

## **Report to Lee Harris, Executive Director for Place Services**

**October 2021**

### **Procurement of Build Partner: Western Gateway and Burgess Hill & Wivelsfield**

**Report by Nick Burrell, Strategic Manager, Growth and OPE**

**Electoral division: Burgess Hill East; Burgess Hill North**

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#### **Summary**

The Mid Sussex Growth Programme identifies shared growth priorities in Burgess Hill including the Local Growth Fund (LGF) funded Burgess Hill Place and Connectivity Programme (PCP) comprising £10.9m LGF funding and £10.9m match funding.

Burgess Hill PCP projects with a value of £15m are included within the WSCC Capital Programme to meet design and delivery costs of identified schemes to be delivered by WSCC with the remaining £6.8m comprising projects to be delivered by Mid Sussex District Council. A 2019 Business Case identified priority projects to be taken forward within the first phase of PCP including pedestrian and cycle connectivity improvements through the Burgess Hill Western Gateway and Stations.

A March 2019 Leader Decision ([LDR09 18.19](#)) approved the PCP funding allocations and delivery governance with subsequent partnership agreements secured with Mid Sussex District Council to ensure the coordinated delivery of the wider PCP schemes.

A September 2019 Business Case agreed a package of sustainable access and connectivity improvements at Burgess Hill Station through the Queen Elizabeth Avenue (referred to as the Western Gateway) and at Wivelsfield Station. Following a positive public engagement in Summer 2020, a September 2020 Business Case and December 2020 Key Decision ([OKD47 20-21](#)) endorsed progress to detailed design.

Detailed design for the schemes has now been completed and it is proposed that the projects progress to tender to identify a contractor for their subsequent construction.

#### **Recommendations**

That the Executive Director for Place Services

- (1) Approves the commencement of procurement via the Highway Maintenance Services Contract for the Western Gateway, Burgess Hill and Wivelsfield Station Improvements; and that
  - (2) the remaining £3.615m of the allocated budget be drawn down for construction, subject to a successful tender process for which a further decision report will be published in due course.
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## Proposal

### 1 Background and context

- 1.1 The Burgess Hill Strategic Growth Programme reflects the development strategy for the town and region in the Local Enterprise Partnership (LEP) 2014 and 2018-2030 Economic Plans: the Mid Sussex District Council (MSDC) District Plan 2014-2031; the Mid Sussex Economic Strategy 2018-2031 and the West Sussex Economic Growth Plan 2018-2023 and realises the ambitions of Burgess Hill Town Council's Town Wide Strategy (2011) and Burgess Hill Neighbourhood Plan (2016). The Burgess Hill Strategic Growth Programme is supported by the Mid Sussex Growth Deal, which prioritises delivery of key infrastructure led schemes to support identified growth at Burgess Hill including the PCP.
- 1.2 The need for the PCP is reflected in the £10.9m LGF funding secured to enable strategic improvements to pedestrian and cycle connectivity to support the delivery of identified development with pace and certainty, securing conditions for the successful delivery of the Burgess Hill Growth Programme.
- 1.3 The improvements through the Western Gateway and the town's stations together with links to the wider network minimise the need to travel and enable mode shift for both short distance and commuting trips. The proposals also mitigate the risk that the towns existing highway network will experience increased congestion with a deterioration of road safety and journey times that could result in proposed developments within the Burgess Hill Growth Programme potentially not being supported and therefore not progressing.
- 1.4 The principal strategic objective of the PCP is to create viable conditions for growth and the successful delivery and integration of identified development sites in Burgess Hill to successfully achieve the sustainable delivery of the Burgess Hill Strategic Growth Programme.
- 1.5 The Burgess Hill Western Gateway, Burgess Hill and Wivelsfield Station project is a key element of the Burgess Hill Strategic Growth Programme and will:
  - Improve access to and within the town centre, ensuring development is connected to key facilities, particularly for pedestrians and cycles.
  - Create safe, direct and attractive routes to encourage greater use of walking, cycling and public transport.
  - Enhance the quality of facilities for public transport interchange at Burgess Hill and Wivelsfield station.
  - Provide capacity improvement and alter junctions taking into account the level of development and expected changes in traffic volumes, with improved Public Realm on the Queen Elizabeth Avenue and Station Road corridor.
- 1.6 The strategic benefits of the PCP also make significant contribution to local, regional and national recovery from the impact of COVID-19 in providing pedestrian and cycle infrastructure links between key destinations in Burgess Hill that will support changing travel patterns for local journeys and access to new homes and jobs.

## **2 Proposal details**

- 2.1 The PCP Business Case, through stakeholder engagement, built on the priorities identified in the 2018 Burgess Hill Sustainable Transport Package Feasibility Study in order to identify a comprehensive package of sustainable transport and public realm improvements that form the wider Burgess Hill PCP.
- 2.2 These priority areas include the town's rail stations and the 'Western Gateway' providing the infrastructure for safe and convenient links with the wider network of planned pedestrian and cycle improvements between the station, Keymer Road, Church Road and Station Road and through the Queen Elizabeth Avenue toward the Victoria Business Park.
- 2.3 Specifically Western Gateway, Burgess Hill and Wivelsfield Station Improvements comprise the following key elements:

### **Western Gateway**

The scheme extends from the London Road / Queen Elizabeth Avenue junction and Station Road to the junction of Station Road / Wolstonbury Way.

The scheme includes the widening of existing footways, amendment of the existing roundabout at the junction of Queen Elizabeth Avenue / Civic Way / Station Road, relocation of existing signalled pedestrian crossings and conversion to Toucan crossings, provision of shared pedestrian / cycle facilities, raised tables at minor junctions, conversion of the existing mini-roundabout at the junction of Church Road / Mill Road / Station Road to a signalled junction with signalled pedestrian arms, public realm improvements, parking improvements and drainage improvements within Queens Crescent together with proposed Traffic Management Orders. Links to wider pedestrian and cycling improvements are also provided.

### **Burgess Hill Railway Station Area**

This scheme extends from the junction of Station Road / Wolstonbury Way along Station Road to Hoadleys' Corner.

The scheme includes the provision of shared pedestrian / cycle facilities, raised tables at minor junctions, public realm improvements, minor pedestrian improvements at the Hoadleys' Corner roundabout, provision of widened shared footway / new retaining wall outside the Keymer Parade shops together with proposed Traffic Management Orders. Links to wider pedestrian and cycling improvements are also provided.

### **Wivelsfield Railway Station Area**

This scheme extends from the Junction Road / Leylands Road junction through to the existing signalled pedestrian crossing to the west of the railway underpass.

The scheme includes the provision of minor pedestrian improvements to the junction of Junction Road / Leylands Road, public realm improvements, additional cycling and pedestrian facilities together with proposed Traffic Management Orders and linkages to wider pedestrian and cycling schemes.

- 2.4 The proposals enhance the connectivity between key destinations and the wider Burgess Hill pedestrian and cycle network, ensuring the delivery of the wider objectives of the PCP to deliver sustainable transport corridors and supporting

the delivery of the wider Burgess Hill Growth Programme and deliver on the objectives and outcomes within the LGF Funding Agreement.

- 2.5 The schemes benefit from very good levels of support among stakeholders following public engagement in May / June 2020 and have the support of the Burgess Hill Growth Board and Burgess Hill Member Steering Group and Project Board.
- 2.6 The Burgess Hill PCP Phase 1 has an allocated budget of £4.672m comprising £2.8m for the Town Centre Access and Public Realm Phase 1 (Western Gateway) and £1.872m allocated for the improvements at the Burgess Hill and Wivelsfield Rail Stations (£1.222m and £650k respectively).
- 2.7 The current pre-tender estimate for the three schemes is £4.672m, prior to further value engineering options:

**Western Gateway** – £2.745m

**Burgess Hill Railway Station Area** - £1.152m

**Wivelsfield Railway Station Area** - £775k

- 2.8 To date a total of £1.057m has been spent on design through 2019/20 and 2020/21 and this report seeks approval for the remaining £3.615m of the allocated budget to be drawn down for construction.

### **3 Other options considered (and reasons for not proposing)**

- 3.1 The strategic need for the PCP, as an integral part of the Burgess Hill Growth Programme will enable the delivery of critical improvements to support housing and commercial development currently programmed or committed, ensuring conditions for the delivery of the Burgess Hill Strategic Growth Programme.
- 3.2 The preferred option is to pursue the recommendations identified in this report and deliver the Western Gateway, Burgess Hill and Wivelsfield Station improvements as part of the PCP, through the identified procurement route.
- 3.3 The Capital Programme allocation of £15.002m for the PCP includes an identified budget for the projects and continued progress on the schemes ensures the timely development and delivery of the improvements within the framework of the LGF Funding Agreement.
- 3.4 The proposals were subject to an online public engagement exercise during May and June 2020 with comments received in relation to the proposed Stations and Western Gateway Improvements being generally supportive. The feedback from the public engagement has, where reasonable and practical, been addressed within the current design together with opportunities for value engineering to reduce costs within the current design and ensure the overall project costs are met within the identified budget.
- 3.5 The proposals are supported by the Burgess Hill Growth Board, Member Steering Group and Project Board expressing support for the ongoing design process and identified approach to tender and procurement.
- 3.6 A number of options were considered in determining the preferred option:

Do Nothing / Do Minimum	<p>Site specific sustainable transport links would be delivered on a site by site basis (through planning application / obligation) with a low cost in the short-medium term to the public purse.</p> <p>Limited opportunity to plan and deliver co-ordinated measures to support identified growth would result in relatively short lengths of sustainable transport infrastructure with limited connectivity and limited 'town wide' impact, resulting in a disjointed network. Individual site promoters may raise viability concerns against the delivery of or contribution to a more comprehensive network.</p> <p>The lack of a coordinated network would fail to address recognised critical constraints in reflection of planned growth and increased travel demand, increased congestion and parking pressures resulting in planned development being stalled or not progressing.</p> <p>There would be a negative impact on meeting business needs; certainty of delivery / reliability of highway infrastructure improvements to reduced congestion.</p> <p>This option does not align with the preferred option supported by the LEP when awarding £10.9m of LGF to the Burgess Hill Place and Connectivity Programme.</p>
Preferred Option	<p>Deliver the planned additional pedestrian and cycle improvements as part of the PCP through the identified procurement route. Improvements, aligned to the Burgess Hill Strategic Growth Programme will maximise growth opportunities and ensure the LGF investment is retained within the town and the wider region and is spent on agreed projects, ensuring the delivery of agreed PCP outcomes and identified priority schemes.</p>

#### 4 Consultation, engagement and advice

4.1 Consultation has taken place during the development of the Burgess Hill Place and Connectivity Programme and this took the form of:

- (a) Burgess Hill Place & Connectivity Programme – The proposals are supported by the LEP and a formal public engagement during mid-2020 demonstrated local support for the schemes. Comments received have been considered and influenced the detailed design. Details of ongoing engagement through the Burgess Hill Place & Connectivity Programme work and regular updates through the Burgess Hill Growth Programme web pages at [BurgessHill.net](http://BurgessHill.net);
- (b) Members – local County Council Members for Burgess Hill North, Burgess Hill East, Hurstpierpoint & Bolney together with wider membership of the Burgess Hill Member Steering Group in May 2021.
- (c) External – officers, including Senior Executive Officers at Mid Sussex District Council and Burgess Hill Town Council.
- (d) The current proposals are supported by the Burgess Hill Growth Board and Member Steering Group and endorse the ongoing design process and identified approach to tender and procurement.

- 4.2 A pre-start leaflet, dedicated webpage and press release are planned for later in 2021. A communication strategy will be prepared and jointly managed by the County Council's project manager and the contractor in conjunction with the wider Burgess Hill Place & Connectivity Programme.

## **5 Finance**

- 5.1 In December 2018 the LEP approved £10.9m of LGF with £10.9m match funding (private sector development and secured / pipeline S106) to support the delivery of the PCP with both MSDC and WSCC leading on identified schemes. For WSCC these include the PCP WSCC Phase 1 Schemes - Western Gateway, Burgess Hill and Wivelsfield Station Improvements.
- 5.2 All available PCP funding is provisionally allocated through identified projects currently in delivery by MSDC or planned for delivery by MSDC and WSCC. The funding is tied to the LGF Funding Agreement and PCP outcomes agreed with the LEP.
- 5.3 The projects within the PCP for which WSCC is identified as the Contractual Lead are identified within the WSCC Capital Programme to meet design and delivery costs of identified schemes to be delivered by WSCC
- 5.4 The Burgess Hill PCP Phase 1 has an allocated budget of £4.672m comprising £2.8m for the Town Centre Access and Public Realm Phase 1 (Western Gateway) and £1.872m allocated for the improvements at the Burgess Hill and Wivelsfield Rail Stations (£1.222m and £650k respectively).
- 5.5 In line with wider Growth Programme Capital Projects, the designs include anticipated long term maintenance requirements, that would normally constitute Commuted Sums.
- 5.6 In line with current arrangements within existing Growth Programmes, identified commuted sums values will be set aside within the capital budget and will transfer to the Highways Maintenance budget for any future Capital works on this scheme, no revenue maintenance costs can come from this capital budget allocation and so will have to be carried forward as a risk to the highways revenue budgets.
- 5.7 The total project costs, estimated at £4.672m will be funded through the LEP LGF3 Grant secured to support the delivery of the PCP with the budget allocation supported by the Burgess Hill Growth Board, Burgess Hill Member Steering Group and Project Board
- 5.8 To date a total of £1.057m has been spent on design through 2019/20 and 2020/21 and this report seeks approval for the remaining £3.615m of the allocated budget to be drawn down for construction.
- 5.9 The County Council has procured the detailed design and preparation of the pre-tender, construction works information for the Burgess Hill Place & Connectivity Programme Phase 1 schemes through its commission with appointed design consultants, WSP Global inc. Project management support during construction has been procured through the County Council framework. This has been completed in advance of the main tender in order for additional professional support on tender and works information preparation and was based on feedback from the supply chain partners.

## 5.10 Capital Consequences

	Current Year 2020/21 £m	Year 2 2021/22 £m	Year 3 2022/23 £m	Year 4 2023/24 £m
Capital budget	0.491	2.00	1.124	
Change from Proposal	0	0	0	
Remaining budget	0.491	2.00	1.124	

### 5.11 The effect of the proposal – The Burgess Hill Western Gateway, Burgess Hill and Wivelsfield Station Improvements will:

- Deliver pedestrian and cycle infrastructure improvements to enhance non-car connectivity, facilitating mode shift and safeguarding highway capacity
- Improve public realm enhancing the quality and reliability of trips enabling residents to live and work in the same locality.
- Improve connectivity supporting growth through investment in sustainable infrastructure
- Support Burgess Hill economic growth through sustainable access to homes and job creation.

## 6 Risk implications and mitigations

<b>Risk</b>	<b>Mitigating Action (in place or planned)</b>
Impact of Utilities	Utility diversions have been carefully planned and programmed to reduce impact on the main construction works.
Construction Issues	The additional pedestrian, cycle and PROW improvements risks have been through detailed design and Gateway 3 review and a number of risks have been reduced through the design process.
Risk that the identified LEP / LGF Grant Funding may not be retained within Burgess Hill.	Engagement and Oversight of Project Board, Burgess Hill Growth Board and Burgess Hill Members' Steering Group within the Governance Framework. Oversight of spend profile against LEP funding agreement and ongoing positive engagement with LEP and WSCC Finance to progress agreed LGF Flexibilities to ensure programme funding and investment in Burgess Hill is retained and agreed outcomes are delivered.
Risk of increased cost of materials and availability impacts on scheme cost and programme	Mitigated by including an appropriate level of "optimism bias" for the cost assessment of each individual scheme. Scheme designs reflect sustainable and locally sourced materials to influence cost and supply chain. Emphasis on mitigation in procurement process and on-going awareness in project team.
Risk that non-standard materials are not	In line with current arrangements within Growth Programmes, commuted sums/ future non-standard maintenance

<b>Risk</b>	<b>Mitigating Action (in place or planned)</b>
maintained under highways maintenance revenue budgets	requirements will be identified and be set aside within the capital budget and will transfer to the Highways Maintenance budget for any future Capital works on this scheme
Construction programme clash with neighbouring developments	Liaison with developers and local planning authority together with coordination of traffic management strategies between all developments at Burgess Hill.
Cost escalation	Avoid scope creep and undertake market testing with contractors
Scheme may not meet criteria on value for money and deliverability	Continue to work with key stakeholders during the procurement and construction process to assess value engineering proposals, without compromising the scheme's objectives
COVID-19 - Supply chain capacity & material	Proactively monitor the financial resilience of core suppliers. Consider innovative approaches to procurement to ensure that long-term risks are managed in a transparent, balanced and efficient way
COVID -19 - Output, productivity and programme delays	Assess the impact of government advice on works, impact on output levels and advise the project board accordingly. Liaise with the contractor to explore feasible options of working longer shift hours (where possible).
COVID-19 - Risk of supply chain Cashflow & finances difficulties	PM to liaise with the contractor to proactively monitor the financial resilience of core suppliers and consider options to relax payment conditions to ease cashflow issues.

## **7 Policy alignment and compliance**

- 7.1 The scheme will provide improvements to sustainable transport infrastructure through the provision of an off-road shared use path for non-motorised transport users. This will have a positive impact on such users including those who are physically less able who will be afforded better access to services without necessarily having to use vehicular transport. This is expected to contribute to greater independence in later life as well as generally improved health and well-being for the local community.
- 7.2 The proposal supports key priorities within the West Sussex County Council Plan.
- 7.3 The pedestrian, cycle access and connectivity improvements at Burgess Hill Stations and Western Gateway will contribute to the total length of new cycle paths within the Burgess Hill and support Economic Growth within the County.
- 7.4 The proposals also stem from partnership deals between the County Council and District Council partners together with the strategic partnership with Coast 2 Capital, the Local Economic Partnership.

- 7.5 As identified in the recent [WSCC 'Our Council Plan'](#), the strategic case for this project supports the identified objectives in respect to 'Length of new cycle paths across the County'.
- 7.6 The additional pedestrian and cycle infrastructure will also support the themes of the WSCC [Economy Reset Plan](#) in relation to 'Theme 1: Protect and Revive Crawley and the Gatwick Diamond Economy' – delivering on the objectives of 'continuing to deliver the Growth Deals with the Districts and Boroughs to support town centre recovery and unlock housing and strategic employment sites' and 'working with partners to secure infrastructure investment for strategic transport, digital infrastructure and town centres to support economic reset and recovery'.
- 7.7 In addition, the project will make a significant contribution to the local and regional recovery from the impact of COVID-19 both in terms of supporting a shift away from the car and congested transport to non-car trips through the delivery of high quality pedestrian and cycle infrastructure and also supporting access to homes, commercial space and jobs growth areas within Burgess Hill.
- 7.8 **Equality Duty and Human Rights Assessment:** The equality impact of the scheme has been considered. It is considered that no group or groups are discriminated against and that through improved access to housing and employment as well as the provision of a new sustainable travel routes for travel by those who use non-motorised transport the scheme has a positive social impact.
- 7.9 **Climate Change:** The proposed improvements will have a positive impact on climate change as it promotes the use of sustainable travel modes and creates a safer environment for facilities users.
- 7.10 **Crime & Disorder:** At this point no significant implications relating to the Crime and Disorder Act (CDA) have been identified.
- 7.11 **Public Health:** The proposed improvements will help all able and disabled persons get around the area. Furthermore, elderly as well as the young can safely utilise the improved facilities and this is expected to contribute to greater independence in later life as well as generally improved health and well-being for the local community.
- 7.12 **Social Value:** The proposed scheme will directly and indirectly provide improved access to both housing and employment. In addition, it will provide improvements to sustainable transport with the provision of improved routes for cyclists and pedestrians. This will have a positive impact on non-motorised transport users including the disabled who will be afforded better access to services without necessarily having to use vehicular transport. This is expected to contribute to greater independence in later life as well as generally improved health and well-being for the local community.

Nick Burrell

**Strategic Manager, Growth and OPE**

**Contact Officer:** Paul Jackson-Cole, Growth Programme Delivery Manager,

0330 222 5445, paul.jackson-cole@westsussex.gov.uk

**Appendices**

**None**

**Background papers**

**None**