

# ARUN DISTRICT COUNCIL

## REPORT TO AND DECISION OF FULL COUNCIL ON 10 OCTOBER 2019

**SUBJECT: A27 TRUNK ROAD - IMPROVEMENTS AT ARUNDEL**

**REPORT AUTHOR:** Roger Spencer – Engineering Services Manager  
**DATE:** 30 September 2019  
**EXTN:** 37812  
**PORTFOLIO AREA:** Technical Services

### **EXECUTIVE SUMMARY:**

The report seeks authorisation to respond to Highways England with a corporately preferred option for the proposed improvements on the Arundel section of the A27 Trunk Road. It sets the reasons why Highways England has opted for a second non-statutory consultation; outlines the options put forward in the current consultation; and the issues identified as being pertinent to the various options.

### **RECOMMENDATIONS:**

#### **1. The Council responds to the Public Consultation as follows:**

- 1.1.i. The Council supports the principle of improving the A27 at Arundel, as part of the National strategic road network, that links the Crossbush junction with the A27 to the west of the White Swan Hotel and in doing so, creating a bypass to dual carriageway standards for Arundel;
- 1.1.ii. The Council supports the objective of improving the economic well-being of Arundel and the region, and the social and environmental well-being of residents in Arundel and Walberton, Storrington and surrounding communities;
- 1.1.iii. The Council would urge Highways England to consider all potential opportunities on any preferred route corridor, which would further reduce the impact upon residents and the environment;
- 1.1.iv. The Council would encourage Highways England to construct any bypass and consequential embankment, viaducts and bridges to the highest possible architectural standard and to take appropriate account of any potential flooding issues;
- 1.2.i. In pursuance of 1.1i above, the Council supports Option 4/5AV1 (magenta) as set out in the Further Public Consultation document produced by Highways England (13/9/2019 revision), accepting that this route is partly within the South Downs National Park and that that an appropriate level of environmental mitigation will be necessary;
- 1.2.ii. Furthermore, the Council would offer the following comments on the other options:
- 1.2.iii.a. No objection to Option 4/5V2 (amber) but recognising the impacts on the South Downs National Park and Ancient Woodland.

- 1.2.iii.b. No support for the 'on-line' options i.e. Option 1V5 & 1V9 (cyan & beige respectively) because of the continued severance of Arundel.
- 1.2.iii.c. No support for Option 5BV1 (grey) unless the impact upon Walberton can be reduced.
- 1.2.iii.d. The Council recognises the potential environmental impact of Option 3V1 (crimson) but offers no opinion on it.
- 1.3. The Council would encourage Highways England to consider amending any 'off-line' preferred route to provide a junction between the proposed A27 Bypass and Ford Road to improve accessibility to and from communities (existing and proposed) south of the South Coast Mainline Railway and the residential amenity of residents in Ford Road, Arundel.
- 1.4.i. The Council would welcome further investigation into the routing of Footpath 2207 at Crossbush, with the potential for an on-line footbridge rather than a diversion that is routed close to the Arun Valley Railway
- 1.4.ii. The Council would encourage Highways England to consider using the port of Littlehampton and the River Arun to barge aggregate and other construction materials to the construction site
- 1.5. The Council would encourage Highways England to support, through their 'Designated Funds', the creation of a cycleway between the South Downs National Park via Arundel to the coast, along the River Arun and improved parking for commuters, tourists and residents at Ford Railway Station.

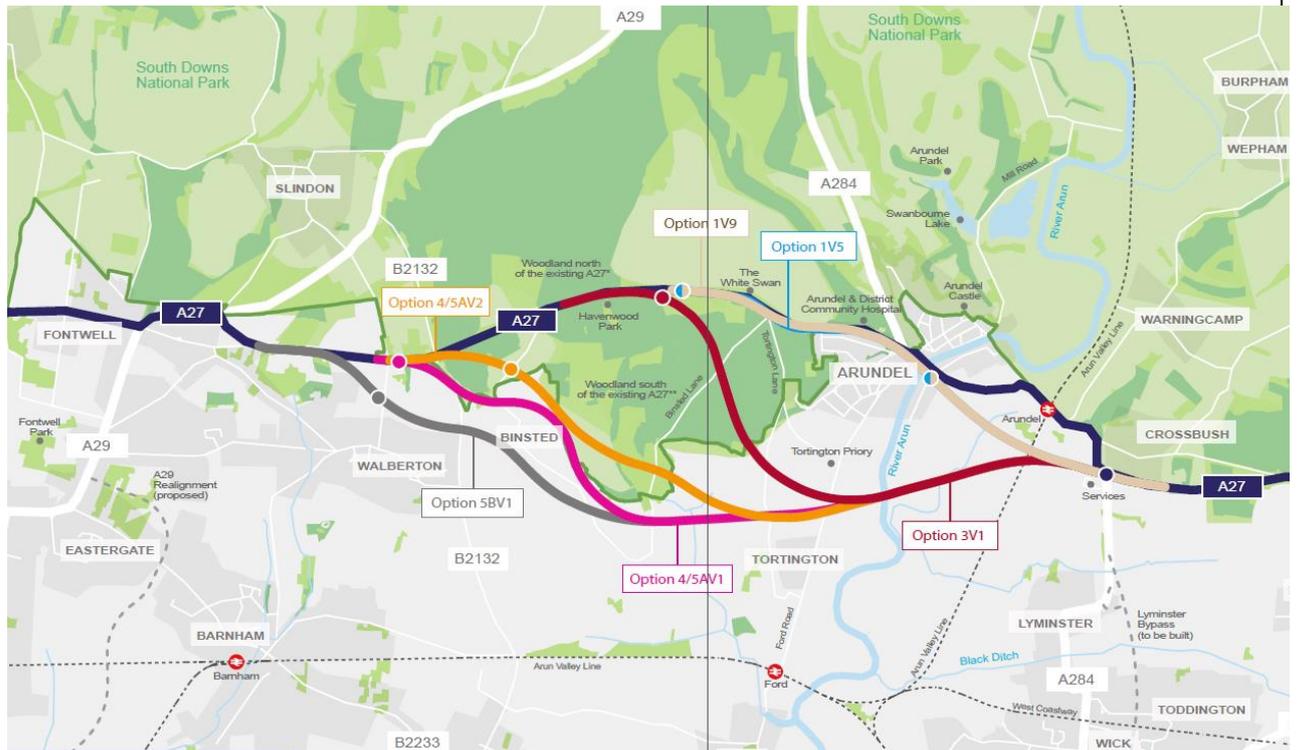
AND

- 2. The commissioning and submission of any Local Impact Statement required as part of a formal Development Consent Order process shall be delegated to the Director of Place. The Council would support the principle of working collaboratively with West Sussex County Council, Arundel Town Council, Walberton Parish Council and the South Downs National Park Authority to submit a single Local Impact Study on behalf of all the named authorities.

## 1. **BACKGROUND:**

### 1.1 Introduction

- 1.1.1. Highways England (HE), the Government company responsible for operating, maintaining and improving England's motorways and major A (Trunk) roads, has developed a number of options for Arundel, to meet the Government's current Road Investment Strategy (RIS).
- 1.1.2. From a long list of options, six have been put forward into the current consultation; the consultation runs from 30 August to 24 October 2019. More details of the consultation are at 1.2 below and on the HE website.
- 1.1.3. Members may recall that there have been a number of previous proposals and studies around improvements to the A27 at Arundel. The Council's historic position prior to the last consultation was in support of the "pink/blue route". This approximates to the current Option 3V1 (crimson) – figure 1 below.



**Fig. 1 Highways England's Six Options**

- 1.1.4. From a consultation in 2017, the Council revised its preferred solution, to Option 5A (with a suggestion for a slight amendment); an equivalent of the current Option 4/5AV2 (magenta)
- 1.1.5. In May 2018 Highways England announced a preferred route (PRA) which was 5AV3. Work began developing the design which would lead to a submission an application for consent to the Secretary of State.
- 1.1.6. It was then, during the course of this work, that it was discovered that new information was available. This led to revised options and a wish by Highways England to seek views on the new options – the current 'further consultation'.
- 1.1.7. For a number of reasons, the PRA stands until there is a revised announcement.
- 1.1.8. As noted above, the old pink/blue route (now Option 3V1 (crimson)) has previously been the Council's favoured route and has been safeguarded in the emerging Local Plan.
- 1.1.9. The proposal for an improved A27 at Arundel fits into the Dept. of Transport RIS Package of 4 schemes on the A27 'corridor', alongside Chichester, Worthing & Lancing and East of Lewes. The Chichester scheme was cancelled in February 2017; Lewes is due to start construction in 2020 and Worthing is 'currently under review' (source: HE website).
- 1.1.10. The scope for the Arundel section, in the RIS, calls for a dual carriageway bypass linking the two existing sections of dual carriageway; whilst it forms part of a wider package, it is considered a standalone scheme, of significant benefit to traffic and one that is capable of being implemented independently of the others in the package.

1.1.11. There are a number of challenges and constraints (that apply to all options), including routing through Ancient Woodland, being within the South Downs National Park, passing close to housing and other settlements, rail and river crossings (flood plain) and being close to Scheduled Monument and Heritage assets.

1.1.12. Whilst there are these challenges, there are also benefits to improving the A27:- Reducing queues; improved journey times, air quality and road safety; removal of traffic from other, less suitable routes in the National Park; helping businesses and supporting the growth of tourism.

## 1.2. Consultation Process

1.2.1. The consultation runs from 30 August to 24 October 2019 with 12 manned exhibitions in and around Arundel and Littlehampton. Consultation material (maps & posters etc.) will be available at 4 locations (unmanned).

1.2.2. A comprehensive (32 page) brochure has been produced and this, with an accompanying questionnaire, is available at libraries and mobile libraries and Arun DC offices.

1.2.3. It is considered that the consultation should be as inclusive and as far ranging as possible; to this end Arun DC has worked with HE to involve local businesses in the process (in a neutral, facilitating process).

1.2.4. Coast to Capital (Local Enterprise Partnership) has previously stated a very strong view about the importance of investment in the A27 as a regional priority.

1.2.5. Responses to the consultation may be made via the hardcopy questionnaire available with the brochure, online, by email or telephone (all details within the brochure).

## 1.3. Options put forward by Highways England;

1.3.1. From a long list of options considered, six are being taken forward; two are within the current budget (£100m - £250m) but all six are value for money (Benefit: Cost ratio greater than 1) and meet other scheme objectives. All six options start in the east at the Crossbush Junction and are dual two-lane carriageway construction.

1.3.2. Option 1V5 (cyan) – from Crossbush, follows a north-westerly line across the water meadows, crossing the River Arun with a new bridge (alongside the existing bridge), crossing over the existing roundabout at Ford Road (no connection to the local road system at that point) and then is dualled towards Chichester.

1.3.3. Option 1V9 (beige) – from Crossbush, follows the same north-westerly line across the water meadows, crossing the River Arun with a new bridge (alongside the existing bridge), meeting up with the existing A27 at Ford Road (new signal controlled ‘through about’ and then is dualled towards Chichester.

1.3.4. Option 3V1 (crimson) – from Crossbush, follows a westerly line across the water meadows to a new River crossing south of Tortington Priory, then north-westerly through the Ancient Woodland to re-join the existing A27 near to Havenwood Park. The by-passed section of the existing A27 would revert to being part of the local road network (subject to agreement with WSCC).

1.3.5. Option 4/5AV1 (magenta) – follows a similar route to Option 3V1 (crimson) but tracks further west, re-joining the existing A27 just west of the Yapton Lane / Shellbridge Road junction.

1.3.6. Option 4/5AV2 (amber) – would follow a similar, but slightly more easterly route to Option 4/5AV1; whilst slightly shorter, it would result in the loss of more Ancient Woodland.

1.3.7. Option 5BV1 (Grey) – As in all options, it would start at Crossbush, and as with the 3V1 (crimson), and both 4/5A options (magenta & amber), it would follow a westerly line across the water meadows to a new River crossing and be south of the existing A27 and it would re-join the A27 east of the A27/A29 roundabout at Fontwell.

**Table 1** Headline facts and figures (Benefits & Impacts)

| Option                            | 1V5<br>cyan | 1V9<br>beige | 3V1<br>crimson | 4/5AV1<br>magenta | 4/5AV2<br>amber | 5BV1<br>grey |
|-----------------------------------|-------------|--------------|----------------|-------------------|-----------------|--------------|
| Accidents avoided                 | 411         | 397          | 379            | 527               | 727             | 676          |
| Residential properties within 50m | 120         | 142          | 3              | 29                | 21              | 41           |
| Construction period (months)      | 36          | 34           | 36             | 32                | 32              | 36           |
| Cost range (£m)                   | 200 – 295   | 195 – 290    | 255 – 380      | 280 – 405         | 290 – 420       | 320 – 455    |
| Benefit:Cost Ratio                | 1.7 – 2.5   | 1.6 - 2.3    | 1.7. – 2.4     | 1.5 – 2.2         | 1.6 – 2.3       | 1.5 – 2.1    |
| Value for Money                   | Medium      | Medium       | Medium         | Medium            | Medium          | Medium       |
| Journey time saving (mins)        | 6 - 8       | 4 -8         | 6 - 9          | 6 - 10            | 6 - 10          | 6 - 11       |
| Impact upon woodland (km)         | 8.37        | 7.44         | 20.57          | 3.51              | 5.33            | 1.49         |
| Within SDNP (km)                  | 1.92        | 1.93         | 2.28           | 0.74              | 1.97            | 0            |

1.3.8. All options include a viaduct spanning the River Arun and a bridge over the Arun Valley Railway. The water meadows of the Arun floodplain to be crossed on an embankment, although all routes could be built on a viaduct (a decision on this taken after the preferred route is confirmed).

1.3.9. All routes would be 70mph (national speed limit) although in its current configuration, option 1V9 (beige) would need a 50mph limit in some sections.

1.3.10. The emerging Local Plan calls for high design standard; HE has provided examples of both embankment and viaduct in the consultation media, the former potentially helping with flood mitigation in the future and the latter being an elegant solution.

- 1.3.11. Much of options 3V1, 4/5AV1 & 2 and 5BV1 (crimson, magenta, amber & grey respectively) routes' west of the river crossing would be in cutting, with the need for over-bridges to take existing lanes and footpaths.
- 1.3.12. There are opportunities for environmental mitigation and compensation – e.g. green bridges, habitat creation, tree planting, flood management and screening in cultural heritage settings.
- 1.3.13. Deliverability: the potential risks to completing the scheme on time will have a bearing on the preferred option. Option 3V1 (crimson) has a major risk and challenge, that of environmental lobbying and finding (and the cost of) sufficient land for compensating for the loss of Ancient Woodland. There would be major requirements in terms of traffic management during construction for both Options 1V5 & 9 (cyan & beige).
- 1.3.14. The currently proposed alignment for all 'off-line' routes, i.e. Options 3V1, 4/5AV1 & 2 and 5BV1, (crimson, magenta, amber & grey) go south of Tortington Priory (to avoid anticipated archaeological conflict north of the Priory) but there is no junction with Ford Road indicated in the consultation. Highways England has said that there is equal opportunity for such a junction in all four off-line options and that this could be included in the stage 3 design stage, if an off-line option is chosen.
- 1.3.15. The main difference between the 'on-line' options, i.e. Options 1V5 (cyan) and 1V9 (beige), is that 1V5 (cyan) would be on a viaduct over the Ford Road junction (with no interaction with local traffic at that point), whereas 1V9 (beige) would include an 'at grade' (i.e. at the same/current level) junction – a so called 'through about'. This would leave the current congestion at the northern end of Ford Road, with potential for a worsening situation as and when the developments within the emerging Local Plan at Ford and elsewhere start to add to traffic counts.
- 1.3.16. It is clear that there is no 'ideal scheme' but whilst Options 1V5 and 1V9 are the cheapest and shortest routes, they seem to be the worst of the six for a number of other reasons, including but not limited to; dividing the town, noise and pollution, traffic management (during the work) and limitations of the route west of Ford Road.
- 1.3.17. Option 3V1 (crimson) has major impacts on the environment and consequential risks to deliverability and Option 5B1 (grey) has the disadvantage of having a greater impact on local communities than the other options.

#### 1.4. Environmental considerations

- 1.4.1. There are many environmental considerations and constraints and these include: bats, water voles, badgers and reptiles, as well as the South Downs National Park and Ancient Woodland status of some of the route corridors.
- 1.4.2. In depth analyses of these considerations have been undertaken and the results are outlined in the further consultation brochure and in detail within the supporting documentation available.

## 1.5. Planning

1.5.1. The scheme is defined as a *Nationally Significant Infrastructure Project* (Planning Act 2008) and as such HE will need to obtain a Development Consent Order – to be lodged with the Planning Inspectorate and available to further comment. This will be part of the Statutory Consultation Stage (see below).

## 1.6 Timeline

|   |  |
|---|--|
| 2017/18   | 1 <sup>st</sup> Public Consultation (non-statutory) and analysis of feedback |
| May 2018  | Preferred Route Announcement   |
| Aug – Oct 2019<br> | Further Public Consultation (non-statutory) - then analysis of feedback      |
| Early 2020  | 2 <sup>nd</sup> Preferred Route Announcement                                 |
|   | Statutory public consultation on details of preferred route                  |
|   | Application for Development Consent Order                                    |
|   | Examination by Planning Inspectorate   |
|   | Decision by Secretary of State for Transport                                 |
| 2022  | Construction commences   |
| depending upon construction period for preferred option)  | <b>New road fully open (2026?)</b>   |

## 1.7. Other opportunities

1.7.1. Highways England has a fund (Designated Funds) allocated to supporting local initiatives that are linked to their scheme but are outside of their core 'business as usual' framework – a candidate for this could be the support of a cycle route from the south, to Arundel Railway Station and potentially beyond, into the National Park

1.7.2. Both potential crossings of the River ('on-line' and 'off-line' options) are contained within the Littlehampton Harbour Board's limits. The port of Littlehampton would seem to be an ideal mechanism by which to supply the construction phase of the project and in doing so, to provide potential financial efficiencies and environmental advantages.

## 2. **PROPOSAL(S):**

### 2.1. Observations on the Options

2.1.1. All options feature a remodelled 'peanut' or 'dumbbell' roundabout at Crossbush in place of the existing arrangement

2.1.2. All options cross the Arun Valley railway line and within that crossing have provision for a footpath diversion; this puts the public closer to the railway and into a what would be dark space under the new road, when a footbridge could be provided on the existing line of the footpath.

- 2.1.3. Similarly, all options cross the water meadows in some way; all those crossings are currently shown as being on embankment, with a note to say that at detail design stage that could be revised to be a viaduct. A viaduct could look more elegant but there is scope for the embankment to be planted to reduce visual and noise impact. The degree to which the embankment could be planted may relate to the make-up of the embankment.
- 2.1.4. Option 1V5 (cyan) 'on-line' - would have a major impact on Arundel with a high level (non-connected) 4 lane bridge of the Arun and the Ford Road roundabout beside the existing, retained 2 lane bridge. There would be no direct access to the Hospital, London Road or the White Swan. The new road alignment would be closer to properties in Canada Road than as at present and would be relatively 'land hungry' to provide accesses.
- 2.1.5. Option 1V9 (beige) 'on-line' - would involve a wider new bridge over the Arun (to allow for slip lanes (8 lanes total crossing) and a major roundabout at Ford Road; this would have impact on local housing. From a pedestrian's point of view, provision at this roundabout is limited; north/south movement being controlled by traffic light sequencing, which is likely to reduce the smooth flow of traffic along the new road. There is restricted (access on and off the eastbound carriageway only) to the Hospital but no direct access to the White Swan.
- 2.1.6. Option 3V1 (crimson) is the first of the 'off-line' options - would cross the Arun further south but would cross Ford Road on a relatively high embankment (when compared to the remaining three options) and run quite close to the Tortington Priory. There is space south of the new road for a limited junction with Ford Road. The route then goes through the Ancient Woodland and South Down National Park; being within a cutting for much of this section would lead to a high level of 'land take' necessitating mitigation elsewhere.
- 2.1.7. Option 4/5VAV1 (magenta) – crosses the Arun in a similar location but crosses Ford Road further away from Tortington Priory, and appears to be on a slightly lower embankment than Option 3V1 (crimson). Both of these points lead to less restriction for the provision of a junction (albeit restricted) at Ford Road, which should be encouraged. The route divides the relatively isolated properties west of Ford Road and a large viaduct west of Tortington. The road then curves east of the nursery in Binsted Lane but takes a number of holes of the golf course, with further 'land take' at the reconnection point to the existing A27.
- 2.1.8. Option 4/5V2 (amber) – after a similar alignment to Tortington, the road turns tighter to take a shorter route through more of the SDNP and woodland. There is no direct eastbound right turn junction to Walberton, which may lead to more 'rat-running' on local roads.
- 2.1.9. Option 5BV1 (grey) – takes a similar route to Option 4/5V1 (magenta) to south of Binsted. There would be viaduct over the ravine though the golf course and Yapton Lane being realigned over the new road, with more of the golf course taken together with a portion of the proposed 'east of Tie lane development'.
- 2.2. Suggested response to Highways England on the various Options
  - 2.2.1. Support the principle of a bypass for Arundel
  - 2.2.2. Support for Option 4/5V1 (magenta)
  - 2.2.3. No objection to Option 4/5V2 (amber) but recognising the impacts on the South Downs National Park and Ancient Woodland

- 2.2.4. No support for the 'on-line options i.e. Option 1V5 & 1V9 (cyan & beige respectively) because of the severance of Arundel
- 2.2.5. No support for Option 5BV1 (grey) unless the impact upon Walberton can be reduced
- 2.2.6. The Council recognises the potential environmental impact of Option 3V1 (crimson) but offers no opinion on it.
- 2.2.7. The Council would welcome further investigation into the routing of Footpath 2207 at Crossbush, with the potential for an on-line footbridge rather than a diversion that is routed close to the Arun Valley Railway.
- 2.2.8. The Council stresses the importance of providing an interchange with Ford Road and recognises that this is best provided as part of Options 4/5V1 & 2 (magenta & amber respectively).
- 2.3. In view of the above, the following six actions are proposed in the Recommendations:
  - 2.3.1. Prepare a response to Highways England's consultation exercise, stating general principles,
  - 2.3.2. Include within that response the suggestions in 1.6 i.e. Support for Option 4/5V1 (magenta) and comments on the other Options,
  - 2.3.3. Set out the Council's wish to see included a junction with 'off-line' routes at Ford Road (restricted to access/egress to the south)
  - 2.3.4. Encourage Highways England to consider further suggestions in respect of the Options and the use of the River as a logistical supply route for the works
  - 2.3.5. Encourage Highways England to consider how its Designated Fund might be used in the Arun / Arundel area in line with para 1.7.1,
  - 2.3.6. Commission and submit a Local Impact statement required as part of a formal Development Consent Order process.

- 3. OPTIONS:**
- 1 Provide a response (as recommended);
  - 2 Provide a response advocating an Option not as the Recommendation;
  - 3 Not to provide a response

**4. CONSULTATION:**

Wide ranging Public consultation undertaken by Highways England, including around 67,000 letters to householders and a wide-ranging approach to businesses; exhibitions (manned and static) and a widely available brochure & questionnaire with supporting information available on-line.

| Has consultation been undertaken with: | YES       | NO |
|--|-----------|----|
| Relevant Town/Parish Council           | See above |    |
| Relevant District Ward Councillors     |           |    |
| Other groups/persons (please specify)  |           |    |

| 5. ARE THERE ANY IMPLICATIONS IN RELATION TO THE FOLLOWING COUNCIL POLICIES:<br>(Explain in more detail at 6 below)   | YES | NO |
|---|-----|----|
| Financial   |     | ✓  |
| Legal   |     | ✓  |
| Human Rights/Equality Impact Assessment   |     | ✓  |
| Community Safety including Section 17 of Crime & Disorder Act   |     | ✓  |
| Sustainability  | ✓   | ✓  |
| Asset Management/Property/Land  |     | ✓  |
| Technology  |     | ✓  |
| Safeguarding  |     | ✓  |
| Other (please explain)  | ✓   |    |
| <b>6. IMPLICATIONS:</b><br>Sustainability – Highways England will need to undertake a full environmental assessment<br>Other – The general route of Option 3 has been safeguarded in the Emerging Local Plan<br>NB – the existing RPA stands (as at May 2018 – i.e. 5AV3) until varied. |     |    |

**7. REASON FOR THE DECISION:**

To enable a formal response to be made to Highways England’s public consultation with the aim of securing an improvement to the economic well-being of Arundel and the region.

**8. BACKGROUND PAPERS:**

“A27 Arundel Bypass Further public consultation” consultation brochure & questionnaire – Highways England (previously circulated to all Members), with technical supporting papers available.

The revised version is available via [https://highwaysengland.citizenspace.com/he/a27-arundel-bypass-further-consultation/supporting\\_documents/A27%20Arundel%20Bypass%20Further%20%20public%20consultation%20%20Have%20your%20say.pdf](https://highwaysengland.citizenspace.com/he/a27-arundel-bypass-further-consultation/supporting_documents/A27%20Arundel%20Bypass%20Further%20%20public%20consultation%20%20Have%20your%20say.pdf) NB1 – revision date 13 September 2019 NB2 – Members informed of revision.