allocations associated with this section in the South East Lincolnshire Local Plan. As delivery is likely to be within the plan period up to 2036, opportunities for funding need to be kept under review over the long term including identifying the level of housing that is likely to be associated with the section in the plan period beyond 2036. The section may also need to rely on local authority capital budgets (including recovered funds) and periodic central government/ LEP funding opportunities.

Section 4

Like Section 2, this section is likely to be relatively low cost compared to Sections 1, 3 and 5; however, it is of significant length and will require three junctions. This section is likely to be more expensive to deliver than Section 2 due to the bridge over Vernatt's Drain and the Monk's House Lane Link. The approach for this section will be to look to developers of the Vernatt's SUE to provide funding, either in one phase or more depending on the likely development build-out. This section may also require some forward funding or use of periodic Central Government/ LEP funding opportunities if the SWRR timescales are to be accelerated.

Section 5

The project has secured Central Government funding in the form of Homes England Housing Infrastructure Fund (HIF), to pay for the link between and supported, where possible within delivery timescales by monies secured from LCC. This funding will also deliver a higher capacity Junction design to support traffic demand for the whole SWRR corridor.

Residual Funding

Forward funding of some elements of the SWRR is required, and in some cases funding will be recovered, to an agreed level, from developers. The proposals for

developer contributions will be developed in consultation with LCC, SHDC and developers.

11 Governance and Procurement

11.1 Governance

The scheme delivery process will be led by LCC and supported by SHDC. LCC will manage the process up to and including construction including the procurement and appointment of a construction partner.

From a governance and project management perspective the project will be organised at the following levels:

1. Executive Management
2. Project Board
3. The Senior Responsible Owner
4. Project Assurance
5. Project Manager
6. Delivery Teams

Escalation of issues will transition through these levels, each of which has set levels of authority.

Executive Management

The Executive Management of the project is provided by LCC's Executive Councillor for Highways Transport and IT (currently Councillor R. Davies) and the LCC Interim Director of Place (Mr A. Gutherson). The Executive Management team oversees the management of the programme and would act as the client for the SWRR scheme ensuring that it is being delivered in accordance with the project plan and in line with the budget and specified timeframe.

Executive Management Project Board

The Project Board provides the strategic platform for key decision making and providing guidance on exceptional issues to the Delivery Teams. The Board meets monthly. Board members include Councillor Richard Davies (Executive Councillor for Highways Transport and IT - LCC), Councillor Nicholas Worth (Portfolio Holder for Growth and Commercialisation - SHDC), Senior User (Andy Gutherson - LCC), Senior Responsible Owner (Paul Rusted - LCC), Project Manager (Teresa James - LCC), Senior Supplier (Ian Turvey - WSP) and SHDC representative (Paul Jackson - SHDC).

The key responsibilities of the Project Board are:

- Agreeing and finalising the Project Plan.
- Liaison between the Delivery Team and Executive Management, Study Partners & Senior Management.
- Overall responsibility for the risk management including the management and mitigation of strategic risk.

- The assurance that the project remains on course to deliver the required quality and to meet the business plan including reviewing resource provision as required.
- The approval and funding for significant changes to the project.
- Responsible for publicity and dissemination of information about the SWRR programme and scheme.
- Review, comment and improve on the Project delivery processes and procedures as required
- Resolve issues escalated by the Delivery Team
- Establish formal reporting arrangements and implement an audit strategy as required.

Stakeholders including key development partners feed into the Project Board through the Project Manager.

Senior Responsible Owner

The Senior Responsible Owner (Paul Rusted - Infrastructure Commissioner) has the responsibility for the delivery of highways and transportation services and includes the following responsibilities:

- Appointment of the Project Manager and Chair of the Project Board meetings.
- Monitoring and control of progress including ensuring that the project is subject to review at appropriate stages.
- Approve the milestone reports and initiate follow on action as necessary
- Ensure that a project or programme of change meets its objectives and delivers the projected benefits
- Own the project or programme brief and business case.
- Development of the project or programme organisation structure and logical plans.
- Formal project closure
- Post implementation review
- Problem resolution and referral

Senior Users

The Senior Users for the scheme are heads of Highways and Transportation for Lincolnshire County Council represented by Andy Gutherson (LCC Interim Director of Place). As Senior Users they also represent the views and interest of the following Users who are not specifically on the Project Board, which could include Greater Lincolnshire Local Enterprise Partnership, City of Lincoln Council and South Holland District Council.

As Senior Users they are responsible for the specification of the needs of all those who will use the final product(s), for user liaison with the project team, and for

monitoring that the solution will meet those needs within the constraints quality, functionality and ease of use.

Senior Supplier

At this stage, the Senior Supplier is Ian Turvey, WSP's lead for Transport Planning within the Technical Services Partnership. During the delivery (construction) stages, the Senior Supplier will change to the Project Director from LCC's delivery partner (contractor). As Senior Supplier they are accountable for the quality of products delivered by the Supplier(s) and have the authority and responsibility to commit or acquire supplier resources as required.

Project Manager

The role of the Project Manager is to manage all aspects of the delivery of the SWRR programme and act as the primary contact between the Project Board and Delivery Teams.

The Project Manager is Teresa James (Senior Project Leader - LCC), appointed by the Project Board and is responsible for the following elements of the programme:

- Management of project resources
- Reporting to the Project Board
- Management of the production of deliverables
- Monitoring the project
- Coordination of the Delivery Team
- Primary Contact for the Delivery Team
- Preparing and maintaining the Project Plan/ Stage Plan
- Management of project risks, including the development of contingency plans
- Change control and any required configuration management
- Reporting through agreed reporting lines on project progress
- Identifying and obtain any support and advice required for the management, planning and control of the project
- Managing project administration
- Conducting end project evaluation

Delivery Teams

At present, the Delivery Team is the Design Team but will also include and the Site Team once a contractor has been appointed. It is anticipated that these Delivery Team Leaders will report on progress on a regular basis to the Project Manager. Project Progress meetings will also be held regularly, every four weeks, to discuss progress, issues, risk, and fees. Attendees include the Project Manager, Senior Supplier and Senior Responsible Owner.

Project Assurance

As part of the delivery of the project there will be a need for independent audit or assurance of the work package delivery. The Project Assurance Role considers the end product of each work package against the work package plan and product specification and confirms to Project Board that it is fit for purpose, through Gateway Review processes.

Once funding has been secured, the structure will be developed in more detail at an Inception Meeting. This meeting will be used to confirm the Governance structure and the roles and responsibilities of the entire delivery team including the contractor.

11.2 Engagement

A Stakeholder Strategy will be required as the project progress, however, a number of key stakeholders and engagement stages have already been considered.

Network Rail

Engagement and agreements with Network Rail will be vital to the delivery of SWRR, particularly Sections 1 and 5, which include bridges across railway lines. Network Rail will need to be consulted on a number of matters, but of primary importance will be the design of the bridges and programming of construction to ensure that appropriate timely possessions over the railway lines can be planned and secured.

Environment Agency / Internal Drainage Board

The requirement in Section 3 to provide a new bridge over Vernatt's Drain will require engagement with the Environment Agency and/ or the Internal Drainage Board. In addition, impacts of the wider scheme on drainage and flooding will need to be discussed with these two stakeholders.

Statutory Consultees

The full range of statutory consultees will need to be consulted on during the scheme development process to ensure that designs meet the appropriate requirements and that objections are limited at the planning and orders stages.

Statutory Undertakers

An understanding of the services/ utilities currently in place within the SWRR corridor and future needs for new developments will need to be understood to complete the design and plan the construction of the scheme.

Public Consultation

Public consultation and engagement will be required at various stages of the work to develop the scheme, prior to the Planning Applications being submitted, once the Planning Applications have been submitted and during the construction phases.

Procurement Strategy

The aim of the Procurement Strategy is to ensure that procurement reflects Lincolnshire County Council's (LCC) core values, corporate aims and objectives.

The key objectives of procurement are:

- The achievement of optimum value and resulting savings, including:

- Reducing the risk of contractual failures, time and cost overruns and poor quality.
- Minimising the cost of procurement
- Demonstrating compliance with regulatory requirements.
- Supporting the delivery of LCC's Corporate and strategic objectives.
- Contributing to LCC's reputation for services delivered in an efficient and effective manner.

LCC seek value for money in all procurements, which includes the balancing cost and the qualitative features of the products that are relevant to and contribute to LCC's requirements. Value for money, savings and efficiencies depend on the choice of the correct procurement method, contracting option, an appropriate and adequate specification and post monitoring of the contract to ensure compliance.

Governance, Regulation & Control

Procurement, and therefore this Strategy, needs to comply with the processes and procedures defined in EU Procurement Directives enacted into UK law and LCC's Contract and Procurement Procedure Rules (CPPRs).

All procurement activity must:

- Comply with these CPPRs, Public Contract Regulations 2015, Financial Regulations, applicable Grant Fund spending regulations, and with all UK and European Union (EU) legal requirements
- Follow the EU procurement treaty principles by being undertaken in a Transparent, Non-Discriminatory and Proportionate manner
- Achieve Best Value for public money spent
- Be consistent with the highest standards of integrity
- Ensure fairness in allocating public contracts
- Ensure that Non-Commercial Considerations do not influence any Contracting Decision
- Be consistent with LCC's relevant Commissioning Strategies

11.3 Tendering Routes

The current EU works threshold is £4,104,394 and when measuring this against the estimated works cost which will be far in excess of this value it's clear that the procurement award will adhere to a full tendering process. There are two routes the tendering process can take; the first is for LCC to commence a competitive tender which will entail:

- Pre-tender market research and consultation
- Pre-qualification questionnaires
- Selection and suitability criteria
- Standards and award criteria

- Communication with bidders, including OJEU notification process
- Undertaking a tender
- Clarification of tender documents, by bidders
- Tender evaluation
- Scoring meeting
- Presentation for tenderers
- Clarification of bids by evaluators
- Tender award
- Written procurement report

The other route which LCC may adopt is through the Midlands Highway Alliance (MHA), Medium Schemes Framework Package 3 (MSF3). Tendering through MSF3 will offer two main options:

- Option 1: Mini-Competition - Tenderer selection based on Mini-Competition
- Option 2: Direct Call-off - Tenderer selection based on quality criteria weighted to suit the Work Package, with prices derived from a number of tendered Model Projects weighted to suit the Work Package

Option 1: Mini-Competition is a similar process to LCC tendering the scheme directly as per tendering route 1, although many of the previously highlighted actions have already been completed as part of the MSF awarding process.

Option 2: Direct Call-off predetermines a tenderer for the scheme based on example projects the tenderers priced/ assessed when securing their position on the MSF. Again, many of the actions will already have been completed as part of the MSF awarding process. This option tends to be less competitive than Option 1, however it allows for Early Contractor Involvement (ECI), which will most likely offer savings and further efficiencies. This would be particularly invaluable when considering the design, approval and buildability of the bridge over the rail line.

12 Risks and Dependencies

One of the key aspects of any proposed scheme such as the SWRR is the level of risk that is associated with it, which at this stage is mainly focussed around the proposed design. However there also needs to be consideration of the delivery of the scheme, including construction.

It is also important to understand the scheme dependencies i.e. those key stages that will follow on from the current position, and will enable the scheme to be developed through to construction.

12.1 Risks Register

Risk Registers are prepared as part of an assessment / design process, and look to identify those issues that have the potential to increase or reduce the overall cost of a scheme. The risks can then be managed and appropriate mitigation measures put in place to decrease the probability of the risk occurring.

The risk analysis draws on the Scheme Risk Register compiled Project Team following a risk workshop. The Risk Register is updated through the life time of the project.

The Risk Register is relatively simple in terms of the risk analysis modelling methods used and has identified a subjective assessed financial impact or “most likely” risk outcome for each of the parameters, summing them to define the total scheme assessed risk.

The Risk Register is then refined by a risk model; an analysis of the initial conditions is then carried out using a technique, called Monte Carlo simulation, to generate a distribution of possible outcomes from the input distributions. A distribution of the possible outcomes is generated by letting the computer recalculate the spreadsheet repeatedly, each time using different randomly selected sets of values for the individual risks, based on the initial conditions set by the project team. In effect, the computer is trying all possible “what if” scenarios, that is to say, all valid combinations of the input variables, to simulate all possible outcomes. It then builds up a distribution curve based on the range of outcomes and their frequency of occurrence.

The Risk Register covers a number of different aspects, such as:

- Strategic Relationships/ Policy (STP)
- Economics/ Funding (ECF)
- Land/ Statutory Processes (LAN)
- Consents/ Approvals (CAP)
- Contractual (CTR)
- Third Parties - Public (PUB)
- Third Parties - Stats (STA)
- Environment (ENV)

- Design (DES)
- Construction (CON)

Table showing the top ten risks by value as of February 2019.

Table 12-1: Summary of Top Ten Risks by Value

| Risk ID | Risk Description | Risk Value |
|---------|--|------------|
| A18 | Risk that the cost of the preferred option(s) will be greater than any available funding. | £1,200,000 |
| A22 | Construction does not commence by the end of 2021 as required for HIF funding | £1,200,000 |
| B4 | Public inquiry | £1,200,000 |
| H16 | Overhead power cables may need diverting | £1,200,000 |
| H17 | The high-pressure gas mains runs in the area of the bridge in S5 | £1,200,000 |
| I7 | The EA may request that road levels are raised by approx. 2m to ensure that it remains safe and operational during times of flood. | £1,200,000 |
| P18 | Contaminated materials found on site | £1,200,000 |
| A21 | Planning Application timetable (post submission) | £640,000 |
| B16 | Unable to gain access to far side of rail line for construction of rail bridge | £640,000 |
| D6 | Landscape and Visual Intrusion mitigation not sufficient | £640,000 |

Based on all the risks that have been identified within the current version of the Risk Register, the current risk cost for the scheme if all risks occurred is estimated at £11.0m, based upon the overall scheme cost estimate. The 85th percentile risk cost based on the risk model is £3.6m.

However, this is simply an estimate based upon the currently identified risks, which will need to be considered as the scheme develops. This will then need to be reviewed regularly during each subsequent stage of the project.

12.2 Dependencies

As part of the Delivery Strategy process, a number of critical dependencies have been identified that will enable the scheme to move from its current position, through to construction and final opening as follows:

- Outlining planning permission for Sections 1 and 5 (expected to be determined late Summer 2019)
- Obtaining planning permission for Sections 2 ,3 and 4
- Obtaining statutory orders

- Securing agreements with relevant third parties
- Securing funding (sections 2, 3 and 4 only)
- Procurement
- Discharge of planning conditions
- Commencement of construction

Details of each of the dependencies listed above are as follows:

Planning Permission

As indicated in Section 4 of this report, Planning Applications for Section 1 and Section 5 of the scheme were submitted in March 2019. A Planning Application/s will need to be submitted sections 2, 3 and 4 once funding becomes available.

Statutory Orders

The proposed scheme will require the closure/ improvement of some sections of the existing public highway, which it is proposed would be undertaken under a Side Roads Order application, which usually uses the provisions of an agreement under Section 8 of the Highways Act (1980), exercising powers under Sections 8, 14 and 125 of the Highways Act 1980.

These same powers are generally used regarding the construction of the new highway. Pursuant to the above, and in order for the proposed scheme to be constructed, it will be necessary for LCC to secure agreement with all landowners whose land is impacted by the scheme.

Should it prove difficult for the LCC to get all necessary land agreements in place, then LCC can seek to secure any such outstanding parcels of land required for the scheme, through the promotion of a Compulsory Purchase Order (CPO). Use of a CPO will also ensure that any restrictive covenants that are in place upon those areas of land required for the scheme are extinguished.

Third Party Agreements/ Approvals

It is anticipated that agreements/ approvals will be required from a number of Third Parties that are likely to be involved in the proposed scheme, including the following:

- Network Rail: discussions will be required to cover a number of different aspects, including Shared Value Policy, Approval in Principle (AiP) for the proposed bridge structures, impact of new structures on existing signal sighting and their GSM-R (Global System for Mobile Communications - Railway) network, bonding of the new structures for possible future Overhead Line Electrification (OLE), and monitoring of potential track movement during scheme construction. Early engagement was undertaken in 2018.
- Internal Drainage Board: discussions regarding the possible impact of the proposed scheme on the existing drainage channels in the area, including Vernatt's Drain and Hill's Drain.
- Statutory Undertakers: discussions regarding any existing equipment within the vicinity of the proposed scheme that will need to be diverted, as well as

any wayleaves/easements required for any new statutory infrastructure to be provided.

Securing Funding

Section 10 of this report sets out the different options that are available in terms of securing funding for the proposed SWRR scheme.

Procurement

There are several options available to the Local Authority about how a contractor for the proposed scheme can be procured. As well as the procurement route, it will also be necessary for the Local Authority to determine the form of the contract to be tendered, with input likely to be required from the team involved in the detailed design of the scheme.

This will ensure that the contractor appointed will have the most appropriate experience given the nature of the scheme, in particular working with key third parties such as Network Rail.

Discharge of Planning Conditions

Subject to securing Planning Permission for each of the five sections of the proposed SWRR set out within this report, decision notices will undoubtedly include a mixture of pre-commencement and pre-opening conditions that will need to be fulfilled.

These conditions will cover a wide variety of issues including timeline for scheme commencement, scheme alignment, design standards to be considered, environmental and ecological mitigation, planning agreements for securing developer contribution, materials and final finishes.

Commencement of Construction

Having procured the scheme contractor and discharged all necessary pre-commencement Planning Conditions related to that section of the proposed SWRR scheme, construction can finally commence.

Dependencies will be reviewed regularly as the project progresses and as part of the project management, programming and assurance processes.