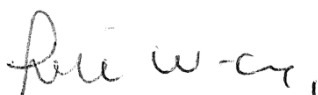


Date of issue: Tuesday, 7 July 2020

<b>MEETING</b>	<b>BERKSHIRE LOCAL TRANSPORT BODY</b>	
	<b>Member</b>	<b>Authority</b>
	Councillor Anderson	Slough Borough Council
	Councillor Brunel-Walker	Bracknell Forest Council
	Councillor Clark	The Royal Borough of Windsor & Maidenhead
	Councillor Jorgensen	Wokingham Borough Council
	Councillor Page	Reading Borough Council
	Councillor Somner	West Berkshire Council
	Stuart Atkinson	Thames Valley Berkshire LEP
	Charles Eales	Thames Valley Berkshire LEP
	Malcolm Kempton	Thames Valley Berkshire LEP
	Bob Mountain	Thames Valley Berkshire LEP
	Simon Ratcliffe	Thames Valley Berkshire LEP
	Matthew Taylor	Thames Valley Berkshire LEP
<b>DATE AND TIME:</b>	<b>WEDNESDAY, 15TH JULY, 2020 AT 4.00 PM</b>	
<b>VENUE:</b>	<b>VIRTUAL MEETING</b>	
<b>DEMOCRATIC SERVICES OFFICER:</b>	<b>NICHOLAS PONTONE</b>	
<b>(for all enquiries)</b>	<b>07514 939 642</b>	

NOTICE OF MEETING

You are requested to attend the above Meeting at the time and date indicated to deal with the business set out in the following agenda.



**JOSIE WRAGG**  
 Chief Executive

AGENDA

PART 1

**AGENDA**  
**ITEM**

**REPORT TITLE**

**PAGE**

Apologies for absence.



<u>AGENDA ITEM</u>	<u>REPORT TITLE</u>	<u>PAGE</u>
1.	Declarations of interest	-
	<i>It is a principle of the BLTB that the interests of the Thames Valley Berkshire area will take precedence over a member's own interests or those of their nominating authority.</i>	
	<i>All members must declare, and take relevant action, if they believe they have a pecuniary or other interest on a matter to be considered at the meeting in accordance with the Code of Conduct of the nominating authority or LEP.</i>	
	<i>The Chair will invite any member representing a local authority seeking financial approval for a scheme to declare that interest.</i>	
2.	Election of Chair 2020/21	-
	<i>To elect the Chair of BLTB for 2020/21 from amongst the Local Authority Members.</i>	
3.	Election of Vice-Chair 2020/21	-
	<i>To elect the Vice-Chair of BLTB for 2020/21 from amongst the Thames Valley Berkshire LEP members.</i>	
4.	Minutes of the Meeting held on 12th March 2020 and the Extraordinary Meeting held on 4th June 2020	1 - 20
5.	Briefing note – TVBLEP/BLTB “How We Work”	21 - 22
6.	Thames Valley Berkshire Local Growth Deal 2015/16 to 2020/21	23 - 34
7.	Financial approval: Scheme 2.45 Langley High Street Widening Phase 2	35 - 100
8.	Financial Approval for 2.29 Winnersh Triangle Park & Ride - Addendum 2 Access, Turning Head and Urban Realm	101 - 134
9.	Financial Approval Scheme 2.32 Maidenhead: Housing Sites Enabling Works Phase 1 (reprofiled)	135 - 216
10.	Financial approval: Scheme 2.44 Reading Buses Completing the Connection	217 - 288
11.	Financial approval: Scheme 2.40: Windsor Town Centre Package	289 - 356
12.	2.09.2 Slough: A4 Cycle Route NCN422 - One Year Evaluation Report	357 - 384

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15.	Thames Valley Berkshire - Call for bids announce July 2020	411 - 432
16.	Update to the BLTB re Business Rate Retention Pilot monies - Revenue Support	433 - 434
17.	Proposed BLTB letter of support for TfSE Proposal to Government	435 - 440
18.	BLTB Forward Plan 2020/21	441 - 442
19.	Date of next meeting: Thursday 12th November 2020, 4pm	-

#### Press and Public

This meeting will be held remotely in accordance with the Local Authorities and Police and Crime Panels (Coronavirus) (Flexibility of Local Authority and Police and Crime Panel Meetings) (England and Wales) Regulations 2020. Part I of this meeting will be live streamed as required by the regulations. The press and public can access the meeting from the following link (by selecting the meeting you wish to view):

**<http://www.slough.gov.uk/moderngov/mgCalendarMonthView.aspx?GL=1&bcr=1>**

Please note that the meeting may be recorded. By participating in the meeting by audio and/or video you are giving consent to being recorded and acknowledge that the recording will be in the public domain.

The press and public will not be able to view any matters considered during Part II of the agenda.

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**Berkshire Local Transport Body – Meeting held on Thursday, 12th March, 2020.**

**Present:-**

Councillor Page (in the chair)	Reading Borough Council
Councillor Anderson	Slough Borough Council
Councillor Brunel-Walker	Bracknell Forest Council
Councillor Clark	RBWM
Councillor Somner	West Berkshire Council
Stuart Atkinson (until 6.15pm)	Thames Valley Berkshire LEP
Charles Eales (Vice-Chair)	Thames Valley Berkshire LEP
Malcolm Kempton (until 6.15pm)	Thames Valley Berkshire LEP
Simon Ratcliffe	Thames Valley Berkshire LEP

**Apologies for Absence:-** Councillor Jorgensen, Bob Mountain and Matthew Taylor

Peter Duggan (observer) had also submitted apologies.

**PART 1**

**29. Declarations of Interest**

No declarations were made.

**30. Minutes of the Meeting held on 14th November 2019**

**Resolved –** That the minutes of the meeting of the Berkshire Local Transport Body (BLTB) held on 14<sup>th</sup> November 2019 be approved as a correct record.

**31. Briefing Note - TVB LEP/BLTB 'How We Work'**

Members noted a briefing note that summarised the process by which Thames Valley Berkshire LEP and the Berkshire Local Transport Body operated in investing in local transport schemes.

**Resolved –** That the BLTB 'How We Work' briefing note be noted.

**32. Thames Valley Berkshire Local Growth Deal 2015/16 to 2020/21**

A report was received on the progress of the Thames Valley Berkshire Local Growth Deal which set out the status of approved schemes, updated financial profile and identified risks.

Updates were provided by scheme promoters on each of the approved schemes:

2.01 Newbury: Kings Road Link Road – update noted. The scheme had progressed slower than anticipated due to issues with the developer.

2.02 Bracknell: Warfield Link Road – completed. The One Year On Impact Assessment would be considered later in the agenda.

2.03 Newbury: London Road Industrial Estate – completed.

2.04.4: Wokingham: Arborfield Cross Relief Road – update noted.

2.05 Newbury: Sandleford Park – update noted. The scheme continued to experience some delays.

2.06 Reading: Green Park Railway Station – update noted. The additional funding had now been granted.

2.07 Bracknell: Coral Reef Roundabout – completed.

2.08 Slough: MRT Phase 1 – completed.

2.09.1 Sustainable Transport NCN 422 – update noted.

2.09.2 Sustainable Transport A4 Cycle Route with Bucks – completed.

2.10 Slough: A332 Improvements – completed.

2.11 and 2.12 Reading: South Reading MRT phases 1 and 2 – completed.

2.13 Wokingham: Thames Valley Park & Ride – update noted. Work on site was almost complete. A tender for the bus services would need to be completed which would delay services for a few months.

2.14 Reading: East Reading MRT Phase 1 and 2.25 Reading: East Reading MRT Phase 2 – withdrawn.

2.15 Bracknell: Martins Heron Roundabout – completed.

2.16 Maidenhead Station Access – update noted. Good progress was being made. Highway works were substantially completed and were due to be finished in the summer.

2.17 Slough: A355 Route – completed.

2.18 No scheme.

2.19 Bracknell: Town Centre Regeneration and Infrastructure Improvements – completed.

2.20 No scheme.

2.21 Slough: Langley Station Access Improvements – update noted. The scheme had recently been completed.

2.22 Slough: Burnham Station Access Improvements – completed.

2.23 Reading: South Reading MRT Phases 3 and 4 – update noted. Works were due to commence shortly.

2.24 Newbury: Railway Station improvements – update noted.

2.25 – see 2.14.

2.26 Wokingham: Winnersh Relief Road (Phase 2) – update noted.

2.27 Maidenhead Town Centre: Missing Links – update noted.

2.28 Bracknell: A3095 Corridor Improvements – update noted. Work was due to start in July.

2.29 Wokingham: Winnersh Triangle Park and Ride – update noted. A report later on the agenda would consider a request for additional funding.

2.30 Thames Valley Berkshire Smart City Cluster – good progress was being made and the scheme was on track. An event would be held on 13 May at Reading Town Hall and details would be circulated.

2.31 Slough: Stoke Road Area Regeneration – update noted. Work had commenced.

2.32 Maidenhead: Housing Sites Enabling Works Phase 1 – update noted. The scope had been adjusted following changes to the Local Plan. Further work was taking place on an interim scheme and would be taken forward in the development of the Business Case.

2.33 GWR: Maidenhead to Marlow-Branch Line Upgrade – update noted. The design was due to be submitted to Network Rail by the end of the month with a decision expected within 21 days of submission. There was significant uncertainty about the outcome and the scheme would be closely monitored given the risk that the scheme could not be delivered within the timescale of the programme. The technical challenges of the scheme were explained by GWR. It was agreed an additional meeting may be required if the scheme could not progress and funds reallocated.

2.34 Slough MRT Phase 2 – update noted. Work was on site.

2.35 Reading West Station Upgrade – update noted. Concept designs of the station building were complete and pre-application planning work was underway. It was envisaged a planning decision would be in place in the summer, but securing consent of Network Rail remained a risk.

2.36 Wokingham: Coppid Beach Park and Ride – update noted. A report seeking financial approval would be considered later on the agenda.

2.37 Bracknell: A322 A329 Corridor Improvements – update noted. The scheme had been modified as the Wokingham element of scheme would not proceed. £1.6m of funding would therefore be returned to the LGF 'pot' for reallocation.

2.38 Theale Station Park and Ride Upgrade – update noted. Costs had risen and work was underway to adjust and potentially phase the scheme. The finance and deliverability risks were Amber/Red. The project would need to be monitored given the risk to the £4m of LGF that had been allocated.

2.39 Wokingham: Coppid Beech northbound – withdrawn.

2.40 Windsor: Town Centre Package – update noted.

2.41 South Wokingham Distributor Road Eastern Gateway – update noted.

2.43 Wokingham: Barkham Bridge – update noted.

Following the detailed review of the programme, Members expressed concern about the deliverability and financial risks with several schemes, particularly as schemes needed to substantially begin by March 2021 otherwise the funding may be lost to Berkshire if it could not be reallocated. These risks were acknowledged and the steps being taken to mitigate them were noted.

**Resolved** – That the progress made on schemes previously given programme entry status be noted.

### **33. January 2020 Call for Bids scheme submissions and allocation of the remaining Local Growth and BRRP funds**

A report was considered that presented a prioritised list of six bids received in response to the January 2020 Local Growth Fund (LGF) and Business Rates Retention Pilot (BRRP) call for bids. A total of £2,120,109 of LGF and £1,124,000 BRRP was recommended be allocated to the new and revised schemes. A pipeline of future schemes that could be brought forward quickly should additional LGF be made available was also recommended.

It was noted that the BLTBs previously agreed and well established prioritisation methodology had been used to score the bids. The following two schemes were new:

- Reading Buses: Completing the Connection (£1.5m from LGF)
- Slough Langley High Street Phases 1, 2 and 3 (£4.0m from LGF, conditional subject to funds becoming available)

The following four schemes had already received Programme Entry status and were seeking additional funding:



- 2.29 Wokingham: Winnersh Triangle Park and Ride (£1.4m additional from LGF)
- 2.24 Newbury: Railway Station Improvements (£0.6m additional from LGF)
- 2.30 TVB Smart City Cluster (£0.3m additional from BRRP)
- Superfast Broadband (£0.05m from BRRP)

BLTB had a detailed discussion about each of the schemes seeking funding, particularly 2.24 Newbury: Railway Station Improvements and 2.29 Wokingham: Winnersh Triangle Park and Ride schemes requiring additional funding to meet identified shortfalls which put their deliverability at risk. Members expressed significant concerns including the lack of options for the allocation of the available funding given the limited time left to complete the programme; the robustness of the initial costings for schemes and the fact that the LTB were being asked to meet funding shortfalls. In relation to the concerns raised about the Winnersh Triangle Park and Ride it was stated that the scheme approved was the outline design and the costs had risen arising from issues identified during the detailed design and planning phase, including the adoption by Wokingham Borough Council of a new policy relating to the provision for electric vehicles. Members queried whether it was appropriate for the LTB to fund additional costs for such a reason. TVB LEP confirmed that the scheme had been submitted and assessed in accordance with the criteria agreed by BLTB prior to submitting the call for bids and that the revised Benefit Cost Ratio was still above 2 and represented high value for money. The process for further strengthening the business case process was outlined to provide assurance that lessons were being learned and future risks managed. In view of the comments from Members, TVB LEP would ensure the capital grant letters were sufficiently rigorous in relation to key milestones and other relevant matters. At the conclusion of the discussion, the additional funding for Winnersh Triangle Park and Ride was agreed.

The Newbury Railway Station Improvements scheme was discussed and the reasons for the additional costs were explained by GWR.

BLTB also reviewed the new schemes and a representative of Reading Buses provided more detail on the Completing the Connection scheme. Members asked about the involvement of other operators given the purpose of the scheme was to deliver customer access to live travel information and smart ticketing for local and inter-urban public transport across the Thames Valley Berkshire region. The potential State Aid issues were noted and TVB LEP indicated that the issues raised could be addressed through the development of the Business Case if the LTB awarded it programme entry status. This was agreed.

It was also noted that the LEP's Accountable Body had agreed that £45,000 LGF could be capitalised and retained for the purposes of carrying out independent assessments of one and five year post completion evaluations

At the conclusion of the discussion the recommendations were agreed.

**Resolved –**

- (a) That the prioritisation scores of the six bids received as set out in Table 1 of the report be approved.
- (b) That programme entry status be given to the schemes set out in Table 2 of the report.
- (c) That £2,120,109 of LGF be allocated to the schemes set out in Table 3 of the report.
- (d) That £1,124,000 of BRRP be allocated to the schemes set out in Table 4 of the report.
- (e) That the pipeline of prioritised projects for the allocation of any future Local Growth Funds as they become available as set out in Table 5 of the report be approved.

**34. Financial Approval for 2.36 Wokingham: Coppid Beech Park & Ride**

A report was considered that sought to give full financial approval to scheme 2.36 Wokingham: Coppid Beech Park and Ride. A sum of £2,400,000 was sought for the scheme which would provide a 250 space park and ride site, two park and ride bus stops, shelters and spaces for motorcycle and cycle parking to relieve congestion on key road corridors.

The scheme had been given programme entry status by BLTB in January 2019 following the re-prioritisation exercise to spend previously allocated funds from the Growth Deal 'pot'. The Benefit Cost Ratio of the scheme was 2.5 which was considered to be high. The independent assessor had concluded that sufficient evidence had been presented to support the case for investment in the scheme and full financial approval was therefore recommended.

The risks were noted as the scheme still had a number of stages to progress to ensure delivery by 31<sup>st</sup> October 2021 including planning approval and land transfers. A variety of comments on the scheme were made by Members including the value for money, Council funding and viability of the scheme. At the conclusion of the discussion it was agreed to give the scheme full financial approval.

**Resolved –** That scheme 2.36 Wokingham: Coppid Beech Park and Ride be given full financial approval in the sum of £2,400,000 in 2020/21 on the terms of the funding agreement set out in paragraph 11 step 5 of the report.

*(Malcolm Kempton and Stuart Atkinson left the meeting)*

**35. 2.02 Bracknell: Warfield Link Road - One Year Evaluation Report**

A report was considered on the One Year On Evaluation Report for scheme 2.02 Bracknell: Warfield Link Road. The scheme had received £3.5m towards a total cost of £5.2m to construct a new link road to facilitate new housing development and relieve some traffic pressure from the A3095.

The independent assessor concluded that the One Year On impact report prepared by Bracknell Forest Council provided a well constructed and balanced document. It had not been possible to date to evidence that the road was carrying the volumes of traffic anticipated as this was directly linked to the levels of associated housing development which had not come forward as quickly as had been anticipated. There was evidence that the scheme had successfully redistributed trips away from congested parts of the local highways network.

Members asked a number of questions about the reasons why the housing completions for the various developments unlocked by the scheme. It was noted that the factors included a general slow down in the market due to Brexit. At the conclusion of the discussion the reports were noted.

**Resolved –** That the reports of the scheme promoter and the independent assessor be noted.

**36. 2.08 Slough: Rapid Transit, Phase 1 - One Year Evaluation Report**

A report was considered One Year On Evaluation Report for scheme 2.08 Slough: Rapid Transit Phase 1.

The scheme had been awarded £5.6m towards the total cost of £9.1m to introduce new and enhance public transport infrastructure in a key strategic corridor linking Maidenhead, Slough and Heathrow airport. Phase 1 of the scheme connected Slough Trading Estate to Langley, via Slough town centre.

It was noted that whilst the evaluation reports provided a good overview of the status of the project and initial impacts, it did not meet all of the requirements for a 1 year evaluation due to limitations in the availability of quantified metrics demonstrating the impact of the scheme. The scheme had facilitated a more effective approach to deliver bus services to major employers in the corridor with an estimated 50% increase in patronage since the scheme was introduced. The scheme was delivered on time and close to budget. In view of the fact that the independent assessors had not been able to verify whether the project had yet met its objectives TBV LEP had agreed that Slough Borough Council would undertake a series of further actions and provide more data to evaluate Phase 1 and take this learning forward into Phase 2.

At the conclusion of the discussion the reports were noted.

**Resolved –** That the One Year Evaluation Reports from the scheme promoter and independent assessor be noted.

**37. Berkshire Local Industrial Strategy (BLIS) Forward Planning**

A report was received that updated on the progress and next steps on the implementation of the Berkshire Local Industrial Strategy (BLIS).

The Berkshire Leaders Group had previously agreed to invest £750,000 of Business Rates Retention Pilot funding to develop outline business cases for projects to deliver the BLIS. The principles of the chosen projects would include one or more of cross-boundary reach, propose large scale investment, strong carbon reduction component and/or promote inclusive economic growth. The Berkshire Leader's Group had agreed a final list of nine priorities for outline business case investment which were set out in Appendix 1 to the report. Further detailed work would be undertaken to prepare the briefs for commissioning business cases.

**Resolved –** That the update on the Berkshire Local Industrial Strategy be noted.

**38. BLTB Forward Plan**

The BLTB Forward Plan which set out the matters to be considered at future meetings was considered and noted.

It was noted that an additional meeting may be convened in May 2020, if required, to take any necessary decisions on schemes and potential reallocation to ensure delivery of the programme by 2021.

The future dates for 2021 were confirmed as 11<sup>th</sup> March 2021, 15<sup>th</sup> July 2021 and 11<sup>th</sup> November 2021.

**Resolved –** That the BLTB Forward Plan be noted.

**39. Date of Next Meeting - 15th July 2020**

The date of the next scheduled meeting was confirmed as 15<sup>th</sup> July 2020.

Chair

(Note: The Meeting opened at 4.05 pm and closed at 6.34 pm)

## **Berkshire Local Transport Body – Meeting held on Thursday, 4th June, 2020.**

**Present:-**

Councillor Anderson	Slough Borough Council
Councillor Brunel-Walker	Bracknell Forest Council
Councillor Clark	RBWM
Councillor Jorgensen	Wokingham Borough Council
Councillor Page (from 4.26pm)	Reading Borough Council
Councillor Somner	West Berkshire Council
Stuart Atkinson	Thames Valley Berkshire LEP
Charles Eales (in the chair)	Thames Valley Berkshire LEP
Bob Mountain	Thames Valley Berkshire LEP

*(Due to technical issues with Councillor Page's access to the virtual meeting, the Vice-Chair, Charles Eales was in the chair for the duration of the meeting.)*

**In attendance:-** Councillor Atkinson (deputy member from Bracknell Forest Council)

**Apologies for Absence:-** Malcolm Kempton, Simon Ratcliffe and Matthew Taylor

### **PART 1**

#### **1. Declarations of Interest**

No declarations were made.

It was noted that Councillors Anderson, Brunel-Walker, Jorgensen and Somner were elected members of local authorities seeking financial approval for schemes on the agenda, but they did not have disclosable pecuniary or non-pecuniary interests and would participate and vote on these matters.

#### **2. Briefing Note - TVB LEP/BLTB 'How We Work'**

Members noted a briefing note that summarised the process by which Thames Valley Berkshire LEP and the Berkshire Local Transport Body operated in investing in local transport schemes.

**Resolved –** That the BLTB 'How We Work' briefing note be noted.

#### **3. Covid 19 and Local Growth Fund timing update**

A report was considered that summarised the potential impact of Covid-19 on remaining Local Growth Fund (LGF) infrastructure schemes.

The LEP was working proactively with local authority transport officers and other parties to monitor the impact on schemes to ensure timely delivery. Whilst the situation continued to evolve, work continued on most schemes,

## **Berkshire Local Transport Body - 04.06.20**

albeit at a slower pace due to social distancing restrictions on site. There were no significant project delays currently identified.

The LGF funding envelope would conclude in March 2021 and the timetable was summarised.

It was also noted that the Government had made additional funding available to local authorities through the emergency active travel fund to rapidly introduce schemes to improve temporary cycling and walking facilities in view of the limitations on public transport capacity.

The report was noted.

**Resolved –** That the report be noted.

### **4. Revised Local Growth Fund Programme 2015/16 to 2020/21 - Update June 2020**

A report was considered that updated the BLTB on recent revisions to the Local Growth Fund Programme 2015/16 to 2020/21 and sought approval to grant programme entry status to four schemes from the available funds.

It was noted that scheme 2.33 GWR Maidenhead to Marlow Branch Line upgrade had been withdrawn by Buckinghamshire Thames Valley LEP and GWR. This scheme had been allocated £1,525,000 from Berkshire's LGF in July 2018. Scheme 2.37 Bracknell A322/A329 Corridor had previously been allocated a total of £2,000,000, however, as the scheme was linked to the now withdrawn 2.39 Wokingham Coppid Beech Northbound On-Slip Widening scheme Bracknell Forest Council had reduced the scope of the A322/A329 corridor improvements and now sought £400,000 of the original £2,000,000 allocated. It was considered that the revised scheme was still viable.

These changes meant that £3,436,882 was available to be allocated and it was recommended that schemes in the pipeline be brought forward:

- 2.29 Wokingham Winnersh Park and Ride addendum 2 Turning Head and Urban Realm Improvements for £675,000;
- 2.24 Newbury Station addendum 2 Cycle Hubs and Office Space Improvements for £340,000;
- 2.45 Slough: Langley High Street Improvements phase 1 for £1,324,000; and
- 2.46 Slough: Langley High Street Improvement phase 2 for £1,033,000.

After due consideration, BLTB noted the updated position on the programme and agreed to reallocate the available funding to the four schemes from the prioritised pipeline as per the recommendations in the report.

**Resolved –**

(a) That it be noted that:

- the allocated funding for scheme 2.33 GWR Maidenhead to Marlow Branch Line for £1,525,000 had been withdrawn;
- the allocated funding for Scheme 2.37 Bracknell A322/A329 Corridor Improvements had been changed from £2,000,000 to £400,000.

(b) That programme entry status be granted to the following schemes:

- 2.29 Wokingham Winnersh Park and Ride addendum 2 Turning Head and Urban Realm Improvements for £675,000;
- 2.24 Newbury Station addendum 2 Cycle Hubs and Office Space Improvements for £340,000;
- 2.45 Slough: Langley High Street Improvements phase 1 for £1,324,000; and
- 2.46 Slough: Langley High Street Improvement phase 2 for £1,033,000.

**5. Financial Approval 2.37 Bracknell: A322/ A329 Corridor Improvements - re-profiled**

A report was considered that sought to give full financial approval to the re-profiled scheme 2.37 Bracknell: A322/A329 Corridor Improvements. A sum of £400,000 was sought for the amended scheme which focused on the Bracknell Sports Centre Roundabout which formed part of an on-going wider programme of enhancements to the corridor.

The scheme had previously been allocated a total of £2,000,000 at programme entry status, however, it had been subsequently revised following the withdrawal of the related scheme 2.39 Wokingham Coppid Beech Northbound On-Slip Widening. The Independent Assessor concluded that the revised was high value for money with a Benefit Cost Ratio of 3.34:1, was deliverable and low risk.

The scheme would tackle one of the pinchpoints on a key corridor and was aligned to the strategic objectives of the programme. At the conclusion of the discussion it was agreed to give the scheme full financial approval.

**Resolved –** That the re-profiled scheme 2.37 Bracknell A322/A329 Corridor Improvements be given full financial approval in the sum of £400,000 in 2020/21 on the terms of the funding agreement set out in paragraph 11 step 5 of the report.

**6. Financial Approval Superfast Berkshire Broadband Complete Coverage project**

A report was considered that sought to give full financial approval to the Superfast Berkshire Broadband Complete Coverage project. A sum of

## **Berkshire Local Transport Body - 04.06.20**

£46,920 of revenue funding was sought for the scheme which would build on the work already undertaken by the Superfast Berkshire Broadband projects in delivering 96.7% broadband coverage across the sub-region by identifying solutions to provide access to circa 4,500 properties stranded as current contracts came to an end.

The scheme had scored very highly in the most recent prioritisation exercise, scoring 22 points and ranking 2<sup>nd</sup> out of the ten schemes submitted. The Independent Assessor recommended full financial approval and even in low consumer up-take case scenarios the scheme had a very high Benefit Cost Ratio of 14:1.

In view of the experience of existing contracts of the scheme, Members asked a number of questions about how the scheme would work and it was responded that it was not related to a single supplier, but would instead identify solutions for the stranded properties using a market wide approach. Members recognised the crucial issue of broadband access and speed across Berkshire and asked about the strategic approach being taken to ensure infrastructure and provision met the needs of businesses and the community. It was noted that the LEP had formed a new Digital Infrastructure Group to take forward the wider strategic issues.

At the conclusion of the discussion it was agreed to give the scheme full financial approval.

**Resolved –** That Superfast Berkshire Broadband Complete Coverage project be given full financial approval in the sum of £46,920 in 2020/21 from the Business Rates Retention Pilot (BRRP) fund on the terms of the funding agreement set out in paragraph 11 step 5 of the report.

### **7. Financial Approval: Scheme 2.30 TVB Smart City Cluster extension**

A report was considered that sought to give full financial approval to the Thames Valley Berkshire Smart City Cluster project extension. A sum of £283,620 was sought for the scheme which would extend the current scheme to Slough Borough Council and the Royal Borough of Windsor and Maidenhead Council.

The specific project activities would include the delivery of a smart city Internet of Things communication platform (LoRaWAN) for use by all for local authority devices for Slough and RBWM as an open platform for commercial services and innovation with the aim of providing over 90% coverage; actively promote commercial and start up innovation on the platform by provided free access for the duration of the project; and looking to develop and secure further funding opportunities. The worst case scenario assessment by the Independent Assessor demonstrated a minimum Benefit Cost Ratio of 2:1.

Members asked the measures to ensure the platform was used and when it would rolled out to the two authorities. It was responded that the platform



would provide wide and comprehensive coverage. The principal users would be local authorities for highways assets but it would be available to other users and would need to be properly marketed. The timetable for completion was tight but could commence quickly should funding approval be given.

At the conclusion of the discussion it was agreed to give the scheme full financial approval.

**Resolved –** That Thames Valley Berkshire Smart City Cluster project extension be given full financial approval in the sum of £283,620 in 2020/21 on the terms of the funding agreement set out in paragraph 11 step 5 of the report.

**8. Financial Approval for 2.29 Wokingham: Winnersh Triangle Park & Ride Addendums 1 Car Park enhancements**

A report was considered that sought to give conditional financial approval to scheme 2.29 Wokingham Winnersh Triangle Park & Ride. A sum of £715,444 was sought for a scheme which would provide car park enhancements identified since the original scheme was approved in 2019. These included replacing the drainage system, provide electric vehicle charging points, ensuring the top deck of the car park was fully accessible and utility works. The sum of £715,444 was higher than the £675,000 awarded at the programme entry stage.

The scheme for car park enhancements had been submitted following the call for bids in January 2020. The Independent Assessor had concluded that the scheme met strategic objectives, would deliver high value for money and was deliverable. The recommendation was to give financial approval subject to the following conditions to be met no later than 31<sup>st</sup> July 2020:

1. Formal financial approval by Wokingham Borough Council for the allocated S106 scheme funding.
2. Formal financial approval by Wokingham Borough Council for any cost overruns, should they arise; and
3. Formal financial approval by Wokingham Borough Council for any loss of revenue resulting from the interim closure of the park and ride site during construction, should they arise.

A number of questions were asked about why the drainage and access issues had not been incorporated into the original design. The original design had been based on a manned station and some of the additional cost arose as Winnersh Triangle was unmanned. The requirement for further drainage works were identified following analysis carried out after the original financial approval. At the previous meeting, BLTB had discussed how cost estimates and risks could be identified earlier and would seek to strengthen the process where possible.

After due consideration, the scheme was given conditional financial approval on term sets out in the report.

**Resolved –** That scheme 2.29 be given financial approval in the sum of £715,444 in 2020/21 on the terms of the funding agreement set out in paragraph 11 step 5 of the report, subject to meeting the following conditions by 31<sup>st</sup> July 2020:

1. Formal financial approval by Wokingham Borough Council for the allocated S106 scheme funding.
2. Formal financial approval by Wokingham Borough Council for any cost overruns, should they arise; and
3. Formal financial approval by Wokingham Borough Council for any loss of revenue resulting from the interim closure of the park and ride site during construction, should they arise.

**9. Financial Approval 2.24 Newbury: Railway Station Addendum 1 Ticket Gate Line & Addendum 2 Cycle Hubs and Office Space enhancements**

A report was considered that sought to give conditional financial approval to scheme 2.24 Newbury: Railway Station Addendum 1 Ticket Gate Line & Addendum 2 Cycle Hubs and Office Space Enhancements. A sum of £640,000 in total was sought for the scheme of which £300,000 was for Gate Line Enhancements and £340,000 for Cycle Hub and Office Space Enhancements.

The scheme had a high Benefit Cost Ratio of 2.9:1 for the Gate Line enhancement and 3.2:1 for the Cycle Hub/Office space enhancement. The Independent Assessor recommended that approval be subject to the following conditions:

Gate Line Enhancements

1. Provide confirmation of the operational design horizon for the proposed gateline capacity, based upon the projected local passenger growth forecast at the station, with a clear demonstration that this broadly aligns with assumptions made within the Economic Case and, if not, does not undermine the case for investment
2. GRIP 4 Network Rail Approval in Principle; and
3. An understanding of what processes would be undertaken in the event of any further cost overruns, should they arise.

These conditions should be met at the earliest feasible date, but no later than 31st October 2020.

Cycle Hub and Office Space enhancements

4. Completion of the demand analysis study, with a clear demonstration of strong potential demand for the business start-up units that correlates with a strong probability of high occupancy levels of the units;

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5. GRIP 4 / GRIP 5 Network Rail Approval in Principle, as required for both the cycle hub and business start-up unit scheme element;
6. Evidence of completed commercial agreements between GWR and Network Rail for the necessary land transfer required to complete the business start-up units; and
7. Formal funding commitment from First Group and Network Rail for the match-funding identified by GWR, with a more detailed understanding of what processes would be undertaken in the event of any further cost overruns, should they arise.

These conditions should be met at the earliest feasible date, but no later than 30th November 2020.

Members discussed a number of aspects of the proposal and Councillor Jorgensen stated that she was not supportive of LGF funding being used for the Gate Line improvements. The station was owned by Network Rail and leased by GWR. The additional facilities had been identified as part of the wider redesign and enhancement of the station to ensure it had sufficient capacity to meet growing demand.

A number of members queried the office space element of the scheme and requested that the demand analysis study be carried out before the funding was agreed. The scheme promoter highlighted the importance of providing units to support local businesses, however, some members commented that the demand analysis should be carried out first so BLTB could understand how the space and revenue generated from the units would be used. It was agreed that the demand analysis study be carried out before the date set out in condition 4 and that an update be provided to BLTB at the meeting on 15<sup>th</sup> July 2020.

At the conclusion of the discussion, financial approval was given to the Gate Line enhancements and Cycle Hub elements of the scheme, subject to the conditions set out in the report. In relation to the Office Space enhancements, it was agreed that the demand analysis study be carried out with an update to be provided to BLTB on 15<sup>th</sup> July 2020 at which financial approval would be considered.

**Resolved –** That scheme 2.24 Newbury: Railway Station Addendum 1 Ticket Gate Line & Addendum 2 Cycle Hubs and Office Space enhancements be given conditional financial approval in the sum of £640,000 in 2020/21 on the terms of the funding agreement set out in paragraph 11 step 5 of the report and subject to final approval for the Office Space enhancements following completion of the demand analysis study to be provided to BLTB in July 2020; and the following conditions:

### Gate Line Enhancements

1. Provide confirmation of the operational design horizon for the proposed gateline capacity, based upon the projected local

passenger growth forecast at the station, with a clear demonstration that this broadly aligns with assumptions made within the Economic Case and, if not, does not undermine the case for investment

2. GRIP 4 Network Rail Approval in Principle; and
3. An understanding of what processes would be undertaken in the event of any further cost overruns, should they arise.

These conditions should be met at the earliest feasible date, but no later than 31st October 2020.

#### Cycle Hub and Office Space enhancements

4. Completion of the demand analysis study, with a clear demonstration of strong potential demand for the business start-up units that correlates with a strong probability of high occupancy levels of the units;
5. GRIP 4 / GRIP 5 Network Rail Approval in Principle, as required for both the cycle hub and business start-up unit scheme element;
6. Evidence of completed commercial agreements between GWR and Network Rail for the necessary land transfer required to complete the business start-up units; and
7. Formal funding commitment from First Group and Network Rail for the match-funding identified by GWR, with a more detailed understanding of what processes would be undertaken in the event of any further cost overruns, should they arise.

These conditions should be met at the earliest feasible date, but no later than 30th November 2020. The demand analysis study to be carried out more quickly with an update provided to BLTB in July 2020.

#### **10. Financial Approval 2.45 Slough: Langley High Street/ Meadfield Road Junction Improvements Phase 1**

A report was considered that sought to give conditional financial approval to scheme 2.45 Slough: Langley High Street / Meadfield Road Junction Improvements Phase 1. A sum of £1,324,000 was sought for the scheme which would seek to reduce delay to traffic on a key strategic link in anticipation of the significant volume of traffic likely to be redirected through Langley as a result of the closure of Hollow Hill Lane required by the construction of Western Rail Link to Heathrow.

The scheme was one of four planned phases to improve the corridor to address traffic and air quality issues. The Independent Assessor concluded that there was sufficient evidence to support the overall strategic and economic case for investment and that it would deliver very high value for money with a Benefit Cost Ratio of 9.3:1. Conditional approval was recommended subject to the following:

1. Production of a revised, and more robust, assessment of scheme costs, post-preliminary scheme design; and
2. Formal confirmation (e.g. S151 Officer letter) to cover Slough Borough Council's funding allocation, along with confirmation that Slough Borough Council will cover any potential cost overruns.

These conditions should be met at the earliest feasible date, but no later than 31st August 2020.

Members asked the scheme promoter a number of questions including whether the scheme could be delivered within the estimated costs and the provision in the scheme to promote sustainable transport. The scheme promoter commented that one of the key aims of the scheme was to enable improvements to public transport and promote modal shift. In relation to the costs, it was noted that contractors were in place and delivery could commence quickly if financial approval was given.

At the conclusion of the discussion it was agreed to give the scheme conditional financial approval.

**Resolved –** That scheme 2.45 Slough Langley High Street/ Meadfield Road Junction Improvements phase 1 be given conditional financial approval in the sum of £1,324,000 in 2020/21 on the terms of the funding agreement set out at paragraph 14 step 5 of the report, subject to meeting the following conditions:

- 1) Production of a revised, and more robust, assessment of scheme costs, post-preliminary scheme design; and
- 2) Formal confirmation (e.g. S151 Officer letter) to cover Slough Borough Council's funding allocation, along with confirmation that Slough Borough Council will cover any potential cost overruns.

These conditions should be met at the earliest feasible date, but no later than 31st August 2020.

#### **11. Financial Approval: Scheme 2.38 Theale Railway Station upgrade**

A report was considered that sought to give financial approval to scheme 2.38 Theale Railway Station Upgrade. A sum of £4,000,000 was sought for the scheme which would provide enhancements at Theale Station to improve the sustainable transport interchange, increase park and rail capacity and enhance customer facilities.

The scheme was jointly promoted by West Berkshire Council and GWR. It had a Benefit Cost Ratio of 3.3:1 and the Independent Assessor had recommended that approval be given subject to the following conditions:

1. Further analysis of the impact the scheme will have upon decongestion of the highway network, including the number of trips removed from corridors leading into urban areas with known congested networks, which is sufficient to determine that the decongestion benefits will be higher than those currently presented within the Economic Case;
2. Full details of planning requirements for each individual scheme element, including when any necessary approvals or determinations will occur
3. GRIP 4 Network Rail Approval in Principle, as necessary to deliver the project and
4. Formal funding commitment from First Group and Network Rail for the match-funding identified by GWR, with a more detailed understanding of what processes would be undertaken in the event of any cost overruns, should they arise.

Members agreed that the scheme would contribute to the strategic objectives of the programme. At the conclusion of the discussion it was agreed to give the scheme full financial approval. It was requested and agreed that an update be provided to the meeting in July 2020 on the progress of achieving the conditions.

**Resolved –** That scheme 2.38 Theale Railway Station Upgrade be given conditional financial approval in the sum of £4,000,000 over the period 2020/21 on the terms of the funding agreement set out at paragraph 11 step 5 of the report. The conditional approval was on the basis that the following conditions are met:

1. Further analysis of the impact the scheme will have upon decongestion of the highway network, including the number of trips removed from corridors leading into urban areas with known congested networks, which is sufficient to determine that the decongestion benefits will be higher than those currently presented within the Economic Case;
2. Full details of planning requirements for each individual scheme element, including when any necessary approvals or determinations will occur
3. GRIP 4 Network Rail Approval in Principle, as necessary to deliver the project and
4. Formal funding commitment from First Group and Network Rail for the match-funding identified by GWR, with a more detailed understanding of what processes would be undertaken in the event of any cost overruns, should they arise.

These conditions should be met at the earliest feasible date but no later than 31st October 2020.

**12. BLTB Forward Plan**

The BLTB Forward Plan which set out the matters to be considered at future meetings was considered and noted.

The timescales for allocating the remaining Local Growth Fund was tight ahead of the meeting in July and scheme promoters were engage with the Independent Assessors at the earliest opportunity to ensure report deadlines were met.

**Resolved –** That the BLTB Forward Plan be noted.

**13. Date of Next Meeting - Wednesday 15th July 2020, 4pm**

The date of the next meeting was confirmed as 15th July 2020 at 4pm. It was anticipated that it would also be held virtually in view of the current coronavirus restrictions.

Chair

(Note: The Meeting opened at 4.03 pm and closed at 5.32 pm)

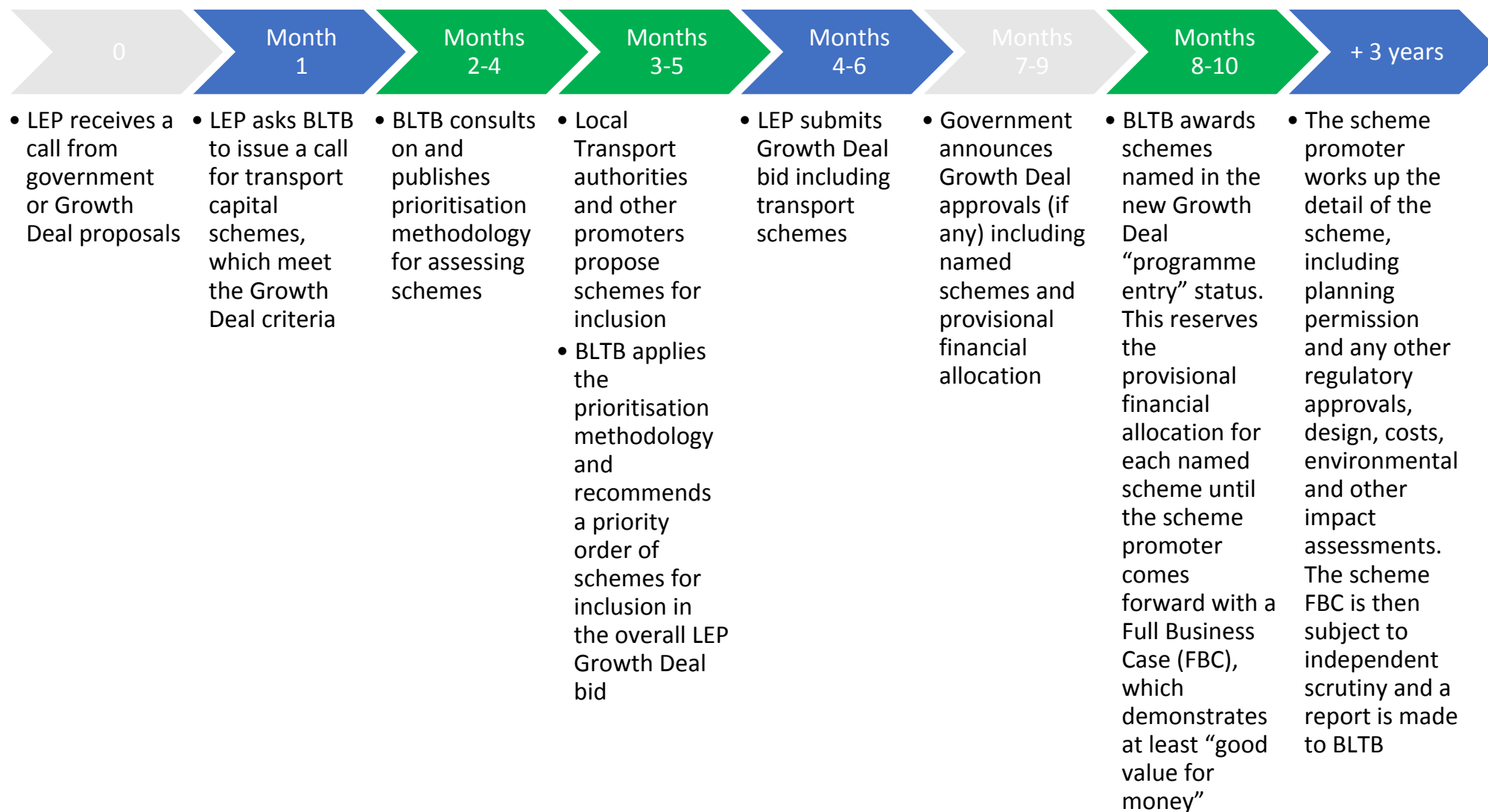
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## **Thames Valley Berkshire Local Enterprise Partnership (TVB LEP) and the Berkshire Local Transport Body (BLTB) – investing in strategic infrastructure**

This briefing note is intended to set out the way TVB LEP works with BLTB to invest Local Growth Funds in transport schemes.

1. TVB LEP is a business-led organisation responsible for determining the key funding priorities to which Local Growth Funds (LGF) and other public resources are directed in order to implement a Strategic Economic Plan (SEP) and meet its commitments in the TVB Growth Deals. As a company limited by guarantee (registered at Companies House No. 07885051) it operates according to its Articles of Association, which comply with the Companies Act 2006. As a publicly-funded body it behaves in accordance with an Assurance Framework, which determines the practices and standards necessary to provide assurance to government and local partners that decisions over (all government) funding are proper, transparent and deliver value for money. [**LEP Assurance Framework (AF 4.0) March 2019**]
2. BLTB consists of six elected members (usually the lead member for transport or related portfolio), and six private sector representatives recruited and appointed by the LEP. [**AF 4.0 para 4.2.3**]. It is a Joint Committee of the six unitary authorities in Berkshire and its constitution is set out in its [Founding Document](#).
3. TVB LEP recognises BLTB as “the BLTB has been designated as the competent body to prioritise, invest in and oversee transport capital schemes on behalf of the LEP. DfT retains responsibility for the approval process of schemes in excess of £20m LGF. The LEP will accept any BLTB recommendation or refer them back but will not substitute its own recommendations.” [**AF 4.0, para 5.9**]
4. The process established by government for making Growth Deals is to invite LEPs to submit competitive proposals, and after due consideration to make awards based on all or part of a LEP bid. To date TVB LEP has agreed three Growth Deals. Each of these has included, among other things, the award of capital funds for individual transport schemes that were prioritised in the TVB LEP bid and named in the Growth Deal settlement.
5. TVB LEP works with its partners to identify and prioritise suitable schemes. It is a lobbying organisation, and, via Growth Deals, a joint-funder of selected schemes promoted by (usually, but not always) a local transport authority. [**BLTB Founding Document (FD) 11-13**]
6. BLTB requires promoters to develop each scheme in accordance with current WebTAG guidance published by DfT. In order to receive financial approval from BLTB, the Full Business Case must be subject to independent assessment and a positive recommendation about value for money. [**BLTB FD 14-16**]
7. The scheme promoter is responsible for all aspects of the design, risk management, insurance, procurement, construction and implementation of the scheme, including their responsibilities as highway and planning authorities, any other statutory duties, and any financial or other liabilities arising from the scheme. [**BLTB FD 18**]
8. The time taken between an initial government call for bids and the final announcement of a new Growth Deal can be in excess of a year. TVB LEP (together with BLTB for transport schemes) must go through a number of steps to respond to a government call for bids. Similarly, a transport scheme promoter also must go through several steps:



**MEETING OF THE BERKSHIRE LOCAL TRANSPORT BODY (BLTB) – THURSDAY 15 JULY 2020**

**CONTACT OFFICER: JOSIE WRAGG, CHIEF EXECUTIVE, SLOUGH BOROUGH COUNCIL, LEAD OFFICER TO THE BLTB**

**PART I**

**Item 6: Thames Valley Berkshire Local Growth Deal 2015/16 to 2020/21**

***Purpose of Report***

1. To report on the progress of the [Thames Valley Berkshire Local Growth Deal<sup>i</sup>](#), as amended by Growth Deal 2 ([£10.2 million further support to Thames Valley Berkshire<sup>ii</sup>](#)) and Growth Deal 3 ([Factsheet GD3<sup>iii</sup>](#)) with particular reference to the schemes included in the Transport Packages of the [Strategic Economic Plan<sup>iv</sup>](#); and on the progress of schemes funded by the Business Rates Retention Pilots (BRRP) of 2018/19 and 2019/20.
2. The headline figure for transport scheme grants under the three Local Growth Deals is £135.926m. This includes £24m of “DfT retained” allocation relating to the Wokingham Distributor Roads. This report provides progress reports on all programme entry schemes and the TVB Smart City Cluster scheme. A further £25m has been released through BRRP1 2018/19 and £11m from BRRP2 2019/20.
3. £14.742m LGF was spent on transport schemes in 2015/16, £16.546m in 2016/17, £15.055m in 2017/18, £8.810m in 2018/19 and £12.441m 2019/20. In addition, £21.487m was spent from BRRP.

***Recommendations***

4. That you note the progress made on the schemes previously given programme entry status, as set out in the accompanying composite report.

***Other Implications***

***Risk Management***

5. The delegation of programme management responsibilities to the LEP/BLTB brings risks. The well-established scrutiny given by both BST(O)F and BLTB meetings is designed to mitigate that risk.
6. There will be an element of risk for scheme promoters who invest in developing their schemes to full business case stage in accordance with the approved [Assurance Framework<sup>v</sup>](#). However, there is also risk involved in not developing the schemes; that risk is that any reluctance to bring the schemes forward will result in any final approval being delayed or refused.
7. The risks associated with each scheme are monitored locally. Table 4 has been adapted to show the current risk rating of each of the schemes. Completed schemes are shown in blue.

## Financial

8. Thames Valley Berkshire LEP has been granted freedoms and flexibilities in managing the Local Growth Deal Capital Programme. This means that we will receive an annual allocation of capital within which it will be our responsibility to manage the award of LGF to individual schemes. This is a positive development for TVB LEP and recognises the confidence that government has in our governance arrangements.

*Table 1: Available Finance for Transport Schemes in TVB Local Growth Deal and BRRP*

<b>£m</b>	<b>2015/16 – 2020/21</b>
LTB previously approved	14.5
Growth Deal 1	56.1
Growth Deal 1 “DfT Major Schemes”	24.0
Growth Deal 2	7.5
Growth Deal 3	33.8
<b>Local Growth Deal Total</b>	<b>135.9</b>
<b>BRRP 2018/19 and 2019/20</b>	<b>36.0</b>
<b>Grand Total</b>	<b>171.9</b>

9. The profile and status of the available money in each year is as follows:

*Table 2: Local Growth Deal and BRRP Financial Allocations by Financial Year*

<b>£m</b>	<b>2015/16</b>	<b>2016/17</b>	<b>2017/18</b>	<b>2018/19</b>	<b>2019/20</b>	<b>2020/21</b>	<b>Total</b>
Combined Growth Deal 1, 2, 3 and LTB Allocation <b>approved</b>	14.7	16.5	15.1	8.8	12.4	-	<b>67.6</b>
Growth Deal 1 (DfT Major Schemes) <i>indicative</i>	-	-	-	0.9	22.1	1.0	<b>24.0</b>
Combined Growth Deal 1, 2 and 3 LTB Allocation <i>indicative profile</i>	-	-	-	-	-	44.3	<b>44.3</b>
Local Growth Deal Total	<b>14.7</b>	<b>16.5</b>	<b>15.1</b>	<b>9.7</b>	<b>34.5</b>	<b>45.3</b>	<b>135.9</b>
BRRP	-	-	-	<b>11.5</b>	<b>10.0</b>	<b>14.5</b>	<b>36.0</b>
Grand Total	<b>14.7</b>	<b>16.5</b>	<b>15.1</b>	<b>21.2</b>	<b>44.5</b>	<b>59.8</b>	<b>171.9</b>

10. The breakdown of types of projects with allocated LGF and BRRP monies is shown below:

*Table 3: Breakdown of schemes by type by funding allocated*

<b>£m</b>	<b>LGF</b>	<b>BRRP</b>	<b>Total</b>
MRT / P&R projects	23.5	21.1	44.6
Railway projects	30.7	-	30.7
Highway improvements	24.6	-	24.6
Unlocking direct housing	22.5	12.3	34.8
Other	10.5	1.4	12.0
DfT retained	24.0	-	24
Unallocated funds	0.1	1.1	1.2
<b>Total funding</b>	<b>135.97</b>	<b>36.0</b>	<b>171.97</b>

11. Table 4 has been amended to present all project data previously shown across several tables. It shows the final award of scheme finance for 2015/16, 2016/17, 2017/18, 2018/19 and 2019/20 the provisional allocation for 2020/21, which is subject to alteration following the government's confirmation of the Local Growth Deal funding profile. It also shows Red Amber Green (RAG) risk rating and completed projects in blue, the data that LTB approval was granted or sought and any notes including when future evaluations are due.

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<sup>i</sup>[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/327587/35\\_Thames\\_Valley\\_Berkshire\\_Growth\\_Deal.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/327587/35_Thames_Valley_Berkshire_Growth_Deal.pdf)

<sup>ii</sup>[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/399438/Thames\\_Valley\\_Berkshire\\_Factsheet.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/399438/Thames_Valley_Berkshire_Factsheet.pdf)

<sup>iii</sup>[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/589268/170202\\_Thames\\_Valley\\_Berkshire\\_LEP\\_GD\\_factsheet.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/589268/170202_Thames_Valley_Berkshire_LEP_GD_factsheet.pdf)

<sup>iv</sup> <http://www.thamesvalleyberkshire.co.uk/documents?page=1&folder=192&view=files>

<sup>v</sup><http://www.thamesvalleyberkshire.co.uk/berkshire-strategic-transport-forum>

Table 4 – Local Growth Deal and BRRP Scheme Funding Profiles

Ref.	Scheme Name	Growth Deal	RAG	Notes	LTB Funding Approval	Start on Site	Completion date	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	Total
	<b>LOCAL GROWTH FUND</b>													
2.01	Newbury: Kings Road Link Road	GD 1	G		Mar-15	Oct-16	Due Jan 21	0.000	1.335	1.000	0.000	0.000	0.000	2.335
2.02	Bracknell: Warfield Link Road	GD 1	C	1-yr impact report published Mar 20	Jan-15	Feb-15	Apr 17; open Oct 18	3.500	0.000	0.000	0.000	0.000	0.000	3.500
2.03	Newbury: London Road Industrial Estate	GD 1	C	1-yr impact report published Jul 18. Delays to linked housing	Mar-15	Feb-16	Apr-17	0.500	1.400	0.000	0.000	0.000	0.000	1.900
2.04.4	Wokingham: Arborfield Cross Relief Road	DfT major	G	DfT "Large Scheme"	Jul 19 & Aug 19 via DfT	Aug-19	Due Sep 20	0.000	0.000	0.000	0.874	22.126	1.000	24.000
2.05	Newbury: Sandleford Park	GD 2	A	Completion delayed; western access unlikely to proceed	Jul-16	Aug-18	Due Sep 21	0.000	0.000	0.000	2.000	0.000	0.900	2.900
2.06	Reading: Green Park Railway Station	GD 1	AG	Additional LGF & NSF awarded. Completion delayed	Nov 14 & July 19	Mar-18	Due May 21	0.000	0.000	4.575	0.000	4.575	0.550	9.700
2.07	Bracknell: Coral Reef Roundabout	GD 1	C	1-yr impact report published Nov 17	Jan-15	Apr-15	Apr-16	2.100	0.000	0.000	0.000	0.000	0.000	2.100
2.08	Slough: Rapid Transit Ph 1	GD 1	C	1-yr impact report published Mar 20	Jul-14	Dec-15	Dec 17; buses Mar 19	3.100	2.500	0.000	0.000	0.000	0.000	5.600

Ref.	Scheme Name	Growth Deal	RAG	Notes	LTB Funding Approval	Start on Site	Completion date	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	Total
2.09.1	Sustainable Transport: NCN 422	GD 1	AG	Completion delayed	Nov-15	Jan-17	Due Jul 20	0.000	2.100	1.500	0.200	0.400	0.000	4.200
2.09.2	Sustainable Transport: A4 Cycle (with Bucks)	GD 1	C	1-yr impact report due Jul 20	Nov-15	Feb-17	Sep-18	0.000	0.483	0.000	0.000	0.000	0.000	0.483
2.10	Slough: A332 Improvements	GD 1	C	1-yr impact report due Nov 20	Nov-14	Dec-15	Sep-19	1.267	1.433	0.000	0.000	0.000	0.000	2.700
2.11	Reading: South Reading MRT phase 1	GD 1	C	1-yr impact report due Nov 20	Nov-15	Sep-16	Jul-19	0.000	2.970	0.000	0.000	0.000	0.000	2.970
2.12	Reading: South Reading MRT phase 2							0.000	0.000	1.530	0.000	0.000	0.000	1.530
2.13	Wokingham: Thames Valley Park and Ride	GD 1	AG	Completion delayed	Jul-17	Feb-18	Due Jul 20	0.000	0.000	0.000	2.000	0.900	0.000	2.900
2.14	East Reading MRT Phase 1	GD 1	Project withdrawn											
2.25	East Reading MRT Phase 2	GD 3												
2.15	Bracknell: Martins Heron Roundabout	GD 1	C	1-yr impact report due Jul 20	Jan-17	Mar-17	Apr-19	0.000	0.200	2.700	0.000	0.000	0.000	2.900
2.16	Maidenhead: Station Access	GD 1	A	Highways work completed. Delay to forecourt work	Nov-17	Jan-19	Due Jan 21	0.000	0.000	0.000	0.690	1.666	1.394	3.750
2.17	Slough: A355 route	GD 1	C	1-yr impact report published Jul 18	Nov-14	Dec-15	Feb-17	2.275	2.125	0.000	0.000	0.000	0.000	4.400
2.18	Not used													
2.19	Bracknell: Town Centre Regeneration Infrastructure	GD 2	C	1-yr impact report published Mar 19	Nov-15	Apr-15	Sep-17	2.000	0.000	0.000	0.000	0.000	0.000	2.000

Ref.	Scheme Name	Growth Deal	RAG	Notes	LTB Funding Approval	Start on Site	Completion date	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	Total
2.20	Not used													
2.21	Slough: Langley Station Access	GD 2	C	1-yr impact report due Mar 21	Nov-16	Mar-18	Feb-20	0.000	0.000	1.500	0.000	0.000	0.000	1.500
2.22	Slough: Burnham Station Access	GD 2	C	1-yr impact report due Jul 20	Mar-16	Jan-17	Apr-19	0.000	2.000	0.000	0.000	0.000	0.000	2.000
2.23	Reading: South Reading MRT Ph 3-4	GD 3	A	See BRRP below.	Nov-17	Mar-18	Due Mar 21	0.000	0.000	2.250	0.090	0.000	0.000	2.340
2.24	Newbury: Railway Station	GD 3	AG	Conditional approval for additional LGF June 20	Conditional Jul 18, lifted Feb 19	Jan-19	Due Mar 21	0.000	0.000	0.000	3.630	0.000	3.061	6.691
2.25	East Reading MRT Phase 2 - See 2.14 above													
2.26	Wokingham: Winnersh Relief Road Phase 2 - See BRRP below													
2.27	Maidenhead Town Centre: Missing Links	GD 3	AG		Conditional Nov 18, lifted Sep 19	Due Sep 20	Due Apr 21	0.000	0.000	0.000	0.000	0.000	2.242	2.242
2.28	Bracknell: A3095 Corridor	GD 3	AG	Work ahead of schedule	Jul-18	Oct 18 enabling	Due Sep 21	0.000	0.000	0.000	0.200	1.800	3.519	5.519
2.29	Wokingham: Winnersh Triangle Park & Ride (was Parkway)	GD 3 resrv.	A	Car park enhancements approved June 2020; Urban realm work to be approved July 2020	Conditional Mar 19, lifted May 19	Due Nov 20	Due Sep 21	0.000	0.000	0.000	0.000	0.000	4.240	4.240
2.30	TVB Smart City Cluster – See below													
2.31	Slough: Stoke Road Area Regeneration	GD 3 resrv.	AG		Jul-19	Aug 19 enabling	Due Mar 22	0.000	0.000	0.000	0.000	1.000	6.650	7.650
2.32	Maidenhead: Housing Sites Enabling Work	GD 3 resrv.	A	See BRRP below	Conditional Jan 19	Due Sep 20	Due Apr 21	0.000	0.000	0.000	0.000	0.000	4.213	4.213



Ref.	Scheme Name	Growth Deal	RAG	Notes	LTB Funding Approval	Start on Site	Completion date	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	Total
	Ph. 1													
2.33	GWR: Maidenhead to Marlow Branch Line Upgrade	GD 3 resrv.		Project withdrawn										
2.34	Slough MRT Phase 2 – see BRRP below													
2.35	Reading: Reading West Station Upgrade	GD 3 resrv.	A	Full Approval. Issue regarding design work funding	Nov-19	Due Oct 20	Due Dec 21	0.000	0.000	0.000	0.000	0.000	3.100	3.100
2.36	Wokingham: Coppid Beech Park and Ride	GD 3 resrv.	AG	Full Approval	Mar-20	Due Nov 20	Due Oct 21	0.000	0.000	0.000	0.000	0.000	2.400	2.400
2.37	Bracknell: A322 A329 Corridor Improvements	GD 3 resrv.	A	Full Approval. Amendment approved June BLTB	Nov-19	Due Jan 21	Due Mar 21	0.000	0.000	0.000	0.000	0.000	0.400	0.400
2.38	Theale Station Upgrade	GD 3 resrv.	A		Conditional June 20	Due Dec 20	Due Mar 22	0.000	0.000	0.000	0.000	0.000	4.000	4.000
2.39	Wokingham: Coppid Beech northbound on-slip widening	GD 3 resrv.		Project withdrawn										
2.40	Windsor: Town Centre Package	GD 3 resrv.	A	Programme Entry Stage	Due Jan 21	Due Mar 21	Due Apr 21	0.000	0.000	0.000	0.000	0.000	1.563	1.563
2.41	Not used													
2.42	South Wokingham Distributor Road – Eastern Gateway – see BRRP below													
2.43	Wokingham: Barkham Bridge	GD 3 resrv.	G		Nov-19	Nov-19	Due Mar 21	0.000	0.000	0.000	0.000	2.100	2.136	4.236
2.44	Reading Buses: Completing the Connection	GD 3 resrv.	A	Programme Entry Stage	Due Jul 20	Due Nov 20		0.000	0.000	0.000	0.000	0.000	1.541	1.541

Ref.	Scheme Name	Growth Deal	RAG	Notes	LTB Funding Approval	Start on Site	Completion date	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	Total
2.45	Slough Langley High Street phase 1	GD 3 resrv.	AG		Conditional June 20	Due Dec 20	Due Mar 21	0.000	0.000	0.000	0.000	0.000	1.324	1.324
2.46	Slough Langley High Street phase 2	GD 3 resrv.	A		Due July 20	Due Dec 20	Due Mar 21	0.000	0.000	0.000	0.000	0.000	1.033	1.033
N/a	Independent assessment costs	GD 3 resrv.	N/a					0.000	0.000	0.000	0.000	0.000	0.045	0.045
					<b>Predicted Spend</b>			<b>14.742</b>	<b>16.546</b>	<b>15.055</b>	<b>9.684</b>	<b>34.567</b>	<b>45.311</b>	<b>135.905</b>
					<b>Unallocated Funds</b>									<b>0.065</b>
2.30	TVB Smart City Cluster	LGF	A	Part funding moved to BRRP	Nov 17 by LEP Board	Jan-18	Due Dec 20	0.000	0.000	0.083	0.255	0.802	0.300	1.440
<b>BUSINESS RATES RETENTION PILOT</b>														
Ref.	Scheme Name	Growth Deal	RAG	Notes	LTB Funding Approval	Start on Site	Completion date	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	Total
<b>Capital Projects</b>														
2.23	Reading: South Reading MRT Ph 3-4	BRRP	A	See 2.23 LGF above	Nov-17	Mar-18	Due Mar 21	0.000	0.000	0.000	7.808	0.000	0.000	7.808
2.26	Wokingham: Winnersh Relief Road Phase 2	BRRP	G	Phase 1 privately funded Moved from LGF.	Conditional Nov 18, lifted Feb 19	Jan-19	Due Dec 20	0.000	0.000	0.000	3.000	3.260	0.000	6.260
2.32	Maidenhead: Housing Sites Enabling Work Ph. 1	BRRP	A	See LGF above	Conditional Jan 19	Due Sep 20	Due Apr 21	0.000	0.000	0.000	0.000	0.000	1.068	1.068
2.34	Slough MRT Phase 2	BRRP	A		Jan-19	Aug-19	Due Mar 21	0.000	0.000	0.000	0.000	1.000	12.300	13.300

Ref.	Scheme Name	Growth Deal	RAG	Notes	LTB Funding Approval	Start on Site	Completion date	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	Total
2.42	South Wokingham Distributor Road – Eastern Gateway	BRRP	AG	On site	Nov-19	Oct-19	Due Apr 21	0.000	0.000	0.000	0.000	5.000	0.000	5.000
2.30	TVB Smart City Cluster	BRRP	A	Additional BRRP awarded	Mar-20	Jan-18	Due Dec 20	0.000	0.000	0.000	0.000	0.293	0.284	0.577
N/a	Superfast Berkshire	BRRP	A	Moved from LGF (digital)		Jul-15	Due Mar 22	0.000	0.000	0.000	0.000	0.436	0.111	0.547
										<b>0.000</b>	<b>10.808</b>	<b>9.989</b>	<b>13.763</b>	<b>34.560</b>
<b>Capital Projects Funds Total</b>								<b>0.000</b>	<b>0.000</b>					
	<b>Revenue Projects</b>													
N/a	BLIS development	BRRP	N/a	Work completed				0.000	0.000	0.000	0.044	0.046	0.000	0.090
N/a	Business Case Preparation	BRRP	N/a	6 proposals approved				0.000	0.000	0.000	0.600	0.000	0.000	0.600
N/a	Forward Plans Team	BRRP	N/a	Proposals being developed	Mar-20	Oct-20	Mar-21	0.000	0.000	0.000	0.000	0.750	0.000	0.750
<b>Revenue Projects Funds Total</b>								<b>0.000</b>	<b>0.000</b>	<b>0.000</b>	<b>0.644</b>	<b>0.796</b>	<b>0.000</b>	<b>1.440</b>
<b>Predicted BRRP Spend</b>								<b>0.000</b>	<b>0.000</b>	<b>0.000</b>	<b>11.452</b>	<b>10.785</b>	<b>13.763</b>	<b>36.000</b>
<b>Unallocated BRRP</b>														<b>0.000</b>

12. In addition to these capital schemes, there is a further Local Growth Deal funded project called 2.30 TVB Smart City Cluster. The project delivers three key deliverables:

- a. Smart city platform: consisting of an Internet of Things (IoT) communication platform across Reading, Wokingham, West Berkshire and Bracknell and a cross-authority open data platform. This is enabling infrastructure for the delivery of a wide range of IoT technologies including traffic signal communications which will provide the revenue savings to maintain and operate the system.
- b. Challenge funded IoT solutions: grant funded IoT solutions to real Local Authority challenges which will utilise the platform. These grants will be awarded through competition and will be on the basis of co-funding.
- c. Cross authority / cross sector smart city group: This includes a Steering Group to oversee the project delivery and act as a catalyst for wider smart city debate, project development and funding.

#### Human Rights Act and Other Legal Implications

13. The [Assurance Framework](#)<sup>vi</sup> referred to above identifies the steps that scheme promoters should take in order to secure financial approval from the LTB. There are, in effect, two layers of scheme approval. The first, and primary layer rests with the scheme promoter (all the schemes referred to in this report are being promoted by Local Authorities). In order to implement the schemes in question, each promoter will need to satisfy themselves that all the legal implications have been considered and appropriately resolved. The secondary layer of approval, given by the LTB, is concerned with the release of funds against the detailed business case. The arrangements for publication of plans via the LEP and promoters' websites, the arrangements for independent assessment and the consideration of detailed scheme reports are appropriate steps to ensure that any significant Human Rights Act or other legal implications are properly identified and considered.

#### ***Supporting Information***

14. The Thames Valley Berkshire LEP website has published summary information about all its Growth Deal-funded projects, including all transport projects. Please go to Thames Valley Berkshire [Local Growth Fund](#)<sup>vii</sup> and [Business Rates Retention Pilot](#)<sup>viii</sup> e-Books.
15. There is a detailed progress report on each of the schemes in the accompanying composite report.

#### Monitoring and Evaluation

16. The Monitoring and Evaluation Plan for the Thames Valley Berkshire Growth Deal has now been agreed with government. In addition to the need for transport scheme promoters to collect and publish monitoring and evaluation reports that comply with DfT guidance for capital schemes, there will be requirements to cooperate with the overall monitoring and evaluation plan for the Growth Deal.

17. The difference between the two processes is that one concentrates on the transport impacts and the other on the economic impacts. The basic information required from each scheme promoter is set out in the scheme proformas. This requirement is less onerous for schemes under £5m Growth Deal contribution and runs to much more detail for the larger schemes.
18. For most schemes there will be little or no additional Growth Deal monitoring burden beyond that already signalled. Extra effort may be required to comply with the standard set out in the Monitoring and Evaluation plan which is “accurate, timely, verified and quality assured monitoring data”. For schemes mentioned by name in the Monitoring and Evaluation Plan (see list below) there will be a separate discussion about the duties on the scheme promoter:

2.01 Newbury: King’s Road Link Road

2.04 Wokingham: Distributor Roads Programme

2.06 Reading: Green Park Railway Station

2.08 Slough: Rapid Transit Phase 1

### ***Background Papers***

Each of the schemes referred to above has a proforma summarising its details. Both the LEP and LTB prioritisation processes and scoring schemes are also available background papers. The Monitoring and Evaluation Plan for TVB Growth Deal is also available.

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<sup>vi</sup> <http://www.thamesvalleyberkshire.co.uk/berkshire-strategic-transport-forum>

<sup>vii</sup> <https://spark.adobe.com/page/IUILL858NStY0/>

<sup>viii</sup> <https://spark.adobe.com/page/6LOjEtuDgacVm/>

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**MEETING OF THE BERKSHIRE LOCAL TRANSPORT BODY (BLTB) – THURSDAY 15 JULY 2020**

**CONTACT OFFICER: TIM WHEADON, CHIEF EXECUTIVE, BRACKNELL FOREST COUNCIL**

**ITEM 7: FINANCIAL APPROVAL 2.46 SLOUGH: LANGLEY HIGH STREET WIDENING PHASE 2**

**Purpose of Report**

1. To consider giving financial approval to scheme 2.46 Slough Langley High Widening – Phase 2.
2. Phase 1 of the scheme 2.45 Langley High Street Improvements was given financial approval at the [June 2020](#) BLTB meeting to enhance the High Street/Meadfield Junction. This new business case submission sets out the case for investment in the widening of Langley High Street to both the south and north of the junction with Meadfield Road. This scheme will provide a comprehensive solution to managing all traffic flows through the junction. It also complements a previous scheme enhancement at the adjacent junction to the north with Langley Road. A third phase is also proposed for future funding.
3. As a combined package of measures, the three schemes will deliver a step-change in provision along the Langley High Street corridor, supporting the planned closure of the parallel Hollow Hill Lane as part of the Western Rail Link to Heathrow (WRLtH), as well as enabling development growth across the corridor.

**Recommendation**

4. You are recommended to give scheme 2.46 Slough Langley High Widening Phase 2 conditional financial approval in the sum of £1,033,000 in 2020/21 on the terms of the funding agreement set out at paragraph 14 step 5 below, subject to meeting the following conditions:
  - 4.1 Slough Borough Council (SBC) to demonstrate positive discussions with the Langley Memorial Ground Trustees that result in an outline agreement for the acquisition of the land required to develop the scheme;
  - 4.2 Production of a revised, and more robust, assessment of scheme costs, post-preliminary scheme design; and,
  - 4.3 Formal confirmation (e.g. S151 Officer letter) to cover SBC funding allocation, along with confirmation that SBC will cover any potential cost overruns.

These conditions should be met at the earliest feasible date, but no later than 31st August 2020.

**Other Implications**

Financial

5. A call for bids process was undertaken in January 2020 and a list of prioritised projects were agreed at the BLTB meeting March 2020. Scheme 2.46 Slough Langley High Street Widening phase 2 is funded from this reallocation. See Appendix 1.

6. This report recommends that Slough Borough Council be authorised to draw down the capital sum £1,033,000 from the Local Transport Body funding for this scheme.
7. The funding agreement set out at paragraph 14 step 5 sets out the roles and responsibilities, reporting and auditing arrangements, timing and triggers for payments, contributions from other funders, consequences of delay, consequences of failure, claw back, and evaluation requirements at one and five years on.

#### Risk Management

8. The risk management arrangements already put in place by the Local Transport Body are as follows:
  - The [Assurance Framework<sup>i</sup>](#) has been drafted following DfT guidance and has been approved by the DfT for use in allocating capital funds for transport schemes
  - Hatch Regeneris have been appointed as Independent Assessors and have provided a full written report (see [Appendix 2](#)) on the full business case for the scheme
  - The funding agreement set out at paragraph 14, step 5 makes clear that the financial risk associated with implementation of the scheme rests with the scheme promoter.

#### Human Rights Act and Other Legal Implications

9. The scheme promoter is a local authority and they have to act within the law. Slough Borough Council will provide legal support for the BLTB, should any questions arise.

#### **Supporting Information**

10. The scheme will be carried out by Slough Borough Council.
11. In June 2020 Hatch Regeneris completed their assessment with a recommendation for conditional approval, which is attached at [Appendix 2](#).
12. The full details of the scheme are available from the [Slough Borough Council website<sup>ii</sup>](#). A summary of the key points is given below:

Task	Timescale
Feasibility, outline design and initial cost estimates	January 2020
Public engagement	July 2020
Construction	December 2020
Completion	Early 2021

Activity	Funder	Cost (approx)
Major scheme funding	Berkshire Local Transport Body	£1.033m
Council contribution	Slough Borough Council capital programme	£0.207m



<b>Total</b>		<b>£1.240m</b>
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13. The table below sets out the details of this scheme's compliance with steps 1-5 of paragraph 14 of the full [Assurance Framework](#)<sup>iii</sup>.

<b>Assurance Framework Check list</b>	<b>2.45 Slough Langley High Street Widening - Phase 2</b>			
	<p>This business case submission sets out the case for investment in the widening of Langley High Street to both the south and north of the junction with Meadfield Road and will provide a comprehensive solution to managing all traffic flows through the junction. As a combined package of measures, the three schemes will deliver a step-change in provision along the Langley High Street corridor, supporting the planned closure of the parallel Hollow Hill Lane as part of the Western Rail Link to Heathrow (WRLth), as well as enabling development growth across the corridor.</p> <p>The scheme was submitted as part of a wider scheme for Langley High Street, for inclusion in January 2020 LEP Call for Bids. The updated prioritisation methodology assessment process was used and the overall scheme was given 18 points and ranked 6th of 6 schemes submitted. The scheme has since been split into three elements, with this being phase 2 (note: it was originally referred to as phase 1).</p>			
	<b>Factor</b>	<b>Raw score</b>	<b>Weighting</b>	<b>Weighted score</b>
	Strategy	3	1.5	4.5
	Deliverability	1	2	2
	Economic Impact	2	4	8
	TVB area coverage	2	1	2
	Environment	1	1	1
	Social	1	0.5	0.5
	Total			18
Step 2: Programme Entry: evolution of the scheme from outline proposal to full business case, external view on the business case, and independent assessment (See paragraphs 15 and 16)	<p>The scheme became part of the approved forward pipeline by the BLTB on <a href="#">12 March 2020</a><sup>iv</sup> (minute 33 refers).</p> <p>The <a href="#">Slough Borough Council website</a><sup>v</sup> holds the latest details of the full business case, including the VfM statement certified by the senior responsible officer.</p> <p>Any comments or observations on the scheme received by either TVB LEP or Slough Borough Council have been fully considered during the development of the scheme.</p> <p>The report of the Independent Assessor is attached at <a href="#">Appendix 2</a>. The Independent Assessor was asked to report as follows:</p>			

Assurance Framework Check list	2.45 Slough Langley High Street Widening - Phase 2
	<ul style="list-style-type: none"> <li>• Completeness – has the promoter prepared a complete Full Business Case submission, when judged against the prevailing advice from the DfT</li> <li>• Accuracy – has the promoter performed the relevant calculations and assessments accurately and without error</li> <li>• Relevance – has the Full Business Case considered all relevant matters, including use of appropriate forecasting models and planning assumptions, and has it included any irrelevant considerations such as unduly-optimistic assumptions or out of date modelling data</li> <li>• Value for Money – does the scheme promoter's Value for Money assessment comply with the prevailing DfT guidance</li> <li>• Evaluation arrangements – has the scheme promoter made provision for appropriate post-implementation evaluation of the scheme.</li> <li>• Remedies – where the independent assessment reveals a gap between the FBC supplied and the standard anticipated by the DfT guidance, then the advice for the LTB should include recommendations for remedial actions required – e.g., collection of further data, sensitivity tests on particular assumptions etc.</li> </ul>
Step 3: Conditional Approval	<p>The Independent Assessor has recommended that in this case a Conditional approval is appropriate. The three conditions are:</p> <ol style="list-style-type: none"> <li>1) SBC to demonstrate positive discussions with the Langley Memorial Ground Trustees that result in an outline agreement for the acquisition of the land required to develop the scheme;</li> <li>2) Production of a revised, and more robust, assessment of scheme costs, post-preliminary scheme design; and</li> <li>3) Formal confirmation (e.g. S151 Officer letter) to cover SBC funding allocation, along with confirmation that SBC will cover any potential cost overruns.</li> </ol> <p>These conditions should be met at the earliest feasible date, but no later than 31st August 2020.</p>
Step 4: Recommendation of Financial Approval - High Value for Money - Support of the Independent assessor	<p>The analysis contained within the Full Business Case suggests that the scheme will generate "Very High" Value for Money.</p> <p>Benefit to Cost Ratio (BCR) of 10.8 to 1, indicating the scheme should deliver 'Very High' value for money from investments.</p> <p>The recommendation is that you give the scheme Conditional Approval.</p>
Step 5: Formal Agreement - roles - responsibilities	<p>1. <u>Roles:</u> Thames Valley Berkshire LEP is a part funder of the scheme. Slough Borough Council is the scheme promoter, and is the relevant highway and planning authority.</p>

Assurance Framework Check list	2.45 Slough Langley High Street Widening - Phase 2
<ul style="list-style-type: none"> <li>- reporting</li> <li>- auditing</li> <li>- timing and triggers for payments,</li> <li>- contributions from other funders,</li> <li>- consequences of delay,</li> <li>- consequences of failure,</li> <li>- claw back,</li> <li>- evaluation one and five years on</li> </ul>	<p>2. <u>Responsibilities</u>: Thames Valley Berkshire LEP is responsible for allocating the capital finance in accordance with its Assurance Framework. Slough Borough Council is responsible for all aspects of the design, risk management, insurance, procurement, construction and implementation of the scheme, including its responsibilities as highway and planning authority, any other statutory duties, and any financial or other liabilities arising from the scheme.</p> <p>3. <u>Implementation</u>: In addition to any reporting requirements within Slough Borough Council, the scheme promoter will use the proforma supplied by Thames Valley Berkshire LEP to make reports on progress of the implementation of the capital scheme to each meeting of the BLTB until the build is complete. In particular, Slough Borough Council will report on any change in the size, scope or specification of the scheme; and on any substantial savings against the scheme budget whether achieved by such changes to the size, scope or specification of the scheme, or through procurement, or through the efficient implementation of the scheme.</p> <p>4. <u>Reporting</u>: The scheme promoter must provide accurate, timely, verified and quality assured quarterly monitoring and forecast data, which relate to defined output and outcome indicators agreed between Thames Valley Berkshire LEP and government as a condition of the Growth Deal. This scheme will not be required to participate in an evaluation as set out in the Growth Deal Monitoring and Evaluation Plan.</p> <p>5. <u>Auditing</u>: Slough Borough Council will keep financial records such that the expenditure on the scheme is readily identifiable, and if and when BEIS, DfT or other government department or the Accountable Body for Thames Valley Berkshire LEP requests access to financial or other records for the purposes of an audit of the accounts, Slough Borough Council will co-operate fully.</p> <p>6. <u>Timing and Triggers for payments</u>: See the Claim Proforma (available on request).</p> <p>7. <u>Contributions from Other Funders</u>: Slough Borough Council capital programme will contribute £207,000 in 2020/21. In the event that the scheme experiences or it is anticipated that the scheme will experience a shortfall in these contributions, Slough Borough Council will be required to notify Thames Valley Berkshire LEP of these developments. The provisions of clauses 8, Consequences of Delay; 9, Consequences of Change to the Design or Specification of the Scheme; or 10, Consequences of Failure will then be</p>

Assurance Framework Check list	2.45 Slough Langley High Street Widening - Phase 2
	<p>applied.</p> <p>8. <u>Consequences of Delay:</u> In the event that the scheme experiences minor delays to its overall Business Case programme (no more than 10 weeks), Slough Borough Council will report these delays and the reasons for them, and the proposed remedial action to the next available meeting of the BLTB. In the event that the scheme experiences major delays to its overall Business Case programme (11 weeks or longer) Slough Borough Council will be required to seek permission from Thames Valley Berkshire LEP to reschedule any payments that are due, or may be delayed in falling due because of the delay to the overall Business Case programme.</p> <p>9. <u>Consequences of Change to the Design or Specification of the Scheme:</u> In the event that Slough Borough Council wishes to change the design or specification of the scheme such the scheme delivered will vary in any material aspect from the description given in the overall business case, Slough Borough Council will be required to seek prior written consent from Thames Valley Berkshire LEP. Failing this permission, no further monies will be paid to Slough Borough Council after the change becomes apparent to Thames Valley Berkshire LEP. In addition, consideration will be given to recovering any monies paid to Slough Borough Council in respect of this scheme.</p> <p>10. <u>Consequences of Failure:</u> As soon as it becomes apparent to Slough Borough Council that it will not be possible to deliver the scheme within the current LGF programme, i.e. by the end of March 2021, written notice shall be given to the Accountable Body for Thames Valley Berkshire LEP. No further monies will be paid to Slough Borough Council after this point. In addition, consideration will be given to recovering any monies paid to Slough Borough Council in respect of this scheme.</p> <p>11. <u>Claw back:</u> If the overall scheme achieves savings against budget, these savings will be shared by Thames Valley Berkshire LEP and the other funders noted above in proportion to the amounts set out in the Financial Profile. The Accountable Body for Thames Valley Berkshire LEP reserves the right to claw back any amounts of grant that have been spent on purposes other than the scheme as approved and any repayments due as a consequence of changes to the design or specification of the scheme or scheme failure.</p> <p>12. <u>Evaluation One and Five Years On:</u> Slough Borough Council will produce scheme evaluations One and Five years after practical completion</p>

Assurance Framework Check list	2.45 Slough Langley High Street Widening - Phase 2
	<p>that comply with DfT guidance.</p> <p>13. <u>Other Conditions of Local Growth Funds</u>: Slough Borough Council will acknowledge the financial contribution made to this scheme through Local Growth Funds and follow the 'Growth Deal Identity Guidelines' at <a href="#">Appendix 2</a>). It will also give due regard to the Equality Act 2010 - Public Sector and with the Public Services (Social Value Act) 2012, particularly through the employment of apprentices across the scheme supply chain.</p>

### Conclusion

14. It is the conclusion of the Independent Assessor that on the basis of the strength of the strategic and economic cases, the scheme can be recommended for conditional approval as outlined.

### Background Papers

15. The LTB and SEP scoring exercise papers are available on request

## Appendix 1 - Local Growth Deal list of prioritised schemes agreed March 2020

Weighting	1.5	2	4	1	1	0.5				
Factor	SEP	Deliverable	Economic Impact	TVB area	Natural Capital	Social Value	Total Weighted score	Rank	Contribution Sought	Cumulative spend
<b>LGF Eligible Projects</b>										
Reading Buses: Completing the Connection	4.5	6	8	2	3	1.0	24.5	1	1,541,243	1,541,243
Superfast Broadband – Extension	4.5	6	8	2	1	0.5	22	2	46,920	1,588,163
2.29 Wokingham: Winnersh Triangle Park and Ride - Extension	4.5	4	8	1	2	0.5	20.0	3	1,411,142	2,999,305
2.24 Newbury: Railway Station improvements - Extension	4.5	4	8	1	1	1.0	19.5	4	640,000	3,639,305
2.30 TVB Smart City Cluster Extension	4.5	6	4	2	2	0.5	19	5	283,620	3,922,925
Slough Langley High Street (phases 1, 2 & 3)	4.5	2	8	2	1	0.5	18.0	6	4,000,000	7,922,925

## **Appendix 2**

### **Thames Valley Berkshire Local Enterprise Partnership**

### **Independent Assessment Summary Report: Langley High Street Widening**

(Langley High Street Section 1)

June 2020

[www.hatchregeneris.co.uk](http://www.hatchregeneris.co.uk)

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## **Executive Summary**

- i. This technical note provides an independent assessment of the Langley High Street Widening (Section 1) Business Case submission to the Thames Valley Berkshire Local Enterprise Partnership (TVB LEP). The scheme is promoted by Slough Borough Council (SBC).

## **Scheme Summary**

- ii. The business case submission sets out the case for investment in the widening of the High Street to both the south and north of the junction with Meadfield Road.
- iii. This scheme is directly linked to the recently approved proposal to enhance the High Street/Meadfield Junction itself and will provide a comprehensive solution to managing all traffic flows through the junction. It also complements a previous scheme enhancement at the adjacent junction to the north with Langley Road.
- iv. As a combined package of measures, the three schemes will deliver a step-change in provision along the Langley High Street corridor, supporting the planned closure of the parallel Hollow Hill Lane as part of the Western Rail Link to Heathrow (WRLtH), as well as enabling development growth across the corridor.
- v. The total scheme cost for the High Street Widening (Section 1) scheme is estimated to be £1.240 million, with £1.033 million sought from the Local Growth Fund (LGF).

## **Review Findings**

### **Conclusions**

- vi. The overall scheme is considered to align well with strategic priorities and there is an established need for the intervention, particularly in the future context of the predicted Hollow Hill Lane closure. The Strategic Case shows how the scheme will help substantially off-set the impact of traffic diverting along the Langley High Street corridor. In the absence of the Hollow Hill Lane closure, the strategic benefits of the scheme would be significantly reduced, albeit some local benefits will remain in terms of supporting local development.
- vii. Whilst the preferred scheme option is clearly demonstrated to meet two of the scheme objectives (to relieve congestion and enhance the operation of the adjacent junctions), the evidence is less definitive on whether it will meet the other objective to reduce noise and emissions along the corridor.
- viii. The overall Economic Case, whilst subject to some forecasting challenges and limitations within the traffic modelling, indicates there is a reasonable degree of likelihood that it will deliver high value for money. This will mainly be through highway decongestion benefits. Most of the wider economic, social, and environmental impacts are relatively neutral, with



some slight positives. As with the Strategic Case, the economic benefits from the scheme will be substantially reduced without the closure of Hollow Hill Lane.

- ix. There are a number of concerns over the robustness of the Financial Case presented. The original scheme costs were developed on the basis of a smaller scale scheme that only incorporated widening the section of road to the south of Meadfield Road and not to the north. As such, the scheme costs are not considered sufficiently well developed at this stage and a significant proportion of the scheme costs relate to contingency and risk.
- x. The Commercial and Management Cases are considered to be relatively succinct, but broadly compliant with requirements. They provide sufficient evidence to demonstrate that the procurement approach offers value for money within the context in which the scheme must be delivered and that there are, generally, robust measures in place to manage the delivery of the project. Since there is significant development work still to completed, the programme will need to be closely monitored and there remain a number of critical milestones, including land agreements, detailed scheme costings and consultations over removal/relocation of on-street car parking.
- xi. It is our conclusion that there is sufficient evidence presented to support the overall strategic and economic case for investment in the scheme, but only in the event that Hollow Hill Lane being closed. It has good strategic alignment and there is an established need for intervention. The overall economic case demonstrates a reasonable probability that the scheme should deliver high value for money.
- xii. There are, however, clear limitations in the detail of the scheme costs, as currently presented, and more information is required to verify that a sound financial case exists. In addition, more certainty is required around the necessary acquisition of land to accommodate the proposed scheme design.

## **Recommendations**

- xiii. On the basis of the strength of the strategic and economic cases we recommend the scheme for approval but with the following conditions:
  - SBC to demonstration positive discussions with the Langley Memorial Ground Trustees that result in an outline agreement for the acquisition of the land required to develop the scheme;
  - Production of a revised, and more robust, assessment of scheme costs, post-preliminary scheme design; and
  - Formal confirmation (e.g. S151 Officer letter) to cover SBC funding allocation, along with confirmation that SBC will cover any potential cost overruns.
- xiv. These conditions should be met at the earliest feasible date, but no later than 31st August 2020

## **1. Introduction**

- 1.1 This report provides an independent assessment of the Full Business Case (FBC) submitted by Slough Borough Council (SBC) for the widening of Langley High Street to the south and to the north of the junction with the Meadfield Road junction.
- 1.2 This scheme links directly to the recently approved proposal to enhance the High Street/Meadfield Junction itself and will ensure a comprehensive solution to managing all traffic flows through the junction. It also complements a previous scheme enhancement at the adjacent junction to the north with Langley Road.
- 1.3 The report considers the evidence presented and whether it represents a robust case for the investment of Thames Valley Berkshire Local Enterprise Partnership (TVB LEP) growth deal funds.
- 1.4 The independent assessment has applied criteria from TVB LEP assurance framework and the requirements for transport scheme business cases set out within the Department for Transport (DfT) Transport Appraisal Guidance (TAG).

### **Submitted Information**

- 1.5 The independent assessment process for the High Street Widening submission has been conducted on the following set of documentation submitted by SBC and their consultant team (Atkins):
  - Full Business Case Submission (1<sup>st</sup> July 2020)
- 1.6 In addition to these formal documents, Hatch Regeneris have engaged with SBC and their consultants in June 2020 to discuss the requirements of the business case submission and comment upon the acceptability of the proposed appraisal approach and input assumptions and parameters.
- 1.7 Whilst no formal Appraisal Specification Report or Option Appraisal Report was submitted for this project, the specification was been discussed and agreed between SBC and TVB LEP and reference to scheme optioneering is incorporated within the main pro-forma submission.

### **Report Structure**

- 1.8 This Independent Assessors Report responds to the formal submission of documentation, as well as the informal engagement process with SBC and their consultants, to provide a review of information provided, assess its suitability and robustness against TVB LEPs assurance requirements, and provide recommendations in relation to the approval of LEP funding for the proposed scheme.
- 1.9 The report is structured as follows:
  - Business Case Submission – presents a summary of the scheme elements included within the pro-forma submission, alongside the:
    - Rationale for the Scheme and Strategic Fit (Strategic Case),
    - Value for Money (Economic and Financial Cases); and

- Deliver and Risk (Commercial and Management Cases).

1.10 It also sets out the recommendations to the LEP Local Transport Body relating to the suitability of the scheme for funding.

## **2. Business Case Submission**

### **Overview**

- 2.1 The full business case submission sets out the case for investment in widening Langley High Street to the south and north of the junction with Meadfield Road. The core scheme deliverables are:
- Widening Langley High Street to four lanes for approximately 150m between Meadfield Road and Elmhurst Road; and
  - Widening Langley High Street to four lanes between Meadfield Road and Langley Road
- 2.2 It should be noted that the latter element of the scheme was not incorporated within the original scheme submission but has emerged as part of the preferred scheme option within the development of the final business case. SBC are confident they have the funds available to cover the full scheme design.
- 2.3 To achieve these revisions will require land-take to the immediate west of the scheme, currently owned by Langley Memorial Ground, as well as the loss of one parking bay (enough for two cars) immediately south of Willoughby Road on the eastern side of High Street.
- 2.4 The scheme will help reduce north-south delays to traffic moving along the High Street and enhance the operation of both the Meadfield Road and Langley Road junctions. Both of these junctions are the subject of separate scheme enhancements, the latter recently completed.
- 2.5 The Meadfield Road junction improvement has recently been improved, primarily in anticipation of significant volumes of traffic being re-routed through Langley as a result of the closure of Hollow Hill Lane. This closure is proposed to support the construction of the Western Rail Link to Heathrow (WRLtH) currently being promoted by Network Rail.
- 2.6 Widening the section of Langley High Street to the south and north of Meadfield Road will both further support the delivery of WRLtH, but also provide additional transport capacity along the Langley High Street Corridor to assist in the delivery of future growth aspirations.
- 2.7 It should also be noted that SBC have aspirations to deliver further enhancements to the High Street corridor to the north of the Langley Road junction. This will further complement the on-going package of measures across the whole of the corridor, subject to funding becoming available.

### **Key Input Assumptions and Parameters**

- 2.8 The overarching business case is considered particularly reliant upon the following key assumptions:
- Outputs from LINSIG local junction models of a 'Reference Case' scenario and 'With Scheme' scenario, as follows:
    - 'Reference Case' scenario includes the approved Langley High Street (Section 2) Scheme to signalise the junction between High Street and Meadfield Road
    - 'With Scheme' scenario includes the additional Langley High Street (Section 1) Scheme with widening of the High Street approaches to the junction
    - 2028 forecast traffic flows (with background growth) and with Hollow Hill Lane closed taken from strategic traffic model
  - Annualisation factors:
    - 253 days per year
  - Scheme opening year = 2021
  - 60-year benefits appraisal period
  - Costs and benefits discounted to 2010 prices
  - Values of time:
    - Business trips = £17.689
    - Commuting trips = £9.953
    - Leisure trips = £4.543
  - 15% Optimism Bias

### **Independent Assessor Comment**

- 2.9 The use of the LINSIG models is considered appropriate for assessing the highway user impact on the surrounding highway network; however, the details of the model are not provided and so we are not able to verify how these models have been constructed. It is recognised that there are some limitations to the modelling tools, and that these will have some impacts upon the overall robustness of the outcomes of the assessment, that will need to be taken into account.
- 2.10 The use of outputs from the strategic model to inform the 2028 future year scenario within the local junction modelling is considered an acceptable approach. It is, however, recognised that it does not permit a dynamic assessment of traffic re-routing on the basis of delays experienced at the junctions on the High Street. As is described below (in the Value for Money section) this will have implications upon the ability for the local junction models to accurately assess the extent of future year delays at the model.
- 2.11 It is understood that the baseline 2018 junction model has been utilised to profile the impact of the scheme. Whilst it would be standard practice to have a model that represents the opening scheme year (in this case 2021), the use of the 2018 model is considered acceptable.
- 2.12 The annualisation factors, the appraisal period and the discount period are all acceptable.
- 2.13 The level of optimism bias, at 15%, is considered appropriate given the level of detailed understanding of scheme costs at this stage.

- 2.14 The submission does not make it explicitly clear on when it has been assumed that Hollow Hill Lane will close. Whilst we acknowledge that a formal date remains unknown, any assumption on the date will affect the Economic Case, as the profile of benefits will be significantly greater after it is closed, in comparison to before. This is considered further within the section on the Economic Case.

### **Rationale for the Scheme and Strategic Fit (Strategic Case)**

- 2.15 The Pro-forma document sets out the background to the scheme and an overview of the wider issues of the area. This includes the strategic importance of the WRLtH project, that this scheme will support, as well the current COVID-19 context and how the scheme can contribute to short and longer-term objectives, including passive provision for future cycle lanes and public transport provision along the corridor.
- 2.16 The key policy context is highlighted in relation to TVB Strategic Economic Plan (SEP), the Berkshire Local Industrial Strategy (BLIS), as well as local Slough Borough Council strategies and policies. The alignment of the core scheme objectives against these strategic policy documents is also set out.
- 2.17 The rationale for the scheme is established, based upon the context of Langley Village and surrounding areas. It is set out how the scheme represents an extension of both the previous works to improve junctions at Station Road / Waterside Drive and High Street / Station Road / Langley Road, as well as the recently approved High Street / Meadfield Road junction improvements.
- 2.18 It is set out that the scheme will provide short-term improvements to traffic conditions but also support the longer-term impact of the closure of Hollow Hill Lane. The impact of the proposed closures of Hollow Hill Lane (to enable the strategically important WRLtH) is set out, with traffic forecast to re-distribution to the High Street, creating additional congestion and delay through Langley. As well as addressing congestion, the scheme is also needed to alleviate safety concerns.
- 2.19 Evidence to support the need is presented from an experimental closure of Hollow Hill Lane in 2016. Strategic transport model outputs also demonstrate the impact of diverted traffic from the closure upon potential traffic volumes along Langley High Street.
- 2.20 Specific network performance issues along the High Street are considered utilising a local junction model. Reference is made to the analysis work using LINSIG software for the High Street / Meadfield Road junction scheme. This demonstrated the worsening of the underlying performance of the junction with the closure of Hollow Hill Lane and the extent to which the junction improvements reduced delays. Even with the junction improvements, some delays were forecast to remain on the High Street. The impact of the Section 1 Widening is then presented demonstrating significant reductions in these delays on the High Street.

- 2.21 The scheme details are set out describing how it complements the on-going programme of work along the corridor. The widening between Langley Road and Meadfield Road will incorporate two southbound lanes, alongside the existing two northbound lanes. The widening between Elmhurst Road and Meadfield Road will provide two-lanes in each direction with a central median. This requires land-take from the Memorial Gardens, as well as the removal of one parking bay (enough for two cars) immediately south of Willoughby Road on the eastern side of High Street. The scheme will also create passive provision to turn one lane in each direction into a cycleway in the future. A draft feasibility design drawing is provided.
- 2.22 The extent to which the scheme will overcome barriers to growth is set out. This highlights the strategic importance of the Langley High Street corridor and how congestion will inhibit growth. It outlines a range of development opportunities along the corridor, as well as considering the Covid-19 recovery.
- 2.23 The alternative scheme options are described in terms of alternative routings to address the closure of Hollow Hill Lane, shifting demand to public transport, as well as other capacity enhancements for the High Street. The preferred scheme options is concluded to be the most feasible option to accommodate the additional traffic anticipated as a result of the Hollow Hill Lane closure.
- 2.24 The consequences of a 'do-nothing' option are presented highlighting the increased levels of congestion and the negative impact this will have upon economic and environmental outcomes.
- 2.25 Slough Borough Council is identified as the sole partner for the scheme, but a range of other organisation are identified as key stakeholders. The Memorial Park Trust are a key stakeholder as they have responsibility for the Langley Park Memorial Recreation Ground from which the scheme requires land-take. Only preliminary discussions have taken place to-date.

### **Independent Assessor Comment**

- 2.26 The Strategic Case is considered to presents a reasonably robust overview of the issues and preferred solution for enhancing highway provision to alleviate current issues of congestion, as well as the negative impacts associated with the future closure of Hollow Hill Lane, even with the committed improvements to the High Street / Meadfield road Junction.
- 2.27 The policy context is well-established, with reference to key local policy documents (SEP and BLIS) and how the scheme outcomes will align. It is shown how the scheme supports policies to enhance access to education and improve local air quality around educational facilities, as well as help enhance strategic transport provision and unlock housing development and encourage vibrant town centres.
- 2.28 The section on rational for the scheme does not specifically present evidence to document the current issues of congestion but does go on to demonstrate that, even with the High Street / Meadfield Road Junction Improvements tthe closure of Hollow Hill Lane by 2028 will cause significant traffic queues, particularly on the southbound approach to the Meadfield

Road Junction. This is sufficiently evidenced through the discussion of the impact of a trial closure, plots of traffic delays, and the outputs of the local junction modelling. There is limited evidence presented around how the scheme will improve safety.

- 2.29 The strategic importance of the Langley High Street corridor is sufficiently evidenced within the barriers for growth section, including the development opportunities within the local surrounds.
- 2.30 The options assessment process demonstrates that alternative mitigation solutions to the closure of Hollow Hill Lane have been considered at both a strategic and local level and there is sufficient rationale for the identification of the preferred scheme option.
- 2.31 The impact of not changing reiterates the congestion and delays that will occur and the type of impact upon local social and economic activity.
- 2.32 A set of three scheme objectives are presented, albeit there is no specific section explaining how these objectives have been developed. They are focused on relieving congestion; mitigating future impacts of noise, air quality, and emissions; and enhancing the operation of the adjacent junctions. Each aspect is referenced throughout the rationale for the scheme and are considered an appropriate set of objectives for the scheme.
- 2.33 Whilst there is sufficient evidence presented that the preferred scheme option will relieve congestion and enhance the operation of the two adjacent junctions, it is less certain that the scheme will have a positive impact upon noise, air quality and emissions. Whilst reducing levels of standing traffic and improving the flow of vehicles could reduce noise and emissions, there is also the potential for the increased capacity to encourage more private vehicle trips along the corridor. The level of detailed modelling presented is insufficient to draw any firm conclusions on whether the 2nd objective is likely to be met.
- 2.34 Whilst there are no specific measures of success presented within this section there is sufficient evidence to demonstrate that reducing delays and improving journey times along the High Street will be key outcomes. This is confirmed in Table 3 where the expected benefits are stated as: journey time savings; journey quality; physical activity; accidents; and air quality and noise impacts. Given that the closure of Hollow Hill Lane has yet to occur, it will be challenging to establish a clear reference case baseline against which to assess success.
- 2.35 Whilst no specific constraints or inter-dependencies have been identified it is clear that the overall need for the scheme is highly dependent upon the closure of Hollow Hill Lane as part of the WRLtH project. If the WRLtH were not to progress, the strategic case for this scheme will be significantly reduced. Significant land acquisition is also required for the scheme and it is understood that discussion are only at a preliminary stage with the trustees for the land. There is also a need to move one existing on-street parking bay. These could both create some constraints on the project.
- 2.36 The list of key stakeholders appears comprehensive, although no detail is presented around the level of engagement undertaken to date. It is suggested that the scheme is well

supported amongst these stakeholders, but it is unclear what level of wider support amongst local businesses and residents there is for the scheme.

### **Value for Money (Economic and Financial Case)**

- 2.37 The Value for Money section describes the direct and wide outputs the scheme will deliver and presents the funding requirements.
- 2.38 The economic case is set out into terms of the anticipated direct outputs of the scheme in relation to journey time savings; journey quality; physical activity; accidents; and air quality and noise impacts.
- 2.39 The scheme is also anticipated to facilitate wider impacts by unlocking future housing development, enhancing urban connectivity and supporting the creation of jobs and businesses. Specific potential outcomes are detailed in Table 4 in terms of new housing dwellings, employment space, and jobs the scheme could facilitate.
- 2.40 The approach to assessing the potential journey time savings is set out. This describes the use of outputs from local junction traffic models and a bespoke Spreadsheet Model Tool to calculate the economic benefits generated. This includes the parameters applied.
- 2.41 Outputs from the local junction modelling are presented within an appendix showing flows and delays at the junction in 2028, AM and PM Peaks.
- 2.42 The approach to identifying the housing and employment indirectly attributable to the scheme is discussed, including the inter-dependencies with the need for further capacity enhancements along the Langley High Street corridor.
- 2.43 Further wider outcomes are set out in terms of journey quality (slight positive impact), accidents (neutral impact), air quality and noise (neutral impact), and network capacity (moderate positive).
- 2.44 The financial case is set out, with the overall capital cost requirements (£1.240m) presented and the level of LGF sought (£1.033m). The remaining £207,000 will be contributed by SBC.
- 2.45 The scheme costs currently include no specific allowance for the widening between Langley Road and Meadfield Road. This element of the scheme was not part of the original Section 1 design and has only been added once the outcomes of the local junction modelling were known. It is stated that this element of the costs can be covered through the contingency provision within this business case submission, as well as the High Street / Meadfield Road (Section 2) scheme contingency.
- 2.46 The scheme costs for the original design (Elmhurst Road to Meadfield Road widening) have been developed based upon Slough's schedule of rates and based upon the judgement of technical experts. The requirement for a high number of utilities diversions is recognised and an allowance (35% of base construction costs) is included accordingly.



2.47 Cost estimates are stated to include a risk allowance of 20%. A detailed schedule of costs that this contingency will cover is presented, which includes:

- Additional design costs associated with the widening between Langley Road and Meadfield Road;
- Potential increase in scheme cost due to the design changes;
- Additional base construction costs;
- Third Party Land cost;
- Additional time required for stakeholder engagement;
- Additional utility costs; and
- Provision for more general, unknown and unquantifiable cost uplifts (including COVID-19 impacts).

2.48 A breakdown of the scheme costs is provided in tabular format. This indicates a risk / contingency allowance of £570,000.

2.49 SBC has provided commitment to funding cost overruns.

2.50 The profile of funding package is presented, with all expenditure in 2020/21.

2.51 The overall present value of benefits, in terms of direct transport user benefits, are presented. These have been calculated using the direct outputs from the junction models and a bespoke spreadsheet tool. Overall these benefits are estimated as just over £10.9 million, in 2010 prices.

2.52 The overall present value of costs are estimated at around £1.011 million, in 2010 prices and with 15% optimism bias, giving an overall core scenario Net Present Value (NPV) for the scheme of just under £9.9 million. The accompanying Benefit to Cost Ratio (BCR) of 10.8 to 1, indicates that the scheme should deliver 'Very High' value for money from investments.

2.53 Due to some of the limitation with the static nature of the local junction modelling, a series of sensitivity tests are presented that demonstrate the outcomes if the journey time benefits are reduced by 25% and 50%. These indicate that the BCR would fall to 8.1 and 5.4 to 1, respectively.

2.54 It is stated that a detailed appraisal of environmental impacts has not been undertaken at this stage but qualitative assessments of the impact on air quality and noise (neutral), townscape (neutral), biodiversity and water environment (neutral) are considered.

2.55 In addition to the main assessment of journey quality and accidents, additional assessment of the social impacts of the scheme are considered, in terms of security (neutral), access to services (moderate positive), affordability (slight positive), severance (neutral), option/non-use values (neutral), and apprenticeships (neutral).

### **Independent Assessor Comment**

2.56 The Economic Case for the scheme is presented in terms of the direct transport users benefits that will be delivered, the wider development growth it will support, as well as the potential magnitude of environmental and social impact.

- 2.57 Some high-level information is presented in relation to the traffic modelling. The principle of using of the strategic highway model to determine the diversionary impact of the closure of Hollow Hill Lane is considered appropriate, albeit we are not able to verify the precise process that has been undertaken.
- 2.58 The principle of utilising the outputs from the strategic model to inform change of flows within local junction modelling is also considered an acceptable approach to assessing both the baseline need for the scheme, as well as the potential impacts upon congestion and delay.
- 2.59 The local junction modelling data presented in Appendix A indicates that in 2028, with Hollow Hill Lane closed, and both the High Street Langley Road and High Street / Meadfield Road Improvements, but without the High Street Widening, a significant amount of delay is forecast to occur across both junctions in the PM Peak (209 hours). Whilst less in the AM Peak, there is still forecast to be 67 hours of delay through the junctions.
- 2.60 A more detailed presentation of this delay in Table 3 indicates that it is the southbound approach to the Meadfield Road junction where the majority of delay is caused. The extent of the delay may, in reality, cause some traffic to re-route rather than sit in traffic queues; however, this impact cannot be captured within the local junction modelling work and so there may be some subsequent over-prediction of the benefits of the scheme. The sensitivity tests presented by SBC provide a useful understanding of how lower levels of delay would affect the value for money of the scheme. We consider the outcomes of the sensitivity test are likely to present a more accurate assessment of the overall value for money of the scheme.
- 2.61 The introduction of the widening scheme reduces delay in the PM Peak to just 42 hours across the two junctions, whilst delay in the AM Peak falls to 50 hours. This demonstrates that the majority of benefits for the scheme will be derived within the PM Peak. Furthermore, the majority of benefits specifically relate to relieving congestion on the southbound approach to the Meadfield Road junction.
- 2.62 It is understood that two model years (2018 and 2028) have been utilised for the economic analysis with the two scenarios:
- Reference Case: includes the approved Langley High Street (Section 2) Scheme to signalise the junction between High Street and Meadfield Road
  - 'With Scheme' scenario includes the additional Langley High Street (Section 1) Scheme with widening of the High Street approaches to the junction
- 2.63 The 2018 model utilises base model demand passing through the junction, whereas the 2028 model incorporates forecast underlying traffic growth and the impact of the closure of Hollow Hill Lane.
- 2.64 A linear profile has been assumed in terms of traffic growth between the two years (see orange line in diagram). In reality the increase in traffic flow will more closely correlate with the closure of Hollow Hill Lane (see dotted line).

- 2.65 Given an actual date when Hollow Hill Lane will close is currently unknown, the linear profile applied is considered acceptable and should not unduly impact the analysis.
- 2.66 The assessment of wider impacts provides a useful overview of the aspirational development growth that is planned within the Langley High Street corridor and the need for transport capacity to support this development. Whilst the forecast housing, jobs, employment floorspace presented within Table 4 appear to relate to the Langley Business Park development, the specific link to the scheme is not explained; however, since this is not claimed as a direct outcome of the scheme it does not affect the overall assessment of value for money.
- 2.67 The stated slight positive impact of the scheme upon journey quality appears logical in the context of the delays forecast in the reference case scenario. However, as discussed above, the full extent of these delays may not occur in reality and so the journey quality impacts, whilst still positive, could be of a lower magnitude.
- 2.68 The levels of accidents between Elmhurst Road and Meadfield Road are reported as relatively low (two over the last five years) and so the potential for accident benefits is relatively low. The increase in lane capacity may be a disadvantage to non-motorised users (cyclists and pedestrians) unless specific provision is made for these users. The conclusion that the scheme will have a neutral impact could be considered a little optimistic; however, it will depend upon the final detailed design of the scheme.
- 2.69 As SBC acknowledge, a full environmental assessment has not been undertaken and so no definite conclusions can be drawn about the impact of the scheme upon air quality and noise. The current conclusion that impacts will be neutral appears reasonable, albeit actual impacts may be either slightly negative if the scheme encourages additional traffic to use the route.
- 2.70 The evidence is clear that the scheme will deliver significant additional network capacity along the corridor, with the potential to benefits all road users, depending upon how this capacity is utilised over time.
- 2.71 It is understood that the scheme costs have been developed on the basis of an original proposals to widen the section of the High Street from Elmhurst Road to Meadfield Road. As such, a detailed assessment of the potential costs for the widening of the section from Meadfield Road to Langley Road has not been undertaken to-date.
- 2.72 Even with the original scheme costs, a detailed breakdown of the base construction costs is not presented, albeit it is acknowledged that these have been developed through standard industry practices and with SBC's schedule of rates. The inclusion of preliminaries, overheads and profit, and professional fees demonstrates that the development requirements for the scheme have been taken into account. Further detailed development of base construction costs still needs to occur.

- 2.73 It is recognised that there is a known, and substantial, risk of utilities works being required. It is unclear precisely what basis has been used to estimate the allowance of 35% of base construction cost for utilities works and so there may remain some risk that this value could be higher. C3 utilities enquiries have yet to be undertaken and will provide additional insight into the scale of any potential costs.
- 2.74 The £540,000 contingency budget is considered to represent a substantial proportion of the budget. Whilst this would typically provide confidence that the budget is unlikely to be exceeded, it is also recognised that some of this contingency is required to cover the base construction costs for the Meadfield Road to Langley Road section of widening that has yet to be costed. There are also a number of other substantial risk elements identified that are likely to require significant proportions of the contingency.
- 2.75 It is not considered standard practice for a scheme at Full Business Case stage of development to have scheme costs with such a significant proportion allocated to contingency (around 45% of the total budget is unallocated to any specific costs). This indicates there is relatively poor understanding of scheme costs at this stage. The scale of design change indicated should not, typically, take place post submission of the full business case.
- 2.76 It will be important for TVB LEP to have a full understanding of how the scheme is developed going forward.
- 2.77 It should be recognised that there is no reference to additional maintenance costs associated with the delivery of the widening scheme, but it is assumed that these would be absorbed within the SBC's annual maintenance budget.
- 2.78 The profile of the funding package is straightforward and commits SBC to deliver the scheme within 2020/2021. A specific commitment is given from SBC to cover any cost overruns in the event that they occur, albeit this is not officially evidenced through a S151 Officer statement.
- 2.79 The business case submission does not include standard Transport Economic Efficiency, Public Accounts, or Analysis of Monetised Costs and Benefits tables and so it is not feasible to comment upon the details of the monetised value for money assessment. The core scenario assessment, which include a 15% optimism bias on capital costs, appear to demonstrate that the scheme will deliver very high value for money. Due to the limitations of the modelling tools applied in the analysis (as discussed in Section 2.10) it may be unlikely that this level of benefit to cost ratio (BCR) will be achieved.
- 2.80 The results presented within the sensitivity tests are considered to offer a more likely insight into the actual outturn BCR that will be achieved by the investment. Whilst there is insufficient information to judge accurately what BCR will be achieved, we can have a high degree of confidence that it will be in excess of 2 to 1 and so the scheme can be considered to deliver 'high' value for money.
- 2.81 It should be reiterated that the high value for money from investment is only likely to occur in circumstances where Hollow Hill Lane is closed. If, for any reason, this closure were not to

occur, then we could have no certainty what outturn BCR for the scheme would be generated.

- 2.82 It is recognised that the scale of the scheme does not, in general terms, warrant a full environmental assessment and so the approach adopted by SBC is considered acceptable. In addition to air quality and noise (discussed above in Section 2.68), the stated neutral impact on the scheme upon townscape is considered to be dependent upon the final scheme design. There is a risk that the proposed central median, even if planted with trees, may not replicate the same visual standards and amenity as the grounds lost within the Memorial Garden. The evidence to support the position that there is no requirement to assess the impact upon historic environment is limited but there is no specific understanding of any heritage assets that will be affected by the scheme.
- 2.83 For a scheme of this type, that will reconfigure the highway and require some land take, we would anticipate the need to consider potential impacts upon biodiversity and water environment. Whilst no detail is presented within the business case submission, SBC's reference to an initial assessment provides some justification to their conclusion that the impact will be neutral; however, we would expect this to be assessed further as part of the detail design process.
- 2.84 The qualitative approach to assessing social impacts is considered acceptable. It is agreed that the scheme is unlikely to have any notable impact upon security. On the basis of the core scenario traffic modelling, the scheme could have a moderately positive impact upon access to services, but in reality, as discussed in Sections 2.10, the impacts are likely to be lower and so a slight positive rating may be more appropriate. It is accepted that the scheme could have a slight positive impact upon affordability. It is agreed that there will be neutral impact upon community severance, option / non-use values and apprenticeships.

### **Deliverability and Risk (Commercial and Management Cases)**

- 2.85 The section on deliverability and risk provides an overview of the project programme, project management arrangements, and risk.
- 2.86 The business case document reiterates that 20% local contribution will comprise of Slough Borough Council Capital Funds and states that these are considered a reliable source of funding.
- 2.87 A high-level overview of the proposed programme is presented highlighting phases of preliminary design, public information / engagement, detailed design, refinement of scheme costs, mobilisation and statutory consents, commencement of site works (December 2020), and completion of site works (early 2021).
- 2.88 Reference is made to the SBC's wealth of experience in managing capital infrastructure improvements, including High Street/ Langley Road junction adjacent to this proposed scheme.

- 2.89 Reference is made to the potential impacts of COVID-19 upon delivery and how this will be managed throughout the process, including ensuring safe on-site working.
- 2.90 There is also a specific acknowledgement that more detailed scheme cost information will need to be provided to the TVB LEP by September 2020.
- 2.91 It is indicated that the construction works will be directly assigned to SBC's Direct Service Organisation (DSO) (Contractors), as an extension to both the High Street / Langley Road junction scheme and the original Langley Station and Access Improvements scheme. Contracts are also likely to mirror the structure previously used. This procurement process is stated to have provided a high quality and efficient service, with resources readily available to be mobilised at short notice. SBC deems it appropriate not to engage in any new, competitive procurement process.
- 2.92 The project management arrangements are described, including reporting protocols, and are stated to reflect the previous governance for the Langley High Street schemes that have worked effectively.
- 2.93 A summary of the key strategic risks identified for the scheme are presented, with mitigating actions set out. As well as issues relating to COVID-19, key scheme risks relate to: utilities costs, land acquisition, any environmental issues within the Memorial Ground, scheme design changes, impact on parking, planning/consultation objections, cost increases, and delays/cancellation to WRLtH.

#### **Independent Assessor Comment**

- 2.94 The section on deliverability and risk, whilst relatively succinct, provides some useful confirmation of the measures in place to successfully deliver the project by March 2021.
- 2.95 Whilst it is generally accepted that SBC will be a reliable source of match-funding, no commitment from the S151 Officer is formally made with the submission.
- 2.96 The programme provided is very high-level in nature but appears reasonable, in terms of general time periods permitted. There are clearly some potential external project risks, in terms of engagement with the Memorial Ground Trustees to reach a land agreement and utilities works, that could significantly affect the programme and which the project team will have limited ability to control.
- 2.97 The recent works along Langley High Street provide strong examples of SBC's experience in successfully delivering highway infrastructure schemes.
- 2.98 It is recognised that the direct award of the contract through the SBC's DCO is the most efficient way of taking the project forward quickly and has enabled previous projects to be successfully delivered. Based upon the information presented it is challenging to conclude whether it represents the best value for money procurement approach but, given the timescales for deliver, it would appear to represent a prudent solution.

- 2.99 The project management arrangements, whilst not presented in any detail, appear sensible and have successfully delivered previous projects within the same corridor.
- 2.100 The risk register is considered to provide a sufficient amount of detail around both specific risks, as well as mitigating measures. It is recognised that this is a relatively standard highway engineering project, albeit it requires a significant element of land acquisition for which negotiations are not far developed. There is also the need to remove a limited number of parking bays, and the potential for substantial utilities works. Internal project risks include the detailed design process and development of final scheme costs. All of these elements have the potential to significantly affect the programme for delivery, as well as the cost, but these risks appear to be well understood by SBC and will be managed accordingly.
- 2.101 There is limited discussion of programme and project dependencies.
- 2.102 The details of the communication and/or stakeholder management processes are not described in any detail.
- 2.103 There is no discussion of benefits realisation planning or monitoring and evaluation.

## **Conclusions and Recommendations**

### **Conclusions**

- 2.104 The overall scheme is considered to align well with strategic priorities and there is an established need for the intervention, particularly in the future context of the predicted Hollow Hill Lane closure. The Strategic Case shows how the scheme will help substantially off-set the impact of traffic diverting along the Langley High Street corridor. In the absence of the Hollow Hill Lane closure, the strategic benefits of the scheme would be significantly reduced, albeit some local benefits will remain in terms of supporting local development.
- 2.105 Whilst the preferred scheme option is clearly demonstrated to meet two of the scheme objectives (to relieve congestion and enhance the operation of the adjacent junctions), the evidence is less definitive on whether it will meet the other objective to reduce noise and emissions along the corridor.
- 2.106 The overall Economic Case, whilst subject to some forecasting challenges and limitations within the traffic modelling, indicates there is a reasonable degree of likelihood that it will deliver high value for money. This will mainly be through highway decongestion benefits. Most of the wider economic, social, and environmental impacts are relatively neutral, with some slight positives. As with the Strategic Case, the economic benefits from the scheme will be substantially reduced without the closure of Hollow Hill Lane.
- 2.107 There are a number of concerns over the robustness of the Financial Case presented. The original scheme costs were developed on the basis of a smaller scale scheme that only incorporated widening the section of road to the south of Meadfield Road and not to the north. As such, the scheme costs are not considered sufficiently well developed at this stage and a significant proportion of the scheme costs relate to contingency and risk.

- 2.108 The Commercial and Management Cases are considered to be relatively succinct, but broadly compliant with requirements. They provide sufficient evidence to demonstrate that the procurement approach offers value for money within the context in which the scheme must be delivered and that there are, generally, robust measures in place to manage the delivery of the project. Since there is significant development work still to be completed, the programme will need to be closely monitored and there remain a number of critical milestones, including land agreements, detailed scheme costings and consultations over removal/relocation of on-street car parking.
- 2.109 It is our conclusion that there is sufficient evidence presented to support the overall strategic and economic case for investment in the scheme, but only in the event that Hollow Hill Lane being closed. It has good strategic alignment and there is an established need for intervention. The overall economic case demonstrates a reasonable probability that the scheme should deliver high value for money.
- 2.110 There are, however, clear limitations in the detail of the scheme costs, as currently presented, and more information is required to verify that a sound financial case exists. In addition, more certainty is required around the necessary acquisition of land to accommodate the proposed scheme design.

## **Recommendations**

- 2.111 On the basis of the strength of the strategic and economic cases we recommend the scheme for approval but with the following conditions:
- 1) SBC to demonstrate positive discussions with the Langley Memorial Ground Trustees that result in an outline agreement for the acquisition of the land required to develop the scheme;
  - 2) Production of a revised, and more robust, assessment of scheme costs, post-preliminary scheme design; and
  - 3) Formal confirmation (e.g. S151 Officer letter) to cover SBC funding allocation, along with confirmation that SBC will cover any potential cost overruns.
- 2.112 These conditions should be met at the earliest feasible date, but no later than 31st August 2020.

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<sup>i</sup><http://thamesvalleyberkshire.co.uk/Portals/0/FileStore/StrategicInfrastructure/StrategicInfrastructure/BLTB/Assurance%20Framework%20for%20Berkshire%20Local%20Transport%20Body%2014%20November%202013.pdf>

<sup>ii</sup> <http://www.slough.gov.uk/parking-travel-and-roads/plans-for-the-future.aspx>

<sup>iii</sup> <http://thamesvalleyberkshire.co.uk/Portals/0/FileStore/StrategicInfrastructure/StrategicInfrastructure/BLTB/Assurance%20Framework%20for%20Berkshire%20Local%20Transport%20Body%2014%20November%202013.pdf>

<sup>iv</sup> <http://www.slough.gov.uk/moderngov/ieListDocuments.aspx?CId=601&MId=5473&Ver=4>

<sup>v</sup> <http://www.slough.gov.uk/parking-travel-and-roads/plans-for-the-future.aspx>



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Appendix 3

# Langley High Street (Section 1) Carriageway Widening between Langley Road and Elmhurst Road Full Business Case

Slough Borough Council  
26 June 2020

Extension to original Langley rail station access and Harrow Market junction improvement scheme  
– LEP Ref 2.21

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## Introduction

The B470 Station Road / High Street (hereafter referred to as High Street) runs through the centre of Langley village and is a key strategic link for businesses and residents, providing access to residential properties, jobs, education and amenities. The High Street runs from Langley Station in the north to the A4 and M4 in the south and is currently a single carriageway in each direction. However, this important stretch of road is frequently subject to traffic congestion particularly during peak hours.

The scheme deliverable is the widening of the High Street carriageway between Elmhurst Road and Langley Road, from a single lane carriageway in each direction to a two-lane carriageway in each direction. The main objective of the scheme in the short term is to reduce delay to traffic along High Street, which currently experiences congestion particularly during the AM and PM peaks. Current traffic congestion negatively impacts journey quality for both private vehicles and bus service passengers and reduces the vibrancy of High Street and Langley village. In the longer-term, the widening of the carriageway will primarily support the anticipation of significant volumes of traffic being re-routed through Langley as a result of the closure of Hollow Hill Lane. The closure will sever a key north-south route linking South Buckinghamshire with Slough/Langley, to accommodate a new rail network line to Heathrow, the Western Rail Link to Heathrow (WRLtH). The rail link will significantly reduce the journey time to Heathrow however, Slough Borough Council are acutely aware that this could negatively impact traffic flows along Langley High Street if not addressed. In January 2020, a proforma application was submitted to the Thames Valley Berkshire Local Economic Partnership (TVB LEP) for funding of a package of interventions to ensure Langley High Street has sufficient capacity to accommodate an increase in traffic as a result of the Hollow Hill Lane closure, and the impact this will have on already congested roads. The package of interventions was split into three sub sections, as shown in Figure 1. In May 2020, a supplementary full business case was submitted to the TVB LEP to secure the funding of for Section 2. The TVB LEP have subsequently provisionally agreed to the funding of Section 1 subject to a more thorough business case application. This Full Business Case has been produced to present the case for the proposed widening of the High Street between Elmhurst Road and Langley Road and the appraisal that has been undertaken.

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Figure 1 - Proposed widening of High Street from Langley Station to the A4 from one lane in each direction to two lanes in each direction (Note: Section 1 is the focus on this business case).

It should be noted that the benefits and impacts associated with the proposed scheme mirror those proposed in the January 2020 submission, which supported a package of interventions. However, the scale of the benefits should be considered as a proportion of those proposed in the original proforma document. This document contains the economic appraisal for Section 1 only, to justify and support the Value for Money statement as per TVB LEP requirements.

## **1. Rationale for the scheme and strategic fit**

How will the scheme contribute to the delivery of Thames Valley Berkshire's Strategic Economic Plan (SEP)?

Scheme alignment with the Thames Valley Berkshire's SEP

The TVB LEP proudly promotes itself as the most productive sub-region in the UK and the key to supporting, nurturing and growing this economic powerhouse is a robust and sustainable transport infrastructure. Providing smooth and efficient movements of people and goods will not only drive growth from within Langley, Slough and the wider TVB area but will also bring outside investors into the region, thus improving economic prosperity and productivity.

The TVB LEP Strategic Economic Plan (SEP) 2015/2016 – 2022/2021 rightly states that the close proximity of Heathrow airport provides a locational advantage for the region, particularly for Slough and Langley, by ensuring residents have access to highly-skilled and high wage jobs.

Although in recent months Heathrow has been hit heavily through a combination of social and economic impacts of COVID-19 and slowing progress on the designs of the Heathrow expansion, the Council remain optimistic that the levels of passenger demand will return to their pre-COVID levels, high levels of employment will continue, and the strategic need for the expansion will remain.

Independent of the Heathrow Expansion and its anticipated growth, the Western Rail Link to Heathrow (WRLtH) will provide a step change in supporting the existing employment and organic growth within Slough and Langley by providing quick and reliable access to Heathrow. The TVB LEP's support for the WRLtH scheme is clearly articulated throughout the strategic planning documents including the SEP, the SEP Implementation Plan and the Evidence Base. This strategic support is continued through the creation of WRLtH project team and Stakeholder Steering Group, showing the TVB LEP's continued and dedicated support to the implementation of the WRLtH scheme.

Slough Borough Council appreciates the importance of this opportunity, although it is understood that improvements to the rail network should not be detrimental to other modes of transport. To deliver the WRLtH alongside the existing Great Western rail network, the road tunnel (Chequers Bridge) on Hollow Hill Lane will have to be permanently closed. As a popular commuter route, this will force traffic to use alternative routes, potentially adding a significant amount of pressure on local roads. The current level of congestion experienced along High Street is already cause for concern, but with the additional traffic anticipated as a result of the closure of Hollow Hill Lane, High Street could face significant operational issues, become uninviting and be unable to cope with the natural economic growth expected in the region. The scheme aims to support the WRLtH and

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economic prosperity in the TVB region whilst mitigating the impact that will result from the closure of Hollow Hill Lane.

In response to the growing concern of a global recession as a result of the COVID-19 pandemic, the robustness of both local businesses and corporate firms, and the support received from the LEP will be crucial to helping businesses and employees through this unprecedented and difficult time. Therefore, the TVB LEP must be confident that the scheme will contribute to the delivery of the SEP in both the short- and long-term. The SEP indicates that the growth of the economy is fundamentally shaped by the maturity of the transport infrastructure which will continue to encourage sustainable local transport networks that promote active travel. Slough Borough Council is confident that the scheme will help to develop the transport infrastructure assets through Langley, including the passive provision for cycle lanes to promote active travel in the future if deemed appropriate by the Council. The ability to convert one of the traffic lanes in the future to a cycle lane provides adaptability for the Council as it allows an understanding of the long-term shift towards active travel, or whether an increase in cycle space is a temporary consequence of the COVID-19 restrictions.

Figure 2 below highlights the key transport infrastructure surrounding the scheme, including the Slough Mass Rapid Transit (SMaRT) Phases 1 and 2 along the A4 and the M4 Smart motorway scheme to the south, Langley Station improvements, Crossrail and the proposed WRLtH.

Figure 2 - Wider geographical area showing the key transport infrastructure.

The proposed scheme, which is an extension to the original rail station accessibility and Station Road/ High Street/ Langley Road junction improvement scheme in Langley, will complement the SEP's overall vision by ensuring that:

"The ambition and creativity of our established businesses will be energised through strong, knowledge-rich, networks [and] our infrastructure will match the scale of our ambition and potential" i

Slough Borough Council recognises that TVB is in the final stages of the current SEP delivery period, and whilst the scheme is due for completion in early 2021, there is confidence that the proposal will align with the subsequent SEP by delivering improved transport infrastructure, indirectly supporting economic growth in Langley, Slough and the wider TVB district.

In addition, this scheme extension will contribute to the delivery of the following packages within the Thames Valley Berkshire's (TVB) Strategic Economic Plan (SEP):

(N.B. The text below shows how the proposed extension to the original Langley Highway improvement scheme will support the delivery of the SEP in chronological order, despite the Packages not being in numerical order.)

#### SEP Package 2: Enhancing urban connectivity

High Street is the central north-south aligned road that links businesses and residents to Langley rail station and the strategic road network (A4, M4 and M25), and is a popular through route for commuters and public services. Currently, High Street suffers from congestion during the AM and PM peaks as the High Street is the key link between residential areas and the wider road network as shown in Figure 2 above.

In the short-term, the scheme aims to reduce congestion along High Street between Elmhurst Road and Langley Road and reduce the externalities such as the negative environmental impacts that are

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associated with the slow-moving nature of congested traffic, notably noise and air quality. Both High Street/ Langley Road and High Street/ Meadfield Road junctions are popular and of strategic importance to the operation of traffic movements within Langley village, as they support east-west movements. Both have received TVB LEP funding to improve the operational performance of the junctions (Langley Road junction improvements were completed in March 2020 and Meadfield Road junction improvements has conditional funding from the TVB LEP). As the proposed scheme will deliver increased capacity on both the north and south approaches to the Meadfield Road junction, the widening of the carriageway will compliment and supplement the existing connectivity improvements along High Street.

In the long-term, this route will become increasingly important after the proposed closure of Hollow Hill Lane. Strategic traffic modelling has shown that the closure of Hollow Hill Lane will result in a re-routing of traffic onto High Street in Langley and this increased number of vehicles will make the High Street more congested. The downstream effects of this congestion threaten to impact labour supply to local businesses, access to high wage and high skilled jobs and will inhibit future economic prosperity.

It is also important to consider the importance of High Street as an access route to education facilities. Figure 3 shows the location of key education sites including Marish Primary School, Langley Hall Primary Academy and Langley College, and their close proximity to High Street.

Figure 3 - Education sites located in close proximity to the proposed widening of High Street.

It is vital that the High Street continues to provide safe and efficient access to these education facilities, supporting both Slough Borough Council's and the TVB Local Economic Partnership's investment in future generations. In addition, solving traffic congestion is expected to reduce noise and air pollutant levels which particularly ameliorate the risk for children. According to the WebTAG guidance, the locations of schools, nurseries, playgrounds, community centres, parks, open spaces and other facilities used by children, should be considered as sensitive receptors in an air quality impact analysis. Local junction modelling has forecast that the increase in traffic on Meadfield Road, which currently uses Hollow Hill Lane, will adversely affect the flow of traffic along High Street, resulting in long delays for vehicles and other negative environmental impacts associated with slow moving traffic. The previously submitted business case (May 2020) for Section 2, being the signalisation of High Street/ Meadfield Road junction, will begin to address the impact of Hollow Hill Lane. However, the proposed scheme will add a two-lane northbound and southbound approach to the High Street/ Meadfield Road junction (Section 2), therefore providing additional benefit to the operation of the junction. The addition of the two land southbound approach is also seen within the local junction modelling to provide benefit to the High Street/ Langley Road junction too, by way of reduced queuing and delay. The proposed scheme aims to accommodate future demand as a result of the Hollow Hill Lane closure, on the High Street between Elmhurst Road and Langley Road by enhancing the efficiency and flow of vehicle movement within Langley, thus improving access to the strategic road network.

Although the scheme does not include any direct improvements to bus services or Non-Motorised Users (NMU) infrastructure, it is important to note that introducing a two lane in each direction carriageway will provide passive provision, to allow Slough BC to turn one lane in each direction to either a bus lane or cycleway in the future. As evidence suggests, this will reduce risks for cyclists,

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and therefore have an impact on the net safety result. This would also support the long-term capacity and strategic need for the road, encouraging active and sustainable travel modes.

### **SEP Package 6: Enhancing the strategic transport network**

The SEP Implementation Plan recognises that the strategic road network is becoming increasingly constrained combined with minimal opportunities to create new roads. Therefore, the challenge is the maximise existing capacity and tackle pinch points across the network. The previously funded High Street/Langley Road junction and the proposed High Street/ Meadfield Road junction will deliver improved operational performance at two key pinch points along the High Street. However, the proposed scheme to widen the existing High Street carriageway will support the ambition to improve existing infrastructure rather than investing in new roads.

As a result of completing the Slough Mass Rapid Transit (SMaRT) Phase 1 and 2 programmes, the east-west corridor through Slough has been well developed in recent years and is beginning to transform Slough, Langley and the wider TVB district. However, north-south connections through both town centres remains both a challenge and a priority to Slough Borough Council. The scheme aims to improve the flow of traffic along High Street between Elmhurst Road and Langley Road, supporting north-south connectivity and helping to deliver SEP Package 6.

Although the proposed scheme aims to delivery carriageway widening along a small section of High Street, Slough Borough Council are committed to exploring additional sources of funding to develop the scheme along the entire length of Langley High Street, between the Rail Station and the A4. As such, the benefits of increased capacity on the road and reduced congestion will be enhanced from those described within this business case and will support the development of the wider strategic transport network.

To some extent, the improved connectivity and traffic flow along High Street will also benefit the two local bus services that currently use High Street as part of their route. Bus passengers are likely to see an improvement in their journey quality as bus services will be less likely to experience congestion along Langley High Street. As a result, a number of potential benefits associated with improving bus users journey time may potentially arise (e.g. reduction in bus travel times in the urban network, and operational speed benefits including savings on fleet size requirements, fuel and labour cost, among others).

Within Package 6, the TVB LEP also indicates the importance of the WRLtH, and the need to provide certainty with regards to its early implementation. The strategic need for the WRLtH is a clear narrative throughout the Strategic Economic Plan, enhancing and supporting the growth of the strategic transport network, of which the scheme aims to support.

### **SEP Package 5: Foundations for future growth for housing, transport and utilities**

Widening the carriageway from one lane in each direction to two lanes in each direction will increase the capacity of High Street between Elmhurst Road and Langley Road. In addition to supporting the increase in demand as a result of the Hollow Hill Lane closure, the increased road capacity will support future growth in housing, businesses and retail through providing a fit-for-purpose, resilient transport network which is a key factor for potential development investors. By ensuring that High Street operates efficiently, the scheme will support the future growth in housing, businesses and retail in a sustainable manner. Although the scheme does not directly support or unlock a significant growth in housing, transport and utilities, the efficiency and

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robustness of a transport network, of which this scheme supports, underpins the foundations needed for effective and sustainable growth. The scheme will indirectly support the planned housing provision outlined in the Strategic Economic Plan (planned housing in Slough between 2006-2026 is 6,300 dwellings), including those which require up-front investments in infrastructure to achieve successful delivery.

The efficiency of High Street, particularly through the proposed scheme will support access for SMEs and residents to local and national infrastructure projects including Langley Business Centre, Crossrail, the Heathrow Airport Expansion and the wider strategic road network. The scheme's main priority of reducing current and future congestion along the High Street, will improve access to the local labour supply supporting businesses and the wider Thames Valley district. The scheme will also support and further improve the operational performance of two key junctions along High Street (Langley Road/High Street and Meadfield Road/High Street) which have both received TVB LEP funding.

### **SEP Package 1: Unlocking housing developments**

The scheme will complement the ongoing transport infrastructure improvements in Langley, the combined effects of which will help to unlock new housing developments and support the TVB SEP Implementation Plan of delivering 21,060 jobs and 10,702 houses by 2021 across the wider TVB area. This includes the collaboration between the Borough of Slough and South Buckinghamshire District Council to develop proposals for the Northern Extension. The permanent closure of Hollow Hill Lane could prove detrimental to the Northern Extension business case if local roads prove unable to cope with additional vehicles. Slough Borough Council is taking a proactive approach to ensure that the roads remain efficient, for both short term benefits of closing Hollow Hill Lane and future developments such as the Northern Extension. Thus, the proposed widening of High Street from one lane in each direction to two lanes in each direction, between Elmhurst Road and Langley Road, will prove valuable to the efficient movement of vehicles and wider housing developments.

### **SEP Package 3: Encouraging vibrant town centres**

High Streets across the UK are undergoing a radical change, primarily driven through a large shift towards online shopping. In addition, the ongoing COVID-19 pandemic is adding further strain on High Streets as retailers struggle to cope with the rapidly changing demands of social distancing and consumer confidence in shopping in store rather than online. As a result, the customer experience and public perception and ambience of High Street shopping and services, now more than ever, is vital to ensure their success in the future.

It is unlikely that a heavily congested High Street will attract and retain both businesses and consumers, thus the scheme will play an important role in ensuring the ambience of Langley High Street remains inviting. The proposed widening of High Street aims to continue to support Langley Village in retaining its status as a vibrant and prosperous town centre through the introduction of mild public realm improvements implemented as part of the scheme. The current feasibility design, found in the Appendices, includes a central reservation between the northbound and southbound carriageways, allowing for trees and shrubbery to be planted, improving the sense of place along High Street. The new carriageway will retain the current speed calming measures to ensure the safety of pedestrians and cyclists along High Street.

Alignment with other local and regional policies



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Berkshire Local Industrial Strategy (BLIS) March 2019 (Framework document for consultation)  
Local Enterprise Partnerships had been tasked with producing Local Industrial Strategies to seek to boost economic competitiveness. Thames Valley Berkshire LEP had framed the BLIS around three locally defined imperatives, as set out in section 5.2 of the document. The BLIS sets out an agenda for action under five distinct Priorities. Within this framework, the scheme will contribute to the delivery of the following priorities:

**Priority 3: International trade, connections, collaborations and investment**

International trade, connections, collaborations and investment recognises the importance of Berkshire's location in relation to Heathrow Airport and national transport infrastructure (particularly the M4 and Great Western Railway) in maintaining its economic prosperity. However, it also cites congestion and maintaining attractive places as barriers to attracting investors and innovation-focussed industries that would ensure long-term growth. The BLIS therefore supports the TVB LEP's view for the strategic need for the WRLtH – giving improved access to Heathrow– but highlights the need for congestion mitigation and placemaking measures to ensure the potential benefits are fully realised. The proposed widening of High Street from one lane in each direction to two lanes in each direction will support the economic prosperity of the local economy by alleviating congestion and reducing average delay which facilitates connectivity and investments.

**Priority 4: Vibrant places and a supportive infrastructure**

Vibrant places and a supportive infrastructure highlight the importance of sites close to railway stations and motorway junctions, and in strategic transport corridors to achieve these aims. It is anticipated that, as a result of the Hollow Hill Lane closure, the High Street will become overly congested with the redirected traffic. As the location of Langley High Street is within such close proximity to the M25 and M4, large volumes of commuter traffic could use the High Street as a shortcut, particularly if long queues are witnessed on the SRN. This scheme will support the BLIS framework by improving the flow of traffic along Langley High Street and carrying out streetscape improvements to enhance the livability of the surrounding environment.

**Slough's Five Year Plan (2020 – 2025)**

The Five Year Plan document outlines the Council's vision for Slough, the priority outcomes and the milestones towards delivering it. The Plan focuses on five priority outcomes, of which the scheme will help to deliver the following:

**Outcome 2: Our people will be healthier and manage their own care needs.**

The Five Year plan describes poor levels of physical activity as a key issue leading to particular challenges around preventable diseases such as cardiovascular health and diabetes which put pressure on the health and social care services. Whilst there are no pedestrian or cycle improvements specifically related to Section 1, the road widening is expected to provide an opportunity to provide segregated cycle infrastructure in the future. The scheme will also maintain the current pedestrian infrastructure along High Street, adjacent to the Langley Memorial Ground ensuring that residents wishing to pursue an active and healthy lifestyle have the opportunity to do so in a safe environment.

**Outcome 3: Slough will be an attractive place where people choose to live, work and stay**

This priority highlights the need to invest in infrastructure to enhance the visual appeal of the public realm, improve air pollution and promote community events to achieve the regeneration of Slough and the associated positive impacts for the community. By reducing congestion along High Street, it will become a more attractive place to work and shop. As a result, opportunities exist to increase physical activity and improve air quality through the scheme development. It will also

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reduce congestion associated with large-scale events including Slough Canal Festival and the Horticultural Show in Bloom and Lascelland Parks nearby.

**Outcome 4: Our residents will live in good quality homes**

As recognised in the plan, the opportunity for new housing development in Slough is severely limited in terms of space and the capacity of the network. Increasing the capacity of the road network in Langley would enable future housing developments to be realised, including attracting new investors into the area. However, due to the size of the scheme, it is unlikely to unlock major housing development by itself.

**Outcome 5: Slough will attract, retain and grow businesses and investment to provide opportunities for our residents**

As part of this priority, the Council aims to make the most of the benefits of the Heathrow expansion and WRLtH to maximise the growth potential of Slough and Langley. The proposed scheme supports the WRLtH by implementing mitigation measures to ensure the smooth operation of traffic through Langley as a result of the closure of Hollow Hill Lane. In addition, the priority aims to encourage modal shift towards sustainable forms of transport, of which the scheme supports in a similar argument to Priority Outcome 2.

**Slough Local Development Framework Core Strategy 2006 – 2026 (Adopted December 2008)**

The Core Strategy is the central strategic policy document in the Local Development Framework. It highlights the key issues Slough will encounter over the next 20 years, and the Council's plan to proactively address for development across the Borough. The primary themes are to enhance the transport network and encourage the use of sustainable modes of transport within the community. In order to deliver the policies, a number of Strategic Objectives have been proposed in the strategy, of which the scheme will help to deliver the following:

**Strategic Objective E: To encourage investment and regeneration of employment areas and existing town, district and neighbourhood shopping centres to increase their viability, vitality, variety and distinctiveness.** The strategy identifies congestion as a key issue that needs to be addressed because it limits development and erodes the character of town centres and residential areas. Improving congestion issues on Langley High Street will help to ease pressure on the wider road network to help to deliver this objective.

**Strategic Objective I: To reduce the need to travel and create a transport system that encourages sustainable modes of travel such as walking, cycling and public transport.** The Framework recognises the importance of local bus services for tackling congestion. With reduced congestion along High Street, passengers using bus 7 (Heathrow – Slough Town Centre), 459 (Poyle/ Iver – Heathrow), and 583 (Hedgerley – Slough) will benefit from shorter, more reliable journey times that will increase the attractiveness of the bus service.

**Slough's Third Local Transport plan 2011 – 2026**

The Local Transport Plan for Slough outlines the fifteen-year plan for the local transport network, describing how Slough Borough Council will maintain and improve transport in the borough, to align with both national and local objectives. The proposed scheme will support the following objectives outlined in the LTP:

Table 1 - Alignment of the High Street widening with objectives of Slough's Third Local Transport Plan.

Local Transport Plan Objective	Alignment with the proposed scheme
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To minimise the noise generated by the transport network, and its impacts.  
 Noise exposure leads to annoyance and impairment of quality of life. By reducing localised congestion, noise levels on High Street are expected to be reduced.  
 To achieve better links between neighbourhoods and access to the natural environment.  
 Connectivity for public transport users will be enhanced as bus services will operate with improved journey time reliability and customer experience. Likewise, supporting the WRLtH will improve connections across the wider TVB area.  
 To improve the journey experience of transport users across Slough's transport networks.  
 Bus services will experience lower travel times as a result of reduced congestion. This will improve journey experience of transport users.  
 To reduce transport CO2 emissions and make the transport network resilient to the effects of climate change.  
 Reducing the start-stop nature of congested traffic will support the reduction in transport CO2 emissions and other pollutants.  
 To facilitate the development of new housing in accordance with the LDF. New commercial and housing development will generate new demands for travel. The scheme will increase the capacity of the network, enabling it to better support future development.

### Emerging Local Plan for Slough

The emerging Local Plan for Slough aims to address key challenges Slough and Langley will encounter during the 2016-2036 delivery period, including how to tackle congestion on the road network. The new Local Plan will update the existing core strategy, site allocations, and local plan saved policies. The Planning Policy Team are currently working on the Emerging Local Plan and the preferred Spatial Strategy and its publication and adoption is still to be confirmed due to the uncertainty surrounding the proposed third runway at Heathrow Airport. In any case, the road widening, which is the focus of this funding application, aligns with both the current and emerging Local Plan to help address the issue of future congestion on Slough's roads.

### Overview of Strategic Alignment

The table below presents an overview of how the widening of Langley High Street, from a single to two-lane carriageway between Elmhurst Road and Langley Road, aligns with the policies and plans detailed in the preceding sections.

Table 2 - Alignment of the scheme with local and regional policies.

Main Scheme Objectives				
Strategic policy	Relieve localised congestion and provide potential additional capacity within the network			
Mitigate future impact of noise and air quality pollution and greenhouse gases on High Street	Provide additional benefit to the operation of adjacent junctions			
Berkshire Local Industrial Strategy (BLIS)	?			
Slough's Five Year Plan	?	?		
Slough Local Development Framework Core Strategy		?	?	?
Slough's Local Transport Plan	?	?	?	
Emerging Local Plan for Slough	?	?	?	

### What is the rationale for the scheme?

#### Scheme extension location

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Langley is a large village within The Borough of Slough, approximately two miles east of central Slough. Whilst primarily residential, Langley also includes light industrial, commercial, retail and leisure use. Key sites within Langley include the Langley Hall Primary Academy & Langley College, Langley Park Memorial Recreation Ground, Langley Business Centre & Waterside Drive Business Park, Harrow Market and Langley Rail Station (which is on the Great Western Main Line to London Paddington and which will soon be on Crossrail, providing connectivity into London).

Langley High Street is single carriageway, with one lane in each direction. It is north-south aligned, running from the A4 Junction 5 in the south to Langley rail station in the north, and through the heart of Langley in the centre. North of this, it continues into South Buckinghamshire. It is subject to 20mph and 30mph speed limits along its extent.

To the immediate east of and running parallel to High Street is Mansion Lane / Hollow Hill Lane / Market Lane. This connects traffic from Iver in the north to Sutton Lane / M4 Junction 5 in the south and is a route used by thousands of commuters each day. Traffic surveys undertaken by Network Rail in 2015 recorded an average weekday (24 hours) flow of 7,767 vehicles (two-way). The high volume of vehicles using Hollow Hill Lane, of which a large proportion is expected to divert onto High Street as a result of the WRLtH proposal, is a key driving factor for the rationale for the proposed widening of High Street from one lane in each direction to two lanes in each direction. Figure 4 below shows the location of the scheme, alongside key geographical landmarks reported above.

This scheme is an extension to the 'original' improvement scheme developed for Langley (LEP Ref 2.21), consisting of:

1. Junction upgrade at Station Road/ Waterside Drive and accessibility improvements to Langley Rail Station (scheme delivered in 2018) shown in Figure 4.
2. In addition to the above original scheme, junction improvements (conversion of a mini roundabout to signalised junction with pedestrian crossings) at High Street/ Station Road/ Langley Road (completed on site in March 2020), shown in Figure 4.
3. In May 2020, Slough Borough Council submitted a business case application to the TVB LEP to signalise the High Street/ Meadfield Road junction as the junction was considered high priority in mitigating the impacts of the closure of Hollow Hill Lane. The TVB LEP have confirmed conditional funding for the implementation of the High Street/ Meadfield Road junction.

Figure 4 – Location of the proposed scheme, Langley Village and surrounding landmarks.  
Scheme rationale

As aforementioned, this scheme is an extension to the original improvement scheme in Langley (LEP Ref 2.21) and is primarily in response to the expected re-distribution of traffic from Hollow Hill Lane to High Street, as a result of Hollow Hill lane being permanently closed. Complementing the Section 2 scheme (High Street/ Meadfield Road signalisation), the scheme aims to provide added efficiency and increase capacity of High Street between Elmhurst Road and Langley Road and is therefore designed to reduce additional congestion and delay through Langley that would otherwise be caused.

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In the short-term, the scheme will help to alleviate the current traffic congestion witnessed along High Street and will directly improve the operational performance of two key junctions (High Street/Langley Road and High Street/ Meadfield Road). As High Street will continue to be a key road within Langley, it is likely that the number of vehicles using the road will increase organically in line with anticipated economic growth predicted in the strategic documents reported above. As such, the scheme will help to ease congestion issues currently observed along High Street in line with gradual growth in vehicle numbers.

As aforementioned, in the longer-term, the widening of the carriageway will primarily support the anticipation of significant volumes of traffic being re-routed through Langley as a result of the closure of Hollow Hill Lane.

Slough Borough Council understands the importance of the WRLtH and the significant benefits it will bring in terms of employment, connectivity and improved economic prosperity for both Langley, Slough and the wider Thames Valley area. However, the benefits associated with the WRLtH could be overshadowed by the possible negative effects of overly congested roads, environmental disbenefits associated with queueing vehicle traffic, reduced vibrancy of Langley town centre and negative public opinion accompanying such changes. Thus, a strategic objective of this scheme is to support Network Rail and the WRLtH by increasing capacity and reducing congestion on a key stretch of carriageway, whilst also striving to improve livability in the built environment.

There have been multiple independent studies commissioned to assess the impact of closing Hollow Hill Lane and the potential redistribution of traffic on surrounding local roads. The results of these studies support the strategic fit and provide evidence for a compelling case for change. The following three studies are discussed in further detail below:

- Experimental closure of Hollow Hill Lane and resulting traffic flow analysis, Slough Borough Council and Buckinghamshire County Council (2016);
- Western Rail Link to Heathrow modelling outputs, Network Rail (January 2020); and
- Strategic and local traffic modelling, Atkins (June 2020).

#### **Experimental closure of Hollow Hill Lane (Slough Borough Council and Buckinghamshire County Council)**

In 2016, a six-month experimental closure of Hollow Hill Lane was conducted to better understand the effects upon the local highway network. This is the most robust example of impact analysis possible and strongly complements the strategic modelling undertaken by Network Rail and local modelling undertaken by Atkins reported in further detail below. Whilst the focus of the traffic impact study was on Iver, given that the investigation was commissioned by Buckinghamshire County Council, the Study Area also covered Langley Park Road which leads directly to Station Road High Street and the extent of this extended scheme. The Study reported the following key impacts upon Langley:

- 24 Hour: An additional 1,389 northbound and 2,836 south bound vehicles on Langley Park Road, which leads to Station Road/ High Street through Langley;
- AM Peak flows between 08:00-09:00 show that approximately 60% of vehicles previously using Hollow Hill Lane as part of their journey route now use Langley Park Road; and

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- PM peak flows between 17:00-18:00 observed a 48% increase in vehicles using Langley Park Road who would have previously used Hollow Hill Lane.

Although the study gives no indication to the percentage of vehicles subsequently travelled onward to Langley High Street, as the major north-south road connector, we can assume that a significant proportion continued through the High Street. These modelling results show a similar pattern to the strategic traffic modelling undertaken separately by Network Rail and Atkins.

The Study found that a majority (67% based on 24 hour) of re-distributed traffic uses Langley Park Lane (and onwards to Station Road/ High Street through Langley) rather than the most feasible other alternate route being Thorney Lane North (25%) through Iver. This supports Station Road/ High Street as being an important location for the focus of remedial measures. As High Street is frequently subject to congestion and queuing traffic during the AM and PM peaks, the anticipated increase in traffic volume stated above will place severe pressure on the infrastructure and significantly impact passenger experience of using the road.

The Study concluded that the increased levels of traffic observed through the Study will serve to exacerbate the existing congestion and environmental functions of the roads within the Study Area. Whilst the Section 2 scheme which has already received conditional LEP funding addressed this, the proposed widening of High Street to two lanes in each direction provides added operational improvement and is therefore required as a strategic step towards mitigating the impacts of the WRLtH. It is recognised, however, that this will not solve the full congestion problems described above, alone. Slough Borough Council will continue to seek a wider package of works to implement before Hollow Hill Lane is permanently closed which will allow the High Street to continue to operate as a strategic through route and Langley to function as a centre for housing, employment, education and local commerce. This includes a further extension of the proposed scheme to widen the High Street carriageway to two lanes in each direction between Langley Station and Langley Road, and south of Elmhurst Road to the A4. The completion of carriageway widening along the entire length of Langley High Street will significantly increase the capacity of the road and will support the organic and step change growth in vehicle numbers expected.

Western Rail Link to Heathrow modelling outputs (Network Rail)

In January 2020, to support their business case submission and case for change to implement the Western Rail Link to Heathrow, Network Rail released the outputs of their highway modelling which assessed the impacts of the closure of Hollow Hill Lane on the surrounding local road network, including Langley High Street. The results of the modelling shown in Figure 5, are for absolute change in PCUs in the AM and PM peaks in a 2028 weekday scenario from 'without scheme' to 'with scheme'.

Figure 5 - Western Rail Link to Heathrow modelling outputs (Change in PCUs: without scheme/with scheme.)

In line with the outcomes of the Buckinghamshire County Council Iver study reported above, the results of the Network Rail modelling analysis show a high absolute change in the number of PCUs using Langley Park Road and subsequently Langley High Street as an alternative route upon the

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closure of Hollow Hill Lane. The report continues to focus on individual junctions within the study area rather than the impact on stretches of road as proposed by this scheme. However, the flow diagrams above indicate that Langley Park Road/ Langley High Street will have a significant increase in the number of vehicles using the road during the AM and PM peaks, thus the need for the proposed widening of the scheme remains consistent with Network Rail modelling results.

### **Strategic modelling to understand the wider area impact of the closure of Hollow Hill Lane (Atkins)**

As aforementioned, Network Rail is proposing to create a high-speed rail link from Langley to Heathrow T5 (WRLtH), which would require the permanent closure of Hollow Hill Lane. Strategic modelling has been undertaken in SATURN, a highway assignment model, and has demonstrated that the impact of this closure would be the re-routing/ re-distribution of a significant amount of Hollow Hill Lane traffic onto High Street, through Langley.

Figure 6 below captures the forecast change in traffic flows by the model in future year 2028, as a direct result of the closure of Hollow Hill Lane. It is evident that the model is forecasting a re-distribution of traffic from Mansion Lane/ Hollow Hill Lane/ Market Lane onto High Street, as vehicles are using the route through Langley as the most feasible alternative.

Figure 6 - Changes in traffic flow associated with the closure of Hollow Hill Lane (output from the strategic model, where blue represents a reduction in traffic and green represents an increase in traffic).

Specifically, the model is forecasting an increase in traffic on High Street, north of Harrow Market in the centre of Langley, of between 140 and 190 vehicles in each direction, during the peak hours. This is an increase of approximately 15-30% in traffic in both directions along High Street, in relation to today's flows. It should be noted that in reality some strategic re-routing is expected to occur as there are other alternatives for traffic (e.g. Thorney Lane to the east of Langley, Willoughby Road and Parlount Road) and it is unrealistic to expect vehicles to queue when there are alternate routes available – as explained in the sub-section below. This was witnessed during the experimental closure of Hollow Hill Lane where, even though the majority of traffic rerouted through Langley High Street, it was also observed that some strategic redistribution occurred through alternative routes to avoid queuing. Further details and consequences of this effect will be covered through a sensitivity test in the Value for Money section of this Business Case. The consequence of this, without the mitigation which this scheme is designed to provide, is increased delay and queuing through Langley, leading to adverse environmental impacts as a result of stationary or slow-moving traffic (increased noise and reduced air quality).

### **Local junction modelling, to understand the direct impact upon High Street, due to the closure of Hollow Hill Lane (Atkins)**

It is important to note the context of the Section 1 scheme, being that it is a direct extension to the improvements already delivered to High Street/ Langley Road junction, plus the planned improvements to the High Street/ Meadfield Road junction (Section 2), which has secured conditional LEP funding.

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As part of the Full Business Case for High Street/ Meadfield Road junction (Section 2), local junction modelling within LINSIG was undertaken to understand:

- a) the impact of the Hollow Hill Lane closure on the junction and likely performance in the future (2028), without intervention.
- b) the benefit of the Section 2 scheme, being the signalisation of the junction, which has since received conditional approval for LEP funding.

That exercise established, firstly a significant worsening in operation due to the increased flows through the junction without any intervention; and secondly that the Section 2 scheme provided notable improvement to allow the junction to operate to a satisfactory level, with reduced delay to traffic. It is pertinent to note that the model did indicate the potential for southbound traffic at Meadfield Road to queue back into the Langley Road junction, which would want to be avoided for operational and safety reasons.

For this Section 1 scheme, local junction modelling was again undertaken in June 2020, using the same LINSIG model, to establish the further benefit generated by widening of High Street between Elmhurst Road and Meadfield Road, plus between Meadfield Road and Langley Road. To ensure both models were consistent in approach and delivery, one future year was forecast (2028) which included the closure of Hollow Hill Lane. To ensure that the benefits of Section 1 scheme alone were captured, the 'existing' scenario in the model was assumed to be the Section 2 signalised layout, and the 'proposed' scenario was this existing layout, plus the additional two lane northbound and southbound approach added to the model.

The junction model results are shown below. It shows that under the Section 2 scheme, the Meadfield Road junction operates satisfactorily, having mitigated the impact of the Hollow Hill Lane closure, albeit with some queuing on the southbound approach, which has potential to back up into the Langley Road junction. For Section 1 alone, the modelling shows notable additional benefit to junction operation, with delay savings on all three arms and, of particular value, the southbound approach to the Meadfield Road junction thus resolving the possible safety issue of vehicles backing up into the Langley Road junction. Furthermore, the modelling shows that the carriageway widening provides benefit to the High Street/ Langley Road junction too, particularly on the Langley Road approach. This is due to the increased southbound capacity between the Langley Road and Meadfield Road junctions. This demonstrates the added value of the Section 1 carriageway widening scheme, in complimenting the benefit of signalising the two junctions.

Table 3– Junction model results.

In the year 2028 scenario developed, which includes the Hollow Hill Lane closure and the signalisation of High Street/ Meadfield Road junction, the local traffic model showed that, for the current capacity and layout, there is an expected:

- Both junctions are expected to operate within capacity in both the AM and PM peaks. In particular, the Meadfield Road junction is well within capacity. Without the widening of High



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Street, several approaches to the junctions would potentially operate close to theoretical capacity by 2028, particularly during the PM peak;

- Both junctions are expected to have low levels of queueing and delay on all arms, with the proposed scheme, by 2028.
- An overall delay difference saving of 48 pcu/hr for the 2028 PM peak scenario at the Station Road/ High Street/ Langley Road junction in the 2028 PM peak.
- A combined delay difference saving of 120 pcu/hr for the 2028 PM peak at the Meadfield Road/ High Street junction in the 2028 PM peak;
- It is important to note the minor increase (<3 pcu/hr) in delay difference for multiple arms across the Station Road/ High Street/ Langley Road Roundabout however the overall operational performance of the junction will improve as a result of the scheme;
- All approaches to the Meadfield Road/ High Street junction result in reduced delay difference in both the 2028 AM and PM peaks, as a result of the interventions delivered as part of the proposed scheme.

The results of the local junction modelling reported above significantly supports the need for the scheme, particularly in response to the closure of Hollow Hill Lane and the potential rerouting of traffic onto High Street. In addition, the table above indicates the combined impact of both the proposed scheme and the junction improvements (at High Street/ Langley Road and High Street/ Meadfield Road) will be significantly greater than those of the individual schemes. The scheme will support both frequent and new users of High Street, bus service passengers and cyclists who will all benefit from increased capacity along High Street. These users will also benefit from the downstream effects of reduced congestion of improved air quality and noise pollution and improved sense of place along Langley High Street.

### **Scheme details**

The proposed scheme is to request funding for an extension of the original Langley Station scheme, to deliver improvements to Langley High Street which would complement the original scheme and the junction improvements at High Street/ Station Road/ Langley Road and High Street/Meadfield Road. As previously mentioned, the overall aim of the proposed scheme is to increase road capacity to alleviate current congestion witnessed along High Street and better accommodate the additional traffic expected at the junction as a result of the potential closure of Hollow Hill Lane to the east of the junction.

For the purposes of this assessment, we have used the estimated differences in delay impacts along Langley High Street as a proxy measure of how the existing and proposed capacity layouts could meet the expected traffic volumes. This local traffic modelling has shown that the scheme will indeed reduce delays overall, but predominantly in the PM peak. Further information can be found in Appendix A.

As part of the proforma application submitted to TVB LEP in January 2020, the proposed scheme was presented a carriageway widening between Meadfield Road and Elmhurst Road. However, since then, design and feasibility considerations has led to the scheme also including widening between Langley Road and Meadfield Road, to incorporate two southbound lanes. This is primarily in relation to:

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- a) The added benefit gained by the additional southbound lane approach, with regard to queuing and delay at both junctions (as evidenced by the local junction modelling)
  - b) The added value of removing the potential issue of southbound traffic potentially queuing back into the Langley Road junction during peak hours.

The proposed scheme will therefore implement the following interventions:

- Widening of the High Street from one lane in each direction to two lanes in each direction between Elmhurst Road and Langley Road; and
- Introduce a central median between the northbound and southbound lanes containing small trees (subject to feasibility and safety considerations to be established during the next phase of design) to improve streetscape along proposed stretch of widened carriageway.

These interventions will deliver improved operational performance through the centre of Langley and will be complimentary to the ongoing works along the High Street mentioned above. As a result of increasing the capacity of High Street, the scheme will result in the loss of land to the immediate west of the scheme, currently owned by Langley Memorial Ground. Slough Borough Council have had initial, positive, discussions with the Langley Memorial Group Trustees in Autumn 2019 in relation to potential acquisition of land for the proposed scheme, in addition to a continued relationship from previous schemes (primarily the High Street/ Langley Road junction improvement). Further engagement between the Trustees and Slough Borough Council is planned for July 2020, in specific relation to the proposed scheme.

The scheme will also result in the loss of one parking bay (enough for two cars) immediately south of Willoughby Road on the eastern side of High Street. A solution to the loss/ relocation of parking will be then provided within the next highway design stage in addition to a deeper understanding of how this bay is used.

The Council will also undertake early engagement with impacted parties and look to provide suitable alternative facilities through re-location of the bay. The Council are proposing that the relocation, if deemed necessary, could be suitable in Harrow Market Car Park which is a very short walk away from the current bay location, presenting a good alternative for the needs of both residents and visitors.

It should be noted that the process of removing this bay is straight forward in terms of timescales. Slough Borough Council estimates that this process can take approximately 6 weeks. However, significant complaints and objections could potentially have implications on the programme. To account for this fact, impact upon parking is included as one of the key strategic risks identified during this study (see Table 11).

Although no specific measures are being proposed to improve the facilities and safety for pedestrians and cyclists, the creation of four lanes (two in each direction) will create the passive provision to turn one lane in each direction to a cycleway in the future if demand sufficiently increases , or travel patterns change post COVID-19

A draft feasibility design drawing for the proposed scheme can be found in Appendix B.

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## **What barriers to growth will it address? What is the evidence?**

Langley High Street is a key strategic route running from Langley Station to the A4 with economic losses resulting from traffic congestion during peak hours. Future growth in business, housing activity and the closure of Hollow Hill Lane will likely result in further pressures along this corridor. Slough Borough Council recognises that this is a proactive response to a problem that, if not fixed in the short-term, will cause significant barriers to growth in the long-term. Research has shown that congestion reduces the effective productivity of capital and labour. As such, increased congestion on this road will inhibit the economic growth predicted for the local area, limit the attractiveness of the area to outside investment and may cause labour supply issues to businesses located on the High Street and surrounding Slough district. Slough recognises that congestion issues put pressure on the local workforce and businesses, degrades the air quality and threatens the public health. These factors need to be addressed in order to foster 'smart' growth from investment that will support a strong pipeline of high-quality employment. The BLISviii identifies congestion as a key issue that will limit the delivery of future housing development, the delivery of which needs to be accelerated to achieve social and equality objectives.

The emerging Local Plan places emphasis on how Slough will support and benefit from the expansion at Heathrow, which includes the WRLtH tied into the wider rationale for the project. In 2010, there were a reported 4,090 on-airport Slough employees, which equates to 6.8% of the local are workforce . It is conceivable that the number of residents employed by Heathrow will grow in line with the continued development of the third runway. Slough and Langley aim to support the delivery of the emerging Local Plan by improving residents' access to Heathrow.

The original scheme will prepare Langley for future investments including the Northern Extension situated to the north of Langley Station and, the development of Langley Business Park which has submitted multiple planning proposals. These include a data centre with retail, leisure and residential opportunities and other light industrial opportunities, with a minimum of 582 jobs created . As the proposed scheme focuses on Langley High Street rather than the package of interventions proposed in January 2020, a proportionate approach has been taken to calculate the number of houses, jobs and employment floorspace the scheme will help to unlock. Further details can be found in Table 5.

The Northern Extension, Langley Business Park and future developments will all benefit from increased capacity, and thus reduced congestion, on the High Street. This will not only support vehicles from the Hollow Hill Lane closure but will also cater for the additional trips generated from development, including Heavy Goods Vehicles required during construction.

Although the proposed scheme will start to address the impacts of the WRLtH within Langley, Slough Borough Council recognises that this is only the beginning and further mitigation measures will be needed to fully address the impacts of the WRLtH and improved access to the Heathrow expansion.

In the short term, the scheme will support Langley High Street in transitioning to a new normal as a result of the COVID-19 pandemic, enabling the High Street to return its previously vibrant nature. As communities are being encouraged to stay local, through walking and cycling, the effect of reduced congestion along High Street and on the surrounding network will reduced noise and air

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pollution associated with the start-stop nature of congested traffic, benefitting those using active travel to access the High Street and its amenities.

### **What other options have been considered?**

Alternative options to re-distribute traffic are limited due to a lack of north-south network links, particularly as Langley High Street is a popular commuter route to the A4, M4 and M25. Alternate north-south routes to the east through Iwer and to the west through Middle Green will significantly increase journey time, vehicle operating costs and may have long-term adverse environmental impacts. Indeed, the temporary experimental closure of Hollow Hill Lane demonstrated that the majority of traffic would choose to use High Street Langley rather than Thorney Lane North through Iwer.

A possible strategic option would be to consider building a new north-south road to accommodate for the anticipated surge in demand on the High Street. However, as the TVB LEP SEP Implementation Plan states, the challenge for the wider TVB area is to maximise the capacity of existing infrastructure, as the options to develop new infrastructure are limited and costly. The area surrounding Langley is primarily used for residential, light industrial and retail purposes, with the majority of land already heavily developed. The only feasible route to create a new road capable of accommodating large volumes of traffic, is to the East of Hollow Hill Lane/ Market Lane through Richings Park. However, this will also require crossing the WRLtH track and thus presents an issue of building a new and costly bridge which is not considered a feasible option at this stage. As part of their modelling analysis and business case preparation for the WRLtH, the Network Rail have considered the possibility of constructing a new north-south road bridge across the rail tracks. However, this is not considered a feasible option as the road bridge would require a six-metre clearance from the railway tracks. To achieve such clearance, long approach structures would be required which will cut off access to adjacent cottages and farmland and be a costly alternative. Other options that promote a shift towards public transport to reduce the dependency on private vehicles, have already been recognised through the SMaRT Phase 1 and 2 programmes and improved access to Langley station. The proposed scheme will complement both projects however the reduced dependency on private vehicles achieved through a long-term modal shift towards sustainable modes of transport is unlikely to make any significant impact on the congestion issues of High Street.

Additional options include the widening of the High Street carriageway from one lane in each direction to two lanes in each direction for the entire length of the High Street (between Langley Station and the A4) have also been considered. It is considered that this will provide the maximum increase in capacity and enhance the benefits proposed as part of this scheme, which only widens one section of the High Street. However, Slough Borough Council is aware that widening the full High Street is costly and disruptive to road users. The Council is keen to progress the widening of the High Street in the future and therefore will be splitting the length of the High Street into sections, of which this proposed scheme is one of them, to spread the cost of construction and potential disruptions.

As part of the option assessment process in developing this scheme, we have carried out modelling of two configurations along Section 1, using the High St/ Meadfield Rd local junction model:

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- Scenario A: Section 1 as previously presented, being the introduction of four lanes between Meadfield Road and Elmhurst Road.
  - Scenario B: As above, plus an extension to Section 1, to also provide four lanes between Langley Road and Meadfield Road. Currently, there is only a one lane southbound approach to Meadfield Rd, and this extension is to add an additional southbound lane.

In summary, the widening of the High Street, in line with the previously completed Langley Road junction and proposed High Street/ Meadfield Road junction improvements, appears to be the most feasible option to address the rapid growth of traffic and to begin to accommodate the additional traffic anticipated as a result of the Hollow Hill Lane closure. In specific regard to this scheme, it is deemed that there are no alternative options to deliver the additional benefit to junction operation (evidenced by the local junction modelling) than the additional approach lanes to the Meadfield Road junction proposed.

### **What would be the consequences of a “do nothing” option?**

Doing nothing will result in higher traffic congestion on Langley High Street as a result of the traffic growth condition in the region, with a notable rise following the closure of Hollow Hill Lane. This anticipated growth is additional to the congestion already witnessed along High Street, particularly during the AM and PM peak periods. As the proposed scheme is a smaller intervention than the combined package of works considered in the application submitted to the TVB LEP in January 2020, the benefits associated with the scheme and consequences of a “do nothing” scenario will be less severe than those proposed in the previous submission. However, it should be noted that the Council is keen to progress with the widening of the High Street from Langley Station in the north, to the A4 in the south, further preparing Langley Village for the closure of Hollow Hill Lane and future growth in traffic volumes.

The increased congestion will result in labour supply issues to the wider Slough district potential adverse environmental impacts (increased noise and reduced air quality). Doing nothing may also lead to accessibility and connectivity issues to car users as higher levels of congestion may make it more difficult for car users in the north of the Borough to access Slough and employment opportunities via the A4 and surrounding motorways. These arguments are extended to bus passengers who will be impacted if bus services experiences delays, particularly during peak hours. The effects of reduced journey time reliability will produce a negative passenger experience and could lead to reduced patronage and negative perceptions towards public transport.

In June 2020, traffic modelling was undertaken to understand the implications of a “do nothing” scenario. The traffic model assumed the signalisation of the High Street/ Meadfield Road junction (Section 2) and the High Street/ Langley Road junction. (N.B. The B470 Station Road/ B470 High Street/ Langley Road has recently been upgraded to a signalised junction under the original scheme and was completed in March 2020). As aforementioned in a previous section of this funding submission, the results of the modelling show:

- Both junctions are expected to operate within capacity in both the AM and PM peaks. In particular, the Meadfield Road junction is well within capacity. Without the

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- widening of High Street, several approaches to the junctions would potentially operate close to theoretical capacity by 2028, particularly during the PM peak;
  - Both junctions are expected to have low levels of queueing and delay on all arms, with the proposed scheme, by 2028;
  - An overall delay difference saving of 48 pcu/hr for the 2028 PM peak scenario at the Station Road/ High Street/ Langley Road junction in the 2028 PM peak;
  - A combined delay difference saving of 120 pcu/hr for the 2028 PM peak at the Meadfield Road/ High Street junction in the 2028 PM peak;
  - It is important to note the minor increase (<3 pcu/hr) in delay difference for multiple arms across the Station Road/ High Street/ Langley Road Roundabout however the overall operational performance of the junction will improve as a result of the scheme and these minor increases in delay are outweighed by the larger delay savings seen in other approaches to the junctions.
  - All approaches to the Meadfield Road/ High Street junction result in reduced delay difference in both the 2028 AM and PM peaks, as a result of the interventions delivered as part of the proposed scheme. The result of the “do nothing” scenario will seek to enhance the delays reported from the modelling above and the closure of Hollow Hill Lane.

As aforementioned, even with the signalisation of the High Street/ Meadfield Road junction and the benefit that brings, there is still potential for southbound vehicles to queue back into the High Street/ Langley Road junction, potentially causing operational and safety issues. This would pose a concern under a “do nothing” scenario.

The economic impact of the “do nothing” option would directly affect Langley High Street where, as a result of continuous congestion along the corridor, individuals will be discouraged to use the services along the High Street due to its unappealing and unattractive nature. This may result in the public choosing to shop elsewhere and a lack of investment from local businesses. This will diminish the vibrancy of the town centre and reduce the economic vitality of the High Street, affecting the delivery of the TVB SEP Packages described above. This is particularly pertinent in the current climate where, as a result of the COVID-19 pandemic, streets are facing an even bigger challenge of convincing shoppers to purchase items in store rather than online.

Currently, the quantitative evaluation of journey time benefits associated with the scheme calculate a £10.88 million saving in journey time, in present value, discounted to 2010. The consequence of a “do nothing” scenario will result in no journey time savings for vehicles using High Street, and potentially will create further disbenefit through increased congestion as a result of the closure of Hollow Hill Lane. In addition, the qualitative discussion of other benefits described below including accidents, journey quality and air quality will be diminished or even eliminated in a “do nothing” scenario. Further details on the economic evaluation can be found in the subsequent pages.

### **Which partner organisations are involved in, and committed to, the scheme?**

Slough Borough Council will be the sole partner for the scheme. As a result of previous infrastructure projects in Langley including the signalised junction improvements along the

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proposed route, Slough Borough Council will continue to have a close relationship with necessary supporters of the scheme including Langley Hall Primary Academy & Langley College, Langley Business Centre & Waterside Drive Business Park, Harrow Market Great Western Rail and Network Rail. As the scheme will ultimately benefit the wider transport network, Network Rail and Heathrow Airport are considered as key and have been involved in the continuous discussion surrounding the closure of Hollow Hill Lane.

The scheme requires land purchase from the Langley Park Memorial Recreation Ground which is under the responsibility of the Memorial Park Trust. Slough Borough Council has an existing relationship with the trust and will raise this issue at upcoming board meetings. In the event that the land required to deliver the widening of High Street is not successfully acquired from the Langley Park Memorial Recreation Ground, the Council will revisit the proposed designs to understand where potential land savings can be made, which will be more acceptable to the Memorial Ground trustees. This could include the removal of the central median from the design, to reduce the impact upon the Memorial Ground. However, the Council have previously discussed the scheme to the trustees and anticipate a smooth acquisition of land. Slough Borough Council is working closely with the LEP to ensure infrastructure investments are delivered in line with its visions and objectives, particularly by addressing the opportunities associated with the expansion of Heathrow.

## **2. Value for money**

### **What outputs will the scheme deliver?**

Section 1 of High Street is a busy stretch of road with a constant stream of traffic during the AM and PM peak periods. In addition, the strategic model has shown that the future closure of Hollow Hill Lane will result in a re-distribution of traffic from Hollow Hill Lane to High Street, Meadfield Road, and Station Road. This re-routing of traffic is not expected to be absorbed by the existing road capacity of High Street, which is now unable to cope with further increases in vehicle numbers.

It is, therefore, prudent to plan for future potential congestion while improving traffic safety and providing additional benefits to the operational performance of adjacent junctions (High Street/Langley Road and High Street/ Meadfield Road). The proposed road widening project of the High Street carriageway between Elmhurst Road and Meadfield Road is anticipated to reduce congestion on a key link, whilst also improving streetscape and delivering decongestion benefits and a reduction in externalities (e.g. air pollution, accidents and noise).

Table 4 summarises the main expected benefits of the proposed scheme. These benefits are linked to relevant scheme objectives identified in the rationale for the scheme and strategic fit section.

Table 4 - Scheme expected benefits.

Expected benefit	Description	Scheme objectives
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Journey time savings (decongestion and vehicle operating costs)	Benefits resulting from decreases in journey times have been inferred from the forecast reductions in delays as a result of the High	
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Street widening. Reductions in vehicle operating costs are also expected as a result of the scheme. Based on reduced congestion for car users, it is anticipated that fewer disruptions will be experienced by road traffic, thus resulting in improved reliability. Relieve localised congestion and provide potential additional capacity within the network

### **Increase Network capacity**

The scheme will help to reduce congestion on a key link and will increase network capacity by supporting higher traffic flows derived from the closure of Hollow Hill Lane. The road widening is expected to provide additional benefits to the operational performance of adjacent junctions (High Street/Langley Road and High Street/ Meadfield Road). Relieve localised congestion and provide potential additional capacity within the network and provide additional benefit to the operation of adjacent junctions

### **Journey quality**

The proposed intervention is expected to improve journey quality factors, resulting in a better user experience for car users. Relieve localised congestion and provide potential additional capacity within the network

**Air Quality and noise impacts** As the intervention will result in changes in traffic flows and speeds, environmental improvements in terms of a reduction to noise pollution and emissions are anticipated.

Mitigate future impact of noise and air quality pollution and greenhouse gases on Hight Street.

### **Accidents**

As cyclists prefer to cycle on streets with two lanes rather than on wider roads, there may be fear of potential accidents and therefore concerns about safety. However, the scheme is an extension to the High St/ Meadfield Rd junction scheme which will provide safer cycling facilities and result in a reduction of personal injury accidents.

Provide additional benefit to the operation of adjacent junctions

In addition, the scheme will support the Thames Valley Berkshire Strategic Economic Plan (SEP) by facilitating the unlocking of future housing development, enhancing urban connectivity and supporting the creation of jobs and businesses. In this context, Table 5 estimates the outputs that the scheme will deliver, including details from the original Langley Station business case. Due to the scale and nature of the scheme, that is to provide additional capacity, it will help to unlock land for new housing dwellings and support the creation of jobs and businesses. Estimates predicted in the table show that the proposal will facilitate the delivery of new 47 houses in total and provide additional support to the creation of 38 jobs that will yield 258 square meters of employment area.

Table 5 - Scheme expected outputs in terms of new housing dwellings, retail space, jobs and businesses created.

Outputs	2019/
2020	2020/
2021	2021/
2022	2022/



2023	2023/							
2024	Later	Total						
Houses (units) LGF/Growth Deal								
	Other public sector (specify which)						32	32
	Private sector					11	4	14
	Total					11	4	32
							47	
Jobs LGF/Growth Deal								
	Other public sector (specify which)							
	Private sector					10	28	38
	Total					10	28	38
Employment floorspace (sq m) LGF/Growth Deal								
	Other public sector (specify which)							
	Private sector						258	258
	Total						258	
Businesses created LGF/Growth Deal								
	Other public sector (specify which)							
	Private sector							
	Total							
Business assists LGF/Growth Deal								
	Other public sector (specify which)							
	Private sector							
	Total							
Other (specify) LGF/Growth Deal								
	Other public sector (specify which)							
	Private sector							
	Total							

## How have these outputs been estimated?

TAG Unit A4.1 recommends monetisation of specific key impacts in order to appreciate their scale relative to other outcomes and to allow robust values to be presented in the appraisal. In accordance to the guidance, where individual impacts are considered to be of lesser importance or where sufficient data or valuations are unavailable to undertake a quantitative approach, it is more amenable to appraise such impacts in a qualitative manner. For this Business Case, only user benefits for car users (journey time savings) are quantified and monetised, using an approach which is proportionate to the size and cost of the scheme. In the interest of proportionality, an assessment on the qualitative a seven-point scale has been undertaken for other identified benefits attributable to the scheme (see Table 4).

The methodology for the assessment of journey time benefits mirrors the approach adopted for the economic appraisal of the High Street/ Meadfield Road junction completed in March 2020, and as agreed with the LEP reviewer in June 2020. It compares the relative benefits of the Do Something (DS) scenario option against the Do Minimum (DM) scenario.

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- DM: Signalisation at the High Street/Meadfield Road junction, with one lane southbound at Meadfield Road junction, and one lane in each direction south of Meadfield Road; and
  - DS: Signalisation at the High Street/Meadfield Road junction, with two lanes southbound at Meadfield Road junction, plus two-lanes southbound and northbound south of Meadfield Road (DS).

The impacts of the scheme on journey times for car users have been assessed based on the delay outputs during the AM and PM peak hours, as modelled in LINSIG. Further details of the LINSIG modelling outputs can be found alongside the scheme rationale in Section 1 and Appendix A. The models have considered the traffic flows along High Street with the closure of Hollow Hill Lane. The future year flows also account changes in flows due to background growth and introduction of other planned schemes in the wider area. The increase in flows on this road however are primarily due to the closure of Hollow Hill Lane.

Traffic flows and delays in seconds per pcu were estimated for both modelled years and for two peak hours: AM and PM in each year. In accordance with TAG Unit 1.3, the calculation of user benefits is based on the conventional consumer surplus theory, defined as the benefit which a consumer enjoys (i.e. reduction in travel time as a result of delay savings). The assessment of consumer surplus only incorporates changes in travel time and does not account for changes in vehicle operating costs or user charges. The difference between the total delay registered in the network in the DM and DS scenarios indicates the daily delay savings experienced on the route. Annual benefits were calculated on the assumption being that they are evenly accrued for 253 working days a year. Using this methodology, benefits were calculated for highway users, disaggregated by user type, with separate values of time for business and non-business users. This is because, as indicated in the guidance, the surplus associated with making a journey will not be the same for everybody and depends on the benefit each individual derives from making that journey.

To summarise, for the purpose of the economic analysis, the following assumptions have been made:

- For the purposes of this appraisal, the journey time savings have been inferred from the forecast changes in delays between the DM and DS;
- The impacts of the scheme have been assessed over a 60-year appraisal period, in line with TAG guidance, with an assumed opening year for the scheme of 2021;
- All costs and benefits in the economic appraisal are discounted to 2010 market prices in accordance with TAG Unit A1.1;
- Scheme costs have been converted from factor costs into market prices using the indirect tax uplift factor of 19%;
- In line with the Green Book, an optimism bias of 15% has been incorporated into the economic appraisal to account for the uncertainty about costs;
- Different values of time were assumed for business drivers and passengers and for commuting and leisure trips (£17.689, £9.953, and £4.543, per hour, 2010 prices). This data has been taken from the TAG data book table A1.3.1;
- Average values for the proportion of travel in work and non-working time were assumed. This data has been taken from the TAG data book table A1.3.4.

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A bespoke Spreadsheet Model Tool based upon the delay outputs of the LINSIG model was developed in line with TAG requirements to calculate the economic benefits generated by the proposed scheme. These benefits were monetised to give a Present Value of Benefit (PVB). The monetary benefits are compared against the present value of costs (PVC) to calculate a benefit cost ratio which demonstrates the scheme's value for money. Sensitivity analysis was carried out to assess if the value for money category is likely to change based on small changes in key elements of the value for money assessment. In accordance with requirements set out in 'The Value for Money Framework' published by the Department for Transport, this is a crucial step in mitigating uncertainty in the value for money assessment and increasing the level of confidence of decision-makers.

On the other hand, the outputs reported in Table 5 above focus on planning applications and forecasts from Slough Borough Council's Planning Department. The original scheme (submitted to the LEP in January 2020) reported the indirect delivery of 1,500 dwellings however this has been scaled down to an estimated of 32 houses (public sector) as the original scheme is near completion, and this funding application is only focused on a short section of road (defined as 'Section 1' in the proforma application submitted in January 2020 – see Figure 1).

The other estimates predicted in the table for 2023/2024 include preliminary figures for a data centre at Langley Business Park (originally creating 4,000 sqm of space and 60 residential dwellings and retaining 432 jobs once completed), and current lease of the business park as a temporary filming studio. Likewise, these figures have been scaled down based on costs estimates to reflect the proportionate share to this scheme. In addition, estimates have also considered the cumulative impacts that will result from delivering all the three sub sections of the package of interventions (see Figure 1). Thus, a corresponding percentage reduction has been applied to reflect the fact that this funding application is only focused on High Street (Section 1). It should be noted that this assessment is based on professional judgement, using knowledge in practice and critical reflection. Although interdependencies between the different sections of the original scheme in terms of unlocking housing developments or additional jobs expected to be created are not straightforward to interpret; the estimate is considered conservative in comparison to the potential maximum outcomes to be achieved. These figures are based on publicly available documents and are indicative at this stage as it has not been possible to model the direct link between the new scheme and the benefits relating to housing, retail and employment growth.

It is also understood that in times of COVID-19 crisis and potential economic recession, the importance of investing in infrastructure, such as the proposed scheme, is vital to reviving the economy, boosting employment rates and economic prosperity.

**What wider outcomes will be achieved in TVB? Please quantify these if possible.**

As shown in Table 4 above, in addition to journey time benefits, other impacts are expected to arise including decreased externalities such as congestion, noise and air pollution and increased liveability and social vibrancy through better urban design. A quantification of such benefits was not undertaken at this stage, but a proportionate qualitative assessment on a seven-point scale was conducted. Results relative to the DM scenario are discussed below.

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### **Journey quality**

Slight positive – Journey quality is generally understood as the cumulative travelling experiences of the quality and ambience of a journey . It represents a measure of the real and perceived physical and social environment experienced while travelling and includes factors such as perceptions of safety, information provision and comfort . Journey quality impacts cover a wide range of indicators and can be sub-divided into three categories: Traveller care (based on the general transport environment and facilities), Traveller views (the visual amenity provided by the site and impact on the surrounding visual environment) and Traveller stress (drawing on the perception of safety, security and confusion over onward travel or route choice).

As recognised in the literature and in TAG Unit A4.1, there is limited evidence on monetary valuations of journey quality in relation to highway projects. It is however prudent to conclude that the real and perceived physical environment experienced while travelling is expected to improve as a result of the proposed intervention. For car users, the reduction in travel time may result in a beneficial impact as a result of reduced frustration and stress. In addition, the scheme is expected to improve streetscape and to create a more walkable environment which leads to the livable environment of a city.

However, any journey quality benefits are estimated to be slight due to the size of the scheme. As a result, the qualitative impact on journey quality could be adjudged to be slight beneficial.

### **Accidents**

Neutral – Historic collision data has indicated only two casualties at High Street between Elmhurst Road and Meadfield Road over the last 5-year period (slight incidents). Therefore, there is limited scope to improve collision rates at this location. However, it should be noted that historic collision data available does not reflect the effects of the closure of Hollow Hill Lane. The potential closure of this road could result in a rerouting of traffic through the road stretch and therefore the base year for the analysis might show more collisions as compared with the observed data.

The literature reveals that the number and width of traffic lanes are key factors influencing cycling. Some authors have suggested that the vast majority of cyclists prefer to cycle on streets with two lanes rather than on wider roads (with 4 lanes) . This is because, drivers tend to pay more attention to other vehicles than to cyclists on wider roads, leaving them more exposed to accidents. On the other hand, the scheme is likely to derive in cumulative impacts and to provide additional benefit to the operation of adjacent junctions, which are expected to reduce pedestrians and cyclists' frustration and fear of accidents. Overall, it is likely that the effect of the scheme on accidents will be slight, as increases in the fear of potential accidents might be broadly balanced by relief of accidents derived from adjacent schemes (i.e. Section 2). The impact of the scheme on safety is therefore expected to be neutral.

### **Air quality and noise**

Neutral – A quantitative appraisal of the environmental impacts of the scheme has not been undertaken. A proportionate qualitative assessment was carried out to identify whether significant beneficial or adverse environmental effects are likely to arise. As a result of the scheme, a reduction in traffic delay and start/stop driving is predicted, which would decrease congestion-related impacts such as air and noise pollution levels. However, with the increased speed (due to reduced delays) those benefits might not be able to be achieved due to changes in driving patterns compared to congested conditions.

As indicated in the guidance (TAG Unit 4.2) air quality impacts are likely to occur where an intervention results in significant changes to traffic flows or speed, or where the physical gap

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between people and traffic is altered. As a consequence, noise and local air quality levels are not likely to be impacted as the scheme is not expected to significantly affect traffic flow or speeds. The anticipated impact on local air quality and noise is thought to be negligible.

### **Increase Network Capacity**

Moderate positive – The scheme was designed as a long-term solution to reduce congestion now, allow for future traffic growth, and avoid new congestion problems arising in the future derived from the closure of Hollow Hill Lane. In addition, as the scheme is part of a package of interventions (see Figure 1), efficiencies and cumulative impacts are anticipated. In particular, the road widening is expected to provide additional benefits to the operational performance of adjacent junctions (High Street/Langley Road and High Street/ Meadfield Road). This will help to expand the transport capacity to respond to future growth in demand.

On the other hand, connectivity for public transport users will also be enhanced through improved bus journey time reliability and customer experience. Moreover, cyclists will also benefit from increased capacity along High Street. Therefore, the impact of the scheme on network capacity/connectivity is considered to be moderate positive.

### **To what extent are these outputs (and downstream outcomes/impacts) likely to be additional?**

#### **What is the basis for this assessment?**

The proposed road widening, together with the continuing transport network improvements across Slough and Langley will contribute towards reducing congestion and allow the town centres to remain vibrant places to live and work. This is likely to have downstream outcomes with improved access to labour supply, reliable journey times, and sustainable economic growth through increased productivity levels. In addition, positive impacts such as an increase in journey quality and an increase in network capacity and other efficiencies along the corridor are derived from the Do-Something scenario.

This supports the TVB LEP aims of investing in infrastructure that would unlock future opportunities to enhance cross boundary connectivity. A reliable transport network will also unlock the full potential for future housing developments and business investments, including the Northern Extension. The overall scheme deliverables and benefits also support other relevant strategies such as the delivery of the Berkshire Local Industrial Strategy (BLIS) and the Slough Local Development Framework Core Strategy. Further details are provided in the first section of this funding application.

#### **What is the nature of the resourcing package that is proposed (e.g. balance between private sector investment, loans and grants, etc.)?**

Slough Borough Council is proposing an extension to the existing Langley scheme (ref 2.21) which cost £1.76m, with LGF funds of £1.5m awarded. The Council is now proposing an extension to the scheme, which will cost an addition £1,239,600 in total. Of this, £1.033m is requested as a grant from the Thames Valley Berkshire Growth Development Fund to support the delivery of widening Langley High Street between Langley Road and Elmhurst Road.

The remaining £206,600 (20%) will be contributed by Slough Borough Council, consistent with the minimum requirement as part of the total funding for any scheme extension agreed during this round of Growth Development Fund bidding.

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(N.B. The scheme estimate and resultant funding request was originally based upon Section 1 comprising widening between Meadfield Road and Elmhurst Road only. Since then, it has been established and indeed evidenced through the local junction modelling, that there is significant benefit in slightly expanding the extent of Section 1 to also incorporate widening between Langley Road and Meadfield Road. It is acknowledged that this will increase the scheme cost; however the funding request remains the same as it is strongly believed that the additional widening can be delivered within the same estimate, primarily through using a proportion of the risk/ contingency included (whilst still retaining some level of risk/ contingency). More advanced scheme cost estimates will be produced as part of the Preliminary Design, to demonstrate this).

Scheme costs have been developed based upon Slough's schedule of rates. The cost estimates for the individual elements of the scheme have been estimated by technical experts with experience in similar schemes including the recently implemented scheme at High Street/ Langley Road junction. The cost estimates above includes an additional 35% of base construction cost for Main Contractor Preliminaries to account for the high number of utilities that will require diversion, as a result of the scheme being located in close proximity to Harrow Market, local businesses and residential properties. In addition, C2 stat search was carried out as part of the High Street/ Langley Road scheme design and therefore we already have sight of likely stats implications. Some design engineering has already been undertaken as part of the feasibility design, to limit impact (and cost) on utilities. The design team will ensure that the designs for the widening of High Street to two lanes in each direction will be complementary to the High Street/ Meadfield Road junction improvement scheme submitted to the LEP in May 2020.

The cost estimates also include a 20% risk contingency to support the risks identified in Table 11. This is based upon DfT guidelines for preparing scheme cost estimates at this feasibility stage of design, as well as professional judgement/ experience of delivering similar highway schemes in the past. Whilst recognising that a notable contingency has been allowed for within the scheme estimate, this is typical and prudent at this stage of highway design. A quantified risk register could be developed as the schemes progresses through additional stages of design, generating a more accurate representation of the risks presented below. The potential risk contingencies costs in the proposed scheme which have been accounted for include:

- The additional scheme cost associated with the widening between Langley Road and Meadfield Road, excluded from the Section scheme presented in January 2020.
- Additional design costs for the refinement of the design through Preliminary and Detailed Design, as experienced on the Langley Road junction scheme.
- Additional base construction costs which are established through the Preliminary and Detailed Design process. This may include additional full depth carriageway construction, or additional signal pits and ducts, than assumed at this stage.
- Third Party Land cost, which was not included within the base construction costs as it is currently unknown (although expected to be circa 50k).
- Additional time required for stakeholder engagement (public and Langley Park Trustees) and buy in (including handling objections through design changes), due to the requirement to relocate the parking bay and for acquisition of land from the Langley Memorial Group Trustees. It should be noted that Slough Borough Council have already approached the Trustees to discuss possible acquisition of land.

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- Additional utility costs. We have built into the capital costs a provision for utility works, as we know this is a certain, to a similar level that has been spent at the High Street/ Langley Road scheme. As the proposed scheme is for a significantly longer stretch of the High Street than the previous junction improvement schemes, the number of utility services (and resulting cost) will be proportionately larger. However, it is possible to evaluate the movement of utility services for both the proposed scheme and the High Street/ Meadfield Road junction improvement scheme (Section 2 in Figure 1) together, to introduce efficiency in the delivery of both schemes.
  - There is also the risk (and experience thereof) that trial holes uncover additional buried equipment not accounted for in desktop plans, which require diversion. Utility costs are notoriously expensive and can therefore significantly impact upon overall delivery costs, should further works be required than assumed at this initial design stage.
  - Provision for more general, unknown and unquantifiable cost uplifts which may affect the scheme:
    - ☐ Unforeseen cost overrun due to errors, omissions or abortive work as the design progresses (although this will be best managed to reduce likelihood of occurrence).
    - ☐ Degree of complexity involved in stakeholder/ public engagement/ approvals.
    - ☐ Overrun of outline programme – potential COVID-19 impact upon resources, ability for site surveys/ intrusive works i.e. trial holes, etc.

A summary of the estimated cost of the scheme (in 2020 factor prices) can be found below in Table 6. The table also outlines additional assumptions applied to the construction costs around overheads and other professional costs. Slough Borough Council will regularly review the costs presented each stage of the design as they become a more accurate representation of the construction costs.

Table 6 - Cost estimate.

Cost Item	Cost
Base construction costs	£387,000
Main Contractor Preliminaries	£135,500
Overheads and profit	£44,500
Risk/ Contingency	£570,000
Professional Fees incl. Surveys	£102,00
Scheme cost estimate (rounded)	£1,239,000

Slough Borough Council is committed to funding any cost overruns; however these are deemed unlikely if supported by careful financial management throughout the entire project lifetime by the Council's experienced project delivery team. Regular cost updates will be reported to the Project Manager to identify any potential risks that could impact the overall cost of the project.

#### **What is the funding package through which the scheme will be delivered?**

Slough Borough Council proposes to distribute the funds across the following financial years to assist with the development of further detailed designs and scheme mobilisation before commencing construction onsite in December 2020:

Table 7 - Funding profile for the widening of Langley High Street between Langley Road and Elmhurst Road.

Source Year	2019/20	2020/21	Later years	Total	
Business rates retention pilot					
Growth Deal or other Government Grant			Capital	1,033,000	1,033,000
Revenue					
Other public sector	SBC Capital Funds		206,000		206,000
Private sector					
Total (rounded)			1,239,000		

What assessment has been made of the value for money of this scheme?

Results of the value for money assessment prepared for the scheme are discussed in this section – see Table 8. The following key economic statistics will be used to demonstrate whether the Do-something option achieves value for money:

- The Present Value of Benefits (PVB), representing monetised journey time savings, discounted to 2010 prices and values;
- The Present Value of Costs (PVC), representing the total project investment costs presented in Tables 6 and 7, plus 15% optimism bias, discounted to 2010 prices and values;
- The Net Present Value (NPV), representing the absolute difference between the PVB and PVC; and
- The ratio of PVB to PVC representing the high-level Value for Money of the scheme.

Table 8 - High level summary of costs and benefits for the scheme.

Value for Money Metric	Present value (£) – Rounded (2010 market prices, discounted to 2010)
Present Value of Benefits (PVB)	£10,881
Present Value of Costs (PVC)	£1,011
Net present value	£9,870
BCR	10.8

The appraisal suggests that the scheme will generate a NPV of £9,870,000 PV. Comparing the scheme's PVB against PVC reveals a BCR of 10.8 which would imply a Very High Value for Money for the public sector investment (i.e. in excess of 4.00). The reason for the very high level of value for money is the fact that Section 1 will help reduce congestion on a key road through increase capacity. The investment brings both a short-term benefit to users, but also longer-term benefits through improvements in the capacity and quality of the network. Other economic benefits have been found in the qualitative assessment, and whilst these have not been accounted for in the economic assessment, they are expected to contribute positively to the value for money of the project. However, as most of these impacts fall in the "slight/moderate category" it is unlikely that the value for money category will change if these impacts were included in the assessment. As indicated, the PVB represent the monetised journey time savings from the project discounted to 2010 prices. The PVC was calculated based on the cost components outlined in Table 6, including risk/contingency and Optimism Bias of 15%. As a result, a total estimated Present Value of Costs (PVCs) of £1,011 has been estimated in 2010 market prices, discounted to 2010.



As aforementioned, the DM and DS were modelled in LINSIG. Both models used a fixed demand, which means they have not assessed the potential scales of traffic redistribution over the wider network. Accounting for this uncertainty, conservative assumptions have been applied into the economic appraisal, primarily by treating delay impacts from two weekday peak hours as reasonable approximations of daily impacts. To account for this limitation and noting the potential uncertainties in these PVBs calculated based on the assumption that reductions in delays as a result of the intervention would provide lead to overall journey time savings, a series of theoretical sensitivity tests have been run by reducing the delay benefits by 25% and 50%. This sensitivity test examines the impact of reducing the level of benefits in line with the economic appraisal of the High Street/ Langley Road junction completed in March 2020. It is useful to test the business case with benefits at a lower level to understand how robust the scheme is. Table 9 below presents the results of the sensitivity tests undertaken. The results are also presented for a 60-year assessment. These tests demonstrate that where delay benefits across the network are 50% less than expected in the core scenario, the scheme will still deliver a Very High value for money for public sector investment (BCR greater than 4). It should be noted that the applied approach does not include the scale of wider network journey time impacts could be from traffic redistribution.

Table 9 - Sensitivity testing results using different values of delay benefits.

Analysis of monetised costs and benefits

#### Core Scenario

Delay benefits reduced by 25%

Delay benefits reduced by 50%

Present Value of Benefits (PVB) *	£10,881,000	£8,161,000	£5,441,000
Present Value of Costs (PVC) *	£1,011,000	£1,011,000	£1,011,000
Net present value	£9,870,000	£7,150,000	£4,430,000
BCR	10.8	8.1	5.4

\*2010 market prices, discounted to 2010.

#### How will this scheme contribute to the natural capital of Thames Valley Berkshire?

No quantification of environmental impacts has been undertaken as part of the economic analysis. Instead, a proportionate qualitative assessment was carried out in order to assess the environmental effects likely to arise as a result of the High Street widening scheme in accordance with TAG Unit A3 – Environmental Impact Appraisal. This section provides a closer overview of how the scheme is expected to contribute to the natural capital of Thames Valley Berkshire.

In many areas, vehicle emissions have become the dominant source of air pollutants, including carbon monoxide (CO), carbon dioxide (CO<sub>2</sub>), volatile organic compounds (VOCs) or hydrocarbons (HCs), nitrogen oxides (NO<sub>x</sub>), and particulate matter (PM). Likewise, in Langley and Slough, a common source of air and noise pollution is stationary or slow-moving road traffic. The increasing severity and duration of traffic congestion are recognised to have the potential to greatly increase pollutant emissions and to degrade air quality. The rationale behind the claim of lowering emissions is that congestion causes vehicles to function at sub-optimal speeds and accelerations, leading to incomplete combustion and additional emissions of NO<sub>x</sub>, CO, etc.

Ashe scheme aims to reduce the start-stop nature from slow moving traffic associated with the High Street, vehicle emissions are expected to decrease, consistent with previous studies. However, the Hollow Hill Lane closure is expected to increase the volume of traffic using the High Street and

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lead to potential higher air and noise pollution levels, if no mitigation measures are applied. When aligned with the objectives of Slough's Low Emission Strategy and the above assumptions, the anticipated impact of the scheme on air quality and noise pollution is therefore considered to be neutral.

To successfully deliver the benefits of additional highway capacity between Langley Road and Elmhurst Road along High Street, land will be required from the Memorial Park Recreation Ground, which will reduce the natural landscape surrounding High Street. On the other hand, the Council proposes to plant small trees within the central median, separating the northbound and southbound carriageways, which will improve the quality of natural landscaping along High Street. As a result, the overall impact on townscape is considered to be neutral.

The historic environment has been scoped out for further assessment as the potential for affecting the key historic environmental resources and assets is considered relatively low. A high-level environmental constraints appraisal has found that the route does not run through any sensitive areas in terms of biodiversity. Likewise, in terms of drainage and the water environment, an initial assessment has found that the impacts of construction and operation of the scheme will be negligible. As a result, it is expected that the impact on biodiversity and water environment will be neutral.

### **How will this scheme maximise social value for Thames Valley Berkshire?**

Despite specific social impacts are considered to be an important element of a scheme proposal, a detailed approach to the appraisal of social impacts has been scoped at this stage. Instead, a proportionate approach to deliver a high-level social impact assessment has been used in accordance with requirements set out in TAG unit A4-1. Final results are presented in a seven-point scale of beneficial, neutral or adverse. Key points are as follows:

- Journey Quality and Accidents have been previously assessed as wider outcomes to be achieved in TVB (see Page 19-20);
- Security, Access to services, Affordability, Severance, and Option and non-use values will be assessed in a qualitative manner based on professional judgement. Results will be presented in this section.

### **Security**

Neutral – Transport interventions may impact the level of security for transport users. TAG unit A4-1 states that security concerns are greater on roads where motorists are required to slow or stop their vehicle. The numerical results of the modelling describe the effects that the road widening have in terms of delays reduction on the route, reducing the instances where vehicles will be slowed or stopped. Road users are expected to be less vulnerable to crime in such circumstances. A more detailed analysis of recorded criminal acts and incidents of antisocial behaviour should be undertaken to support a final qualitative assessment. This analysis should be accompanied by a full appraisal of the different security indicators in line with TAG unit A4-1. As this assessment has not been undertaken due to the size and scope of the scheme, the impact on security is considered to be neutral, however, this is considered to be a conservative evaluation.

### **Access to services**

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Moderately positive – Accessibility is defined as people’s ability to reach desired goods, services and activities . Accessibility benefits can be similar to transport user benefits as the changes in journey time and operating costs reduce the generalised cost associated with travel and hence make transport more affordable. Reduced journey times, operating costs and transit delays also increase the range of services that can be accessed for the same cost. Modelling results have shown positive improvements to average journey time from the Do Minimum model scenario (measured in delay in seconds). As a result, accessibility is anticipated to increase to some extent for both car and public transport users. The overall impact on accessibility is appraised as a moderate positive benefit.

### **Personal Affordability**

Slightly positive – Affordability of transportation is primarily a distributional issue as it can be a major barrier to the mobility of certain groups. As mentioned in the TAG Unite 4.2, the most significant impacts of the costs of travel are on young and old people, and low-income households, particularly when travelling to employment or education. As potential changes in the cost of travel have not been evaluated, the assessment presented in this section provides a ‘light touch’ qualitative consideration of affordability from a wider perspective. The results of this high-level analysis should be confirmed by the TUBA user benefit analysis software or an equivalent process. In this case, as sufficient data or valuations were unavailable to undertake a quantitative approach, it was considered more amenable to appraise this impact in a qualitative manner.

As widening is expected to reduce congestion along the route, leading to reduced vehicles idling, braking and accelerating, a reduction in vehicle operating costs is anticipated. In some cases, minor affordability disbenefits can be found, likely caused by increased vehicle speeds leading to increased fuel consumption. However, the decreased vehicle operating costs are expected to outweigh these affordability disbenefits. Therefore, the overall impact of the scheme to personal affordability is appraised as slight beneficial.

### **Community Severance**

Neutral – Community severance is defined in TAG unit A4-1 as the separation of residents from facilities and services they use within their community caused by substantial changes in transport infrastructure, or by changes in traffic flows. This impact is of particular importance for certain social groups, including people without access to a car, children, older people, and people with disabilities and parents with pushchairs. As no significant traffic volume change is expected as a result of the scheme, the impact is likely to be neutral. In addition, the scheme is not expected to introduce or remove barriers to pedestrian movement.

### **Option and non-use values**

Neutral – Option values and non-use values relate to the implementation or withdrawal of a public transport service. TAG Unit A4-1 requires that option values and non-use values are assessed if the scheme being appraised includes measures that will substantially change the availability of transport services within the study area. As the scheme includes no changes to any public transport routes or services provided in the area, no further appraisal is required for this indicator.

### **Apprenticeships**

Neutral – The development phase (project management and design) of this scheme will not directly produce any apprenticeships. However, Slough Borough Council will work closely with the Slough

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Academy to promote any opportunities that arise for apprentices during this scheme. The Council will also look to consider the use of apprentices as a criterion when procuring construction services.

### **3. Deliverability and risks**

#### **How secure are the funding contributions from your own organisation and elsewhere?**

The 20% local contribution will comprise of Slough Borough Council Capital Funds and are considered a reliable source of funding.

A further extension to the scheme, which will deliver highway widening of a similar nature along the full length of Langley High Street from Langley Station to the A4, is not proposed for funding within the current Growth Deal. However, Slough Borough Council is exploring additional sources of funding to support the completion of this additional scheme.

#### **What are the key scheme milestones?**

The key milestones of the proposed scheme are presented below:

Table 10 - Key project milestones for the widening of High Street between Elmhurst Road and Langley Road scheme.

Date	Project Milestone
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Pre-2020 (already completed)	Feasibility design and traffic modelling of the Section 2 High Street/ Meadfield Road junction design.
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January 2020 (already completed)	Feasibility design and initial cost estimate for Section 1 scheme.
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June 2020 (in progress)	Refinement of Section 1 scheme feasibility design to ensure tie in with Section 2 High Street/ Meadfield Road junction scheme.
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Additional local junction traffic modelling of High Street/ Meadfield Road to incorporate a two lane north bound approach and two lane south bound approach (Section 1 scheme), to demonstrate the benefit of the scheme.

Development of Full Business Case for Section 1.

July 2020	Financial (LEP) approval
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June – July 2020	Preliminary Design
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July 2020	Public Information/ Engagement (date subject to Council Leader instruction), including with Langley Memorial Ground Trustees.
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August – November 2020	Detailed Design
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End of August 2020	Refinement of and update of the scheme cost
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Late 2020	Mobilisation and Statutory consents.
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December 2020	Commencement of site works.
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Early 2021	Completion of site works.
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Slough Borough Council is confident that the proposed scheme can be successfully completed on time and in budget. The internal Council management structure has a wealth of experience in managing capital infrastructure improvements including close monitoring of project progress and cost. The proposed scheme mirrors a similar improvement at High Street/ Langley Road junction completed in March 2020, and those proposed with the High Street/ Meadfield Road business case submitted to the LEP in May 2020. Detailed design for the High Street/ Langley Road scheme began in July/ August 2019 and therefore confidence can be gained in the outline programme in Table 10, which broadly follows the same timescales. This successfully demonstrates Slough Borough

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Council's competency in managing transport infrastructure improvements. Consideration has also been taken for the effects of COVID-19 on the proposed programme outlined above. At the time of writing (June 2020), the COVID-19 social distancing restrictions are beginning to ease and thus, the Council remain optimistic that the pandemic will have minimal impact on the delivery of the scheme. Slough Borough Council are confident that the next steps in the delivery of the proposed scheme, primarily feasibility/preliminary design and public engagement, can be successfully completed through web-based work with minimal face to face interactions, ensuring no risks are presented to either individuals or the delivery of the project.

As the necessary detail is unavailable at this stage, an update on the scheme costs will be provided by September 2020. Whilst this will not be based upon final detail design, the preliminary design will permit a more accurate assessment of base costs with a construction schedule. A quantified risk assessment can be conducted then to generate a more accurate assessment of the risk budget. Construction works will be assigned to Slough Borough Council's Direct Service Organisation (DSO) (Contractors), as an extension to the original scheme works recently completed on site at the High Street/ Langley Road junction and the original Langley Station and Access Improvements scheme. Slough Borough Council will continue to use the procurement process already in place for the previous schemes which has proven to provide a high quality and efficient service. In addition, resources are readily available from the original scheme and are ready to be mobilised at short notice. The Council will consider using the same contractor for the proposed scheme and the Meadfield Road junction improvement scheme to maximise cost efficiency. Therefore, Slough Borough Council deems it appropriate not to engage in any new, competitive procurement process. Both Public Engagement and commencement of site works will be undertaken with appropriate safety measures in line with the government advice on the COVID-19 pandemic. At time of writing this business case, Slough Borough Council remains confident that the pandemic will not affect the timeline of the proposed scheme.

### **What are the proposed arrangements for project management?**

The Project Team in Slough Borough Council will be responsible for ensuring that the scheme follows the identified programme and will maintain overall responsibility for the delivery of the project. Each work stream will report quarterly to the Project Team on progress and expenditure. This method of governance has been effective for previous transport network improvements including the original Langley Station and Accessibility improvements and SMaRT Phase 1 and will be scaled appropriately for a scheme of this size. A consistent project team will be used in Slough Borough Council for the delivery of both the proposed scheme and the Section 2 High Street/ Meadfield Road junction improvements which has secured LEP conditional funding approval. This will ensure that both schemes are harmonious, and the Council will seek to use value engineering to deliver a more efficient construction programme, including reduced disruption to road users. Responsibility for accurate, timely and appropriate communications within the project team rests with the SBC Project Manager, who will also ensure that the Project Board is kept up to date with programme developments. Project team meetings are held on a monthly basis with regular updates provided to the LEP Board via the Berkshire Strategic Transport (BSTF) forums (officers and members). Throughout the project, the risk register will be maintained and updated as necessary, with mitigating and contingency measures used appropriately throughout the scheme delivery. The Council will seek to allocate risks to the appropriate party to ensure the impacts associated with each risk are spread across the entire project team.

Construction works will be assigned to SBC's DSO (Contractors), as an extension to the original scheme works recently completed on site at the High Street/ Langley Road junction. Contracts will likely mirror the structure of the High Street/ Langley Road scheme, which was successfully completed in March 2020. Slough Borough Council anticipate that the same construction works contractor will be used for both the proposed scheme and the High Street/ Meadfield Road scheme, which has secured provisional LEP funding approval.

**What are the principal risks linked to the scheme's delivery, and what actions will be (or have been) taken to mitigate and manage these?**

A summary of the key strategic risks identified during this study can be found in the table below, including the risk COVID-19 presents to the delivery of the scheme.

Risks will continue to be reviewed as the project develops and progresses through feasibility/ detailed design stages and proposed commencement of site works in December 2020. Mitigation actions have also been identified and described below.

Table 11 - Risk register for the widening of High Street between Elmhurst Road and Langley Road scheme.

Risk	Likelihood	Severity	Mitigating actions
Increased cost			due to need to protect/ relocate statutory undertakers equipment. M M
☐			Undertake C2/C3 NRSWA searches prior to Preliminary Design, so design engineering can be undertaken to best reduce impact on utilities.
☐			Early engagement with statutory undertakers at the outset of detailed design (C4), as experience shows that utility works are often the critical path through delivery. Impact of COVID-19 delaying consultation and scheme delivery M M
☐			Slough Borough Council will proactively monitor the COVID-19 pandemic situation with regards to public/stakeholder consultations and will seek alternative arrangements to ensure the safety of consultation attendees.
☐			If in December 2020, the pandemic continues to require social distancing measures, Slough Borough Council will take appropriate measures, guided by the central Government, to ensure the safety of construction workers.
			Land acquisition M M
☐			The proposed scheme requires land take from Langley Memorial Ground on the western side of B470 High Street.
☐			Slough Borough Council will undertake engagement with Langley Memorial Ground Trustees on proposals, with the aim of securing the land necessary to deliver the scheme. During the delivery of the High Street/ Langley Road junction improvement scheme to the immediate north, engagement with Trustee members has already been made and they are already aware with potential land requirements for the delivery of this scheme.
☐			If an agreement from the Langley Memorial Ground Trustees is not reached, a contingency plan would be to revisit the design and reduce the lane widths (to a width still within guidelines) to see if the scheme can be delivered whereby only the footway requires relocating within the Memorial Ground, which is likely to be more

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acceptable to Trustees. One way of potentially achieving this, is to remove the central median as currently in the design.

Environmental issues M M

- ☐ The proposed scheme requires land take from Langley Memorial Ground on the western side of B470 High Street.

- ☐ Slough Borough Council will undertake an environmental appraisal during Preliminary Design and set out a suitable construction methodology to mitigate any impacts identified.

Impact of design changes made through Preliminary Design M L

- ☐ There is potential to extend the Section 1 scheme to include four lanes between the High St/ Langley Rd and High St/ Meadfield Rd junctions. This will provide added benefit to traffic and reduce the risk of queuing back from the Meadfield Rd junction into the Langley Rd junction.

- ☐ It is anticipated that this additional, short, section of carriageway widening can be accommodated within the current scheme cost (using a proportion of the risk/ contingency monies) to deliver it. The cost of this small extension to Section 1 will be established and refined through Preliminary Design.

- ☐ Slough Borough Council will carefully weigh up the additional benefit to traffic against any cost impacts to the scheme in the further development of the design. There is potential, during Preliminary Design, to look to amend the design slightly to provide greater benefit for traffic, particularly on the High Street northern arm i.e. by providing a two lane rather than one lane southbound approach to the Meadfield Road junction.

- ☐ Slough Borough Council will explore the potential and feasibility for the above during Preliminary Design, although it is identified that by providing added benefit for traffic, there may be an impact upon Third Party Land and utilities (with potential scheme cost implication).

- ☐ Slough Borough Council will carefully weigh up the additional benefit to traffic against any cost impacts to the scheme in the further development of the design.

Impact upon a parking bay M L

- ☐ The scheme may require the loss of a parking bay (for two vehicles) outside of Barclays bank, on the eastern side of High Street, just south of Willoughby Road junction.

- ☐ An understanding of how this bay is used will be sought during the next stage of design.

- ☐ A solution to the loss/ relocation of the bay will be provided within the next stage of highway design, if deemed necessary. Harrow Market Car Park which is only a very short walking distance away, can be considered as a good alternative for the needs of both residents and visitors.

Objections through planning /consultation process L M

- ☐ Targeted public consultation and close working with Ward Members and key stakeholders to achieve early 'buy in'.

- ☐ Undertake assessment so that the benefit of the scheme can be clearly communicated with the public and stakeholders.

Increase in construction costs L M

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- ☐ Scheme to be delivered using the Council's term contractor using an agreed schedule of rates.
  - ☐ Appropriate levels of contingency has been built into the initial cost estimates. Design engineering also to be undertaken to reduce overall scheme cost.
  - ☐ Reasonable level of confidence in initial scheme costing, based on actual scheme cost of junction improvement scheme delivered in 2019/20 for the High Street/ Langley Road junction.
  - ☐ Scheme costs will be refined through Preliminary Design to provide increased level of confidence. C3 utility searches will be considered to be carried out during Preliminary Design to better assess utility costs.  
Delay in construction or cancellation of the WRLtH L M
  - ☐ Should the construction of the WRLtH be delayed or project completely cancelled, the anticipated step change in traffic demand along High Street and Meadfield Road will not occur, as Hollow Hill Lane will remain open to traffic. However, with peak hour congestion already witnessed along High Street and the approaches to the High Street/ Meadfield Road junction, the strategic need for the scheme will remain the same. Reducing congestion will enhance the transport network to support and accommodate future growth in employment and housing. The scheme will also still offer an extension to the adjacent High Street/ Langley Road junction improvements delivered in March 2020, plus the Section 2 High Street/ Meadfield Road improvements which has secured LEP conditional funding approval.  
Failure to coordinate with previous parts of the scheme / highway works on High Street L L
  - ☐ The scheme has already been designed to feasibility design stage accounting for and tying into the junction improvement scheme at High Street/ Meadfield Road (Section 2), to ensure they are harmonious.



**MEETING OF THE BERKSHIRE LOCAL TRANSPORT BODY (BLTB) – THURSDAY 15 JULY 2020**

**CONTACT OFFICER: Josie Wragg, Chief Executive, Slough Borough Council, Lead Officer to the BLTB**

**Item 8 – Financial Approval for 2.29 Winnersh Triangle Park & Ride – Addendum 2 Access, Turning Head and Urban Realm**

**Purpose of Report**

1. To consider giving financial approval to Addendum 2, Access, Turning Head and Urban Realm Improvements to scheme 2.29 Wokingham: Winnersh Triangle Park and Ride.
2. The original scheme sought to redevelop the transport links at Winnersh Triangle. This was approved in [March 2019 \(minute 45 refers\)](#), awarding £2,850,000 of Local Growth Funds (LGF). A number of enhancements have since been proposed. Addendum 1 (Car Park enhancements) was approved by the BLTB in June 2020 awarding an additional £715,444 of LGF. Wokingham Borough Council, with the support of Frasers Property (the owners of the adjacent business park), now wish to promote an additional access and public urban realm scheme around the Winnersh Triangle station forecourt. This is the subject of this second addendum submission (Addendum 2), seeking £675,000 of LGF bringing the total LGF award to £4,240,444.
3. Addendum 2 Access, Turning Head and Urban Realm Improvements will allow improved access for buses, taxis and passenger drop-off by way of a new fourth arm directly off Wharfedale Road/A329(M) slip road roundabout. It will remove the existing right turn bus lane on Wharfedale Road and provide an enhanced station forecourt turning head to be used by the Park and Ride buses, taxis and all passenger drop-off. It will also create a new natural open space, feature lighting, two bus shelters, seating and a new paved pedestrian link between the railway station and the car park, providing comfortable spaces for people to meet and interact and create a stronger sense of place and attachment for the local community.

**Recommendation**

4. You are recommended to give Addendum 2 Access, Turning Head and Urban Realm Improvements for scheme 2.29 Wokingham: Winnersh Triangle Park and Ride full financial approval in the sum of £675,000 Local Growth Funds in 2020/21. This is on the terms of the funding agreement set out at paragraph 11 step 5 below.

**Other Implications**

Financial

5. A call for bids process was undertaken in January 2020 and a list of prioritised projects were agreed at the BLTB meeting March 2020. Scheme 2.29 Wokingham: Winnersh Triangle Park & Ride Addendum 1 Car Park enhancements and Addendum 2 Access, Turning Head and Urban Realm Improvements were both named schemes.

6. At the March 2020 BLTB meeting an additional £715,444 of LGF was allocated to Scheme 2.29 Wokingham: Winnersh Triangle Park & Ride Addendums 1 Car Park enhancements, with further pipeline schemes to receive programme entry status when funds became available. Scheme 2.29 Wokingham: Winnersh Triangle Park & Ride Addendum 2 Access, Turning Head and Urban Realm Improvements received programme entry status at the June 2020 BLTB extraordinary meeting. This report recommends that the Wokingham Borough Council be authorised to draw down the capital sum £675,000 from the Local Transport Body funding for this scheme.
7. The funding agreement set out at paragraph 11 step 5 sets out the roles and responsibilities, reporting and auditing arrangements, timing and triggers for payments, contributions from other funders, consequences of delay, consequences of failure, claw back, and evaluation requirements at one and five years on.

### Risk Management

8. The risk management arrangements already put in place by the Local Transport Body are as follows:
  - The [Assurance Framework](#)<sup>1</sup> has been drafted following DfT guidance and has been approved by the DfT for use in allocating capital funds for transport schemes
  - Hatch Regeneris have been appointed as Independent Assessors and have provided a full written report (see [Appendix 2](#)) on the full business cases for the schemes
  - The funding agreement set out at paragraph 11, step 5 makes clear that the financial risk associated with implementation of the scheme rests with the scheme promoter.

### Human Rights Act and Other Legal Implications

9. Slough Borough Council will provide legal support for the BLTB should any questions arise.

### **Supporting Information**

10. The scheme will be carried out by Wokingham Borough Council.
11. The full details of the scheme are available from the [Wokingham Borough Council website](#)<sup>2</sup>.

A summary of the key points is given below:

Task	Timescale
Detailed designs	July 2020
Planning	July 2020
Site enabling works	Feb 2021
Construction	Start April 2021 – overall project construction works (car park) to

<sup>1</sup> <http://www.thamesvalleyberkshire.co.uk/berkshire-strategic-transport-forum>

<sup>22</sup> [www.myjourneywokingham.com/discover-wokingham/bus-travel/park-and-ride/](http://www.myjourneywokingham.com/discover-wokingham/bus-travel/park-and-ride/)

	start in October 2020
Completion	November 2021

Activity	Funder	Cost (approx) Addendum 2	Total project costs
Scheme development	Wokingham Borough Council	£0.0m	£1.05m
Major scheme funding	Berkshire Local Transport Body	£675k	£4.24m
Private Sector contribution	Frasers Property	£1.537m	£1.537m
<b>Total</b>		<b>£2.212m</b>	<b>£6.827m</b>

12. The table below sets out the details of this scheme's compliance with steps 1-5 of paragraph 14 of [Assurance Framework](#)<sup>3</sup>.

Assurance Framework Check list	2.29 Wokingham: Winnersh Triangle Park & Ride Addendum 2 Access, Turning Head and Urban Realm Improvements			
	<p>This enhancement to the existing scheme allows improved access for buses, taxis and passenger drop-off by way of a new fourth arm directly off Wharfedale Road/A329(M) slip road roundabout, removing the existing right turn bus lane on Wharfedale Road including an enhanced station forecourt turning head to be used by the Park and Ride buses, taxis and all passenger drop-off. It also creates a new natural open space, feature lighting, two bus shelters, seating and a new paved pedestrian link between the railway station and the car park providing comfortable spaces for people to meet and interact, creating a stronger sense of place and attachment for the local community.</p> <p>This scheme was submitted in the January 2020 call for bids and, jointly with Addendum 1, was given 20 points and ranked third out of six schemes submitted. See <a href="#">Appendix 1</a>.</p>			
	Factor	Raw score	Weighting	Weighted score
	SEP	3	1.5	4.5
	Deliverability	2	2.0	4.0

<sup>3</sup> <http://www.thamesvalleyberkshire.co.uk/berkshire-strategic-transport-forum>

Assurance Framework Check list	2.29 Wokingham: Winnersh Triangle Park & Ride Addendum 2 Access, Turning Head and Urban Realm Improvements			
	Economic Impact	2	4.0	8.0
	TVB area coverage	1	1.0	1.0
	Natural Capital	2	1.0	2.0
	Social Value	1	0.5	0.5
	Total			20.0
Step 2: Programme Entry: evolution of the scheme from outline proposal to full business case, external view on the business case, and independent assessment (See paragraphs 15 and 16)	<p>Programme Entry status was given to addendum 2 Turning Head and Urban Realm Improvements by the BLTB on <a href="#">4 June 2020</a> (minute 4b refers).</p> <p>The <a href="#">Wokingham Borough Council website</a><sup>4</sup> holds the latest details of the full business case, including the VfM statement certified by the senior responsible officer.</p> <p>Any comments or observations on the scheme received by either TVB LEP or Wokingham Borough Council have been fully considered during the development of the scheme.</p> <p>The reports of the Independent Assessor are attached at <a href="#">Appendix 2</a>. The Independent Assessor was asked to report as follows:</p> <ul style="list-style-type: none"> <li>• Completeness – has the promoter prepared a complete Full Business Case submission, when judged against the prevailing advice from the DfT</li> <li>• Accuracy – has the promoter performed the relevant calculations and assessments accurately and without error</li> <li>• Relevance – has the Full Business Case considered all relevant matters, including use of appropriate forecasting models and planning assumptions, and has it included any irrelevant considerations such as unduly-optimistic assumptions or out of date modelling data</li> <li>• Value for Money – does the scheme promoter's Value for Money assessment comply with the prevailing DfT guidance</li> <li>• Evaluation arrangements – has the scheme promoter made provision for appropriate post-implementation evaluation of the scheme.</li> <li>• Remedies – where the independent assessment reveals a gap between the FBC supplied and the standard anticipated by the DfT guidance, then the</li> </ul>			

<sup>4</sup> <https://www.myjourneywokingham.com/bus-travel/park-and-ride/winnersh-triangle/>

Assurance Framework Check list	2.29 Wokingham: Winnersh Triangle Park & Ride Addendum 2 Access, Turning Head and Urban Realm Improvements
	advice for the LTB should include recommendations for remedial actions required – e.g., collection of further data, sensitivity tests on particular assumptions etc.
Step 3: Conditional Approval	N/a - the Independent Assessor has recommended that for this addendum that Full Financial Approval is appropriate.
Step 4: Recommendation of Financial Approval <ul style="list-style-type: none"> <li>• High Value for Money</li> <li>• Support of the Independent assessor</li> </ul>	<p>The Independent Assessor has identified that the Benefit Cost Ratio (BCR) of the component scheme enhancements are both within the High Value category:</p> <p>Access, Turning Head and Public Realm enhancements in excess of 2.9: 1.</p> <p>The overall scheme BCR remains High Value for money at 3.5: 1 BCR.</p> <p>DfT has set thresholds of 2.00 (High VfM) and 4.00 (Very High VfM) and schemes with BCRs above these thresholds can be described as having High or Very High Value for Money.</p>
Step 5: Formal Agreement <ul style="list-style-type: none"> <li>• roles</li> <li>• responsibilities</li> <li>• implementation</li> <li>• reporting</li> <li>• auditing</li> <li>• timing and triggers for payments</li> <li>• contributions from other funders</li> <li>• consequences of delay</li> <li>• consequences of change to the design or specification of the scheme</li> <li>• consequences of</li> </ul>	<ul style="list-style-type: none"> <li>• <u>Roles</u>: TVB LEP is a part funder of the scheme. Wokingham Borough Council is the scheme promoter and is the relevant highway and planning authority.</li> <li>• <u>Responsibilities</u>: TVB LEP is responsible for allocating the capital finance in accordance with its Assurance Framework. Wokingham Borough Council is responsible for all aspects of the design, risk management, insurance, procurement, construction and implementation of the scheme, including its responsibilities as highway and planning authority, any other statutory duties, and any financial or other liabilities arising from the scheme.</li> <li>• <u>Implementation</u>: In addition to any reporting requirements within Wokingham Borough Council, the scheme promoter will use the proforma supplied by TVB LEP to make reports on progress of the implementation of the capital scheme to each meeting of the BLTB until the build is complete. In particular, Wokingham Borough Council will report on any change in the size, scope or specification of the scheme; and on any substantial savings against the scheme budget whether achieved by such changes to the size, scope or specification of the scheme, or through procurement, or through the efficient implementation of the scheme.</li> <li>• <u>Reporting</u>: The scheme promoter must provide accurate, timely, verified and quality assured quarterly monitoring and forecast data, which relate to defined output and outcome indicators agreed between TVB LEP and government as a condition of the Growth Deal. This scheme will not be required to participate in an evaluation as set out in the Growth Deal Monitoring and Evaluation Plan.</li> </ul>

Assurance Framework Check list	2.29 Wokingham: Winnersh Triangle Park & Ride Addendum 2 Access, Turning Head and Urban Realm Improvements
<p>failure</p> <ul style="list-style-type: none"> <li>• claw back</li> <li>• evaluation one and five years on</li> <li>• other conditions of Local Growth Funds</li> </ul>	<ul style="list-style-type: none"> <li>• <u>Auditing</u>: Wokingham Borough Council will keep financial records such that the expenditure on the scheme is readily identifiable, and if and when BEIS, DfT or other government department or the accountable body for TVB LEP requests access to financial or other records for the purposes of an audit of the accounts, Wokingham Borough Council will co-operate fully.</li> <li>• <u>Timing and Triggers for payments</u>: See the Claim Proforma – available on request.</li> <li>• <u>Contributions from Other Funders</u>: Wokingham Borough Council will contribute £1.05m to the overall project. Frasers Property will contribute £1.537m towards the revised Station Forecourt and Access and Urban Realm enhancements in 2020/21. In the event that the scheme experiences or it is anticipated that the scheme will experience a shortfall in these contributions, Wokingham Borough Council will be required to notify TVB LEP of these developments. The provisions of clauses 8, Consequences of Delay; 9, Consequences of Change to the Design or Specification of the Scheme; or 10, Consequences of Failure will then be applied.</li> <li>• <u>Consequences of Delay</u>: In the event that the scheme experiences minor delays to its overall Business Case programme (no more than 10 weeks), Wokingham Borough Council will report these delays and the reasons for them, and the proposed remedial action to the next available meeting of the BLTB. In the event that the scheme experiences major delays to its overall Business Case programme (11 weeks or longer) Wokingham Borough Council will be required to seek permission from TVB LEP to reschedule any payments that are due or may be delayed in falling due because of the delay to the overall Business Case programme.</li> <li>• <u>Consequences of Change to the Design or Specification of the Scheme</u>: In the event that Wokingham Borough Council wishes to change the design or specification of the scheme such the scheme delivered will vary in any material aspect from the description given in the overall business case, Wokingham Borough Council will be required to seek prior written consent from TVB LEP. Failing this permission, no further monies will be paid to Wokingham Borough Council after the change becomes apparent to TVB LEP. In addition, consideration will be given to recovering any monies paid to Wokingham Borough Council in respect of this scheme.</li> <li>• <u>Consequences of Failure</u>: As soon as it becomes apparent to Wokingham Borough Council that it will not be possible to deliver the scheme by of November 2021, written notice shall be given to the accountable body for TVB LEP. No further monies will be paid to Wokingham Borough Council after this point. In addition, consideration will be given to recovering any</li> </ul>

Assurance Framework Check list	2.29 Wokingham: Winnersh Triangle Park & Ride Addendum 2 Access, Turning Head and Urban Realm Improvements
	<p>monies paid to Wokingham Borough Council in respect of this scheme.</p> <ul style="list-style-type: none"> <li>• <u>Claw back</u>: If the overall scheme achieves savings against budget, these savings will be shared by TVB LEP and the other funders noted above in proportion to the amounts set out in the Financial Profile. The accountable body for TVB LEP reserves the right to claw back any amounts of grant that have been spent on purposes other than the scheme as approved and any repayments due as a consequence of changes to the design or specification of the scheme or scheme failure.</li> <li>• <u>Evaluation One and Five Years On</u>: Wokingham Borough Council will produce scheme evaluations One and Five years after practical completion that comply with DfT guidance.</li> <li>• <u>Other Conditions of Local Growth Funds</u>: Wokingham Borough Council will acknowledge the financial contribution made to this scheme through Local Growth Funds and follow the '<a href="#">Growth Deal Identity Guidelines</a>'.</li> </ul> <p>It will also give due regard to the Equality Act 2010 - Public Sector and with the Public Services (Social Value Act) 2012, particularly through the employment of apprentices across the scheme supply chain.</p>

## Conclusion

13. It is the conclusion of the Independent Assessor that the Winnersh Triangle Park & Ride Car Access, Turning Head and Urban Realm Improvements scheme aligns with LEP strategic priorities, will deliver high value for money, and is deliverable over the timescales specified.

## Background Papers

14. The LTB and SEP scoring exercise papers are available on request.

**Appendix 1 - Local Growth Deal list of prioritised schemes agreed March 2020**

Weighting	1.5	2	4	1	1	0.5				
Factor	SEP	Deliv- erable	Econo mic Impact	TVB area	Natural Capital	Social Value	Total Weigh ted score	Rank	Contribution Sought	Cumulative spend
<b>LGF Eligible Projects</b>										
Reading Buses: Completing the Connection	4.5	6	8	2	3	1.0	24.5	1	1,541,243	1,541,243
Superfast Broadband - Extension	4.5	6	8	2	1	0.5	22	2	46,920	1,588,163
2.29 Wokingham: Winnersh Triangle Park and Ride - Extension	4.5	4	8	1	2	0.5	20.0	3	1,411,142	2,999,305
2.24 Newbury: Railway Station improvements - Extension	4.5	4	8	1	1	1.0	19.5	4	640,000	3,639,305
2.30 TVB Smart City Cluster Extension	4.5	6	4	2	2	0.5	19	5	283,620	3,922,925
Slough Langley High Street (phases 1, 2 & 3)	4.5	2	8	2	1	0.5	18.0	6	4,000,000	7,922,925



## **Appendix 2**

### **Thames Valley Berkshire Local Enterprise Partnership**

#### **Independent Assessment Summary Report:**

#### **Winnersh Triangle Addendum 2**

#### **Access, turning head and urban realm improvements**

June 2020

[www.hatchregeneris.co.uk](http://www.hatchregeneris.co.uk)

## **Independent Review**

### **Introduction**

- 1.1 This technical note provides an independent assessment of the Winnersh Triangle Park and Ride (WTP&R) Addendum 2 business case submission to the Thames Valley Berkshire Local Enterprise Partnership (TVB LEP).
- 1.2 The WTP&R is an existing approved TVB LEP project to develop a circa 130 space single deck car park over the existing Winnersh Triangle surface park and ride car park, interior refurbishment of the station building, as well as some limited improvements to the pedestrian amenities at the station forecourt.
- 1.3 Since the original scheme was approved a number of design and delivery issues have come to light, requiring additional funding to deliver the original scheme proposals. This is set out within a separate Addendum 1 document.
- 1.4 Alongside these required amendments to deliver the original scheme, WBC, with the support of Fraser Property (the owners of the adjacent business park), are also promoting an additional public urban realm scheme around the station forecourt. This is the subject of this second addendum submission (Addendum 2).

### **Submitted Information**

- 1.5 The independent assessment process for the WTP&R (Access, turning head and urban realm improvements) submission has been conducted on the basis of an addendum document submitted by WBC.
- 1.6 Cross-references are provided to the original Full Business Case (FBC) submission, as well as to the separate Addendum 1 document.

### **Scheme Summary**

- 1.7 The Addendum 2 document provides a summary of the additional scheme elements proposed. These have the stated aim to:  
  
“create a unique opportunity for placemaking, to deliver more than just a Park and Ride facility, but an enhanced public transport interchange with a new access, an improved public realm and station forecourt area in order to maximise shared value and will help shape and improve the area”
- 1.8 The two core elements of the scheme include:

#### **Revised Station Forecourt and Access**

- Access for buses, taxis and passenger drop-off by way of a new fourth arm directly off Wharfedale Road/A329(M) slip road roundabout, removing the existing right turn bus lane on Wharfedale Road
- Revised station forecourt turning head to be used by the Park and Ride buses, taxis, and all passenger drop-off
- Diversion of the existing pedestrian footway along Wharfedale Road to accommodate the new fourth arm access off Wharfedale Road

#### **Urban Realm Improvements**

- creating a new natural open space with feature lighting, two bus shelters, seating, and a new paved pedestrian link between the railway station and the car park
- providing comfortable spaces for people to meet and interact, creating a stronger sense of place and attachment for the local community.

- 1.9 The original Winnersh Triangle P&R scheme cost was estimated to be £3,374,552 with £2,845,150 sought from the Local Growth Fund (LGF). This included allowances for the station building refurbishment and improvements to pedestrian amenities. This has subsequently been revised within Addendum 1 to £4,610,694, with £3,560,704 (33%) sought from the LGF.
- 1.10 The additional elements within Addendum 2 (access, turning head and urban realm) are estimated to cost £2,212,000, with a further £675,000 sought from the LGF. This would make the total LEP contribution to the overall full scheme equate to £4,235,704 (62% of the total funding requirement).

## **Review Findings**

### **Scope of Works**

- 1.11 Addendum 2 provides a detailed explanation of the proposed additional provision that could be delivered by the revised access, turning head and urban realm provision. It sets out the transformational impact it could have, over and above the current park & ride operations.
- 1.12 A key focus is to maximise the opportunities of Winnersh Triangle Rail Station to promote employment opportunities and growth at the adjacent business park.
- 1.13 The scope of works are set out, as described in Section 1.8 above.
- 1.14 It should be noted that the proposals supersede the originally specified enhancements to pedestrian amenities on the station forecourt.

### **Independent Assessor Comment**

- 1.15 The opportunity to deliver the enhanced access, turning head and urban realm has arisen through the recognition of the importance of the station by Frasers Property, the owners of the adjacent business park. Their commitment to contribute financially to the scheme has enabled the vision for the original scheme to be substantially increased.
- 1.16 It is recognised that the proposed enhancements will provide significantly enhanced connectivity between the station and the adjacent business park. At the same time, access to the turning head will be simplified through the new arm onto Wharfedale Road/A329(M) slip road roundabout. The revisions to the turning head itself will provide better quality facilities for the park & ride bus services, as well as taxis and passenger drop-off.
- 1.17 The enhanced urban environment should create a better 'sense of place' encouraging both rail and park & ride usage. This should ensure that the overall station facility generates a more balanced usage patterns between park & ride bus trips into Reading, rail trips from the station, and rail trips to the station to access the business park. On this basis the scheme should help create a more integral transport hub.

## **Strategic Case**

- 1.18 The Strategic Case sets out the key scheme benefits. These relate to the importance of improving transport links to the Winnersh Triangle business park as part of the site expansion plans. The role that an enhanced station facility can play in attracting and safeguarded high-skilled and high-value employment is outlined.
- 1.19 The alignment with the Berkshire Local Industrial Strategy is stated, across a number of the priority areas.
- 1.20 It is also stated that the proposals will complement the park and ride car park enhancements (Addendum 1), providing enhanced access for bus and increasing the attractiveness of this service.
- 1.21 The typical impact of a rail station enhancement project is set out, with reference to previous research demonstrating how such projects can leverage development and uplift property prices.
- 1.22 The new access arrangements are stated as being safer, specifically for pedestrian movements, with less conflicts with motorised traffic. In addition, the overall improvement to the station environment will benefit all users of the facility.
- 1.23 The impact of a 'do-nothing' scenario is briefly presented demonstrating the lost opportunities that would arise if the scheme were not to progress.

## **Independent Assessor Comment**

- 1.24 The Strategic Case presents clear evidence of the benefit of the scheme and how it will help deliver strategic aspirations of growth within the local business park, alongside an enhanced public transport facility for all users.
- 1.25 The alignment with national and regional policy is clearly demonstrated, as are the mechanisms by which the scheme will deliver positive outcomes.
- 1.26 The assessment of the 'do-nothing' scenario clearly highlights the key areas where the opportunity to deliver benefits will be lost and is considered to be a robust assessment.
- 1.27 Overall, we consider there to be sufficient evidence presented to demonstrate that the strategic case for the overall scheme will be enhanced through the delivery of the additional access, turning head and public realm improvements.

## **Economic Case**

- 1.28 In combination, the Economic and Strategic Cases establish the range of mechanisms by which the scheme will deliver economic benefits. This includes:
- the direct economic value of urban realm improvement to public transport users;
  - the extent to which the scheme can facilitate increased employment on the adjacent business park; and
  - the potential uplift in property prices in the vicinity of the station.

- 1.29 The absence of sufficiently detailed baseline surveys means that an assessment of direct urban realm benefits has not been undertaken. Similarly, the potential uplift in property prices has also not been directly considered.
- 1.30 The economic case, therefore, focusses upon the potential uplift in employment that could result from the proposed improvements.
- 1.31 The context for proposed growth at the business park is set out, including demonstration of the types of high-value sectors that already exist on-site. Aspirations for a further 4,000 jobs are set out. The importance of rail connectivity for supporting the growth is then established, including how the urban realm scheme and enhanced links between the station and the business park are important factors for growth.
- 1.32 The approach to calculating the potential GVA impacts, through job creation, is set out. Including assumptions around GVA per worker and additionality.
- 1.33 A central case scenario is generated that assumes 5% of the potential growth uplift can be attributable to the enhanced provision at the station. This is forecast to generate an additional 79 jobs, once additionality is taken into account, and over £7 million GVA by 2030.
- 1.34 The level of contingency/risk is stated as 15%, along with the level of optimism bias applied within the economic case (15%).
- 1.35 The overall assessment of present value of costs and benefits is set out, with the central case scenario generating an estimated benefit cost ratio of 2.9 to 1, representing high value for money for investment.
- 1.36 The assessment also sets out a qualitative assessment of other the potential impacts on social and environmental criteria.
- 1.37 In terms of social impacts, the scheme is predicted to have slight positive impacts upon reliability, physical activity, safety, access to services, and severance.
- 1.38 In terms of environmental impacts, reference is made to a separate environmental Assessment Report (EAR). The scheme is predicted to have neutral impact upon air quality, biodiversity, water environment, and noise, with a slight positive impact upon landscape.

#### **Independent Assessor Comment**

- 1.39 The Economic Case provides a clear assessment of the types of benefits that are likely to be delivered by the scheme.
- 1.40 It is agreed that the scheme should deliver direct benefits to all station and park & ride users associated with the enhanced urban realm. Whilst, as the submission suggests, this could have been assessed using the Valuing Urban Toolkit it is acknowledged that this requires detail survey data. Whilst the absence of this assessment means it cannot be included within the quantified assessment, we acknowledge that these benefits will exist.

- 1.41 The principle that the scheme could impact upon local property prices is also valid; however, the evidence base with which to assess this within the local context of Winnersh Triangle is limited and the overall impact may not be significant.
- 1.42 The approach adopted to assessing the impact of the scheme on job creation and GVA is considered valid. The underlying assumptions and parameters applied are considered to adhere to HM treasury green Book and MHCLG guidance.
- 1.43 Whilst there is no explicit link to why 5% of the potential employment growth on the business park may be directly linked to the station enhancements, we agree with the principle that the station will be a key element of permitting the overall level of growth planned. As such, we consider the 5% attribution to be an appropriate figure to apply.
- 1.44 Whilst the risk contingency is stated as 15%, we consider it to be 13% for the overall project (15% for access and turning head works, 10% for urban realm works). Never-the-less, this level of risk allowance is deemed acceptable, albeit the specific risks that it covers are not presented in detail (see Section 1.56 below). The 15% optimism bias is also considered appropriate given the level of design work that has been completed.
- 1.45 We conclude, based on the evidence presented, that the additional public sector investment required to deliver this project does represent, at the least, 'high' value for money, and potentially 'very high'.
- 1.46 When considering in combination with the public sector investment in the park & ride car park element of the project, we estimate that the overall BCR for the total project is around 3.5 to 1, comfortably representing 'high' value for money.
- 1.47 The assessment of social impacts, whilst relatively limited in scope, draws a range of logical conclusions and we considered the stated impact to be realistic.
- 1.48 Whilst the full EAR document has not been reviewed, this demonstrates that a robust assessment of environmental impacts has been undertaken as part of the wider planning process. We consider the stated outcomes to be sufficient for the business case submission, particularly on the bases that these elements will be considered, in detail, as part of the planning process.

## **Financial Case**

- 1.49 The Financial Case sets out the project funding requirements for the revised access, turning head and public realm proposals.
- 1.50 A full breakdown of capital elements is provided in the appendix. The access and turning head element includes a contingency/risk allowance of 15%. A 10% contingency and risk allowance is included for the urban realm work. Price inflation of 1% is added to the access and turning head element but not to the urban realm work.
- 1.51 The total LGF funding request equates to £675,000 (33%), with £1,537,055 provided by Frasers Property. Senior management at Fraser Property are stated to have pledged their firm commitment to the delivery of the scheme.

- 1.52 The profile of expenditure is set out, with all LGF spend within 2019/20 and 2020/21. The Frazer Property contribution is primarily split between 2020/21 and 2021/22.
- 1.53 Frasers Property have indicated that any risk of future cost overruns will be addressed by way of value engineering and alternative choice of materials to ensure the project is delivered within the available sums.

#### **Independent Assessor Comment**

- 1.54 The Financial Case for the WTP&R Access, Turning Head and Public Realm provides a clear breakdown of the funding allocation and the profile of spend. The majority of the funding for the scheme is from the private sector (Frasers Property). Funding is stated as being fully secure and written confirmation has been provided separately by Frasers verifying their contribution towards the scheme.
- 1.55 A detailed breakdown of costs for both the access and turning head, as well as the urban realm works is provided and ensures confidence that there is a clear understanding of the costs involved. The overall level of contingency and risk allowance provided across the whole scheme equates to 13%. Whilst this represents a reasonable budget, it is not specifically clear what the financial risk may relate to (there is no quantified risk assessment).
- 1.56 Whilst neither WBC nor Frasers Property have committed to covering any potential cost overruns, it is stated that, in the event of cost escalations, these will be managed through value engineering. Upon clarification, WBC have provided evidence to demonstrate areas where costs could be reduced, including using alternative material to proposed granite slabs, replacing the bespoke bus shelter design to a standard form, and reducing the specification of lighting. On this basis, and given the 13% contingency budget, we consider there to be sufficient opportunity to manage the delivery of the scheme within the committed funds.

#### **Delivery and Risk**

- 1.57 The programme for delivering the Access, Turning Head and Public Realm elements is set out, with detailed design commencing in May and a planning determination anticipated in July. Site enabling works will commence in February 2021, with construction scheduled to begin in April 2021 and complete in November 2021.
- 1.58 It is stated that there will be a period of overlap between the construction of the parking deck and the access, turning head and urban realm and that this will be managed carefully. The phasing of construction for the overall is set out (Phases 0 to 4), of which the access, Turning Head and Public Realm represent phases 2, 3 and 4.
- 1.59 The procurement process has been revised since the original scheme business case submission. VolkerHighways have already been appointed on an Early Contractor Involvement basis to provide early input into the design process. The contract will be based on a schedule of rates, rather than a fixed price and will include a reasonable contingency to cover unforeseen issues.

- 1.60 It is stated that this approach provides more cost certainty early on in the process and ensures that cost efficiencies can be applied across all elements of the access, turning head, and urban realm works through use of common equipment and facilities.
- 1.61 A key dependency of the project is that it requires a land swap between WBC and Frasers Property. Plans have already been drawn to show the extent of land swap under consideration and this has been agreed with Frasers Property in principle. It is stated that the formal legal agreement will take 3 to 4 months following the detailed design but that this is comfortably achievable within the overall project timeframes.
- 1.62 Key risks are identified as:
- Planning determination
  - Utility diversions;
  - Design and construction delays due to COVID-19;
  - Changes to the scheme design during the detailed design stage, which may have a cost implication.

#### **Independent Assessor Comment**

- 1.63 A clear programme is set out with milestones. Whilst the project is not scheduled for completion until November 2021, enabling works will have commenced in February 2021.
- 1.64 It is clear that the construction programme will need to be carefully managed with the parking deck work, but clear phasing has been developed, providing confidence that these risks are understood.
- 1.65 The procurement will be a direct appointment of VolkerHighways through WBC's term contract. Whilst this presents a risk that the procurement process becomes less competitive, which could affect the value for money, it is demonstrated that it provides greater certainty over the process, which is important given the timescales within which delivery must take place.
- 1.66 It is noted that that planning determination is still required for the project. WBC have already received technical queries and requests for information, which they consider they can address in full. They have also confirmed that the 8-week planning determination period can be accommodated within the project. A risk remains that a minor/material amendment application may be required if the detailed design process results in any changes to the design but there is no reason to believe this will be substantial.
- 1.67 It is noted that utility diversions are anticipated and that the precise extent of this work is not fully known, albeit that Ground Penetration Radar surveys, trial holes, and G3 cost estimates have been obtained giving a good degree of certainty at this stage. It will be important for WBC/Fraser Property to continue to manage this risk closely to ensure there is no substantial cost escalation.
- 1.68 A risk is still stated of the need to change the detail design of the scheme and the potential need to de-scope the project if costs rise. This risk will remain until detailed design is complete and may need to be managed through value engineering.
- 1.69 It is recognised that the full extent of risks related to COVID-19 remain unknown at this stage and will need to be managed as they present themselves.



**Appendix 3**

**Wokingham Borough Council**

**WINNERSH TRIANGLE SCHEMES**

**Business Case Addendum: Revised access, turning head and  
urban realm improvements**

**DATE: JUNE 2020**

**WSP**

**2 London Square**

**Cross Lanes**

**Guildford, Surrey**

**GU1 1UN**

**Phone: +44 148 352 8400**

**WSP.com**

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## **1 INTRODUCTION**

- 1.1.1. Further to submitting a full business case to the Thames Valley Berkshire Local Enterprise Partnership (TVB LEP) in March 2019, Wokingham Borough Council (WBC) were successful in securing LEP funding to develop a circa 130 space single deck car park, over the existing Winnersh Triangle surface Park and Ride car park, interior refurbishment of the station building, as well as some limited improvements to the pedestrian amenities at the station forecourt.
- 1.1.2. Whilst the parking deck scheme has broadly remained the same as before, Frasers Property, the owners of the adjacent business park have come forward to promote a public urban realm scheme around the station forecourt. The access arrangements and the existing station turning head will need to be modified to facilitate the urban realm improvements. Frasers Property will fully bear the cost of the urban realm improvements, and also half the cost of the revised station access and turning head. These elements were not included within the original business case submission in 2019.
- 1.1.3. The planning application for the Winnersh Triangle Schemes, which comprises the parking deck, revised access, station forecourt and public realm, was submitted to Wokingham Borough Council on 2 April 2020 and the scheme is currently undergoing public consultation in order to fulfil the planning requirements. A decision on the application is expected in the first week of July 2020.
- 1.1.4. This addendum has been prepared to support the additional funding request, specifically for the revised access, station forecourt and public realm elements of the Winnersh Triangle Schemes. A separate addendum capturing the additional funding sought for the parking deck element was submitted to TVB LEP on 21-05-2020.

## **2 SCOPE OF WORKS**

### **2.1 INTRODUCTION**

- 2.1.1. As a joint venture between WBC and Frasers Property, the Scheme aims at creating a unique opportunity for placemaking, to deliver more than just a Park and Ride facility, but an enhanced public transport interchange with a new access, an improved public realm and station forecourt area in order to maximise shared value and will help shape and improve the area.
- 2.1.2. The Scheme aims at capitalising on the assets of both Winnersh Triangle Railway Station and the adjacent business parks, which would help to release its potential as both an employment hub and a gateway to both Reading and London.

### **2.2 REVISED STATION FORECOURT AND ACCESS**

- 2.2.1. In order to facilitate the urban realm improvements, a revised access and egress arrangement to and from the station forecourt, as well as a reconfigured turning head will be provided. The general arrangement drawing (WTS-WSP-GEN-SWI-DP-ZX-00001) is provided at Appendix A.

- 2.2.2. The main vehicular access is proposed to the north of the site, directly off Wharfedale Road/A329(M) slip road roundabout by way of a new fourth arm proposed. The existing access comprising left in/ left out arrangement on Wharfedale Road will be closed.
- 2.2.3. The new fourth arm will necessitate the re-design and re-positioning of traffic signal heads in the vicinity of the fourth arm, and the reconfiguration of the traffic signal controller to accommodate the change in traffic demand at the Wharfedale/ A329(M) slip road roundabout. The existing right turn bus lane on Wharfedale Road will be removed. The proposed station forecourt turning head will be used by the Park and Ride buses, taxis and all passenger drop-off.
- 2.2.4. Access to the railway station for pedestrians and cycles from Winnersh Business Park will be retained via the existing overpass across Wharfedale Road to the east of the proposed station access. The existing pedestrian footway along Wharfedale Road from the west will be diverted to accommodate the new fourth arm access off Wharfedale Road. The new diverted shared use path will run diagonally onto the new access road to Winnersh Triangle Station.

### **2.3 URBAN REALM IMPROVEMENTS**

- 2.3.1. The urban realm improvements in the station forecourt will include creating a new natural open space, feature lighting, bus shelters, and a new paved pedestrian link between the railway station and the car park. The landscape drawings are included at Appendix A (WTS-ASA-ELS-PR-DR-LA-00001 to 00004).
- 2.3.2. The scheme will create a welcoming and attractive arrival for users of the Winnersh Triangle Railway station; will enhance the amenity value of the site sympathetic with the existing landscape character of the area; and will reflect and complement the redevelopment and improvements on Winnersh Triangle business park.
- 2.3.3. As shown on the landscape drawings, these improvements will include creating a new natural open space with an open grass area surrounding existing retained trees edged on the south eastern corner of the forecourt area. On the western side of the retained trees will be a new linear seating area.
- 2.3.4. To the west of the retained trees, feature lighting will be provided in the form of bespoke luminaires mounted on to 6m high posts. Two bus shelters will be located on the eastern and western sides of the reconfigured turning head. The urban realm will also feature numerous lit bollards, at various locations, for path finding, as well as to enhance the visual amenity of the area during hours of darkness.
- 2.3.5. The urban design for the public realm will provide comfortable spaces for people to meet and interact, creating a stronger sense of place and attachment for the local community. The existing public space currently restricts any opportunity for social interaction by prioritising vehicle circulation over the ease of movement of pedestrians.

## **3 STRATEGIC CASE**

### **3.1 INTRODUCTION**

- 3.1.1. The strategic case for the revised access, turning head and urban realm is inextricably linked to the parking deck scheme in that it greatly enhances the park and ride offer at Winnersh Triangle, thereby augmenting the strategic benefits captured within the original business case submitted to the TVB LEP in March 2019. Some of the additional benefits engendered by the scheme proposals are briefly summarised below.

## **3.2 KEY SCHEME BENEFITS**

- 3.2.1. Frasers Property have recognised the need for the scheme as an integral part of their goal to expand the business park and to attract new employers and employees. They have stated that improved transport links are critical to their business growth plans. The station scheme will have several downstream impacts as the attractiveness of the business park as a place to invest and to attract / safeguard highly skilled and high value employment will be strengthened by the station's upgraded 'gateway' status. This would not only contribute to the Borough's economic growth aspirations, but also to one of TVB LEP's economic plan's overarching objectives of 'Enterprise, Innovation and Business Growth Programme'.
- 3.2.1. The requirement for all LEPs to develop Local Industrial Strategies (LIS) for their respective geographical remit was set out by the Government in their Industrial Strategy White Paper, published in November 2017. The overarching aims of the White Paper are to a) improve UK's overall productivity performance and b) ensure that future economic growth is inclusive. Thames Valley Berkshire LEP is among the third wave of Local Enterprise Partnerships spearheading the next round of Local Industrial Strategies due to be delivered to government in the spring of 2020.
- 3.2.2. One of the actions identified by the TVB LEP in their LIS framework document, under 'Priority 2: Ecosystems which are maturing and evolving and extend beyond Berkshire', is to 'support the appropriate development of innovation spaces in our town centres and/or close to railway stations'. The urban realm improvement is an intrinsic part of Frasers Property's aspirations to expand the Winnersh Business Park to attract and retain new employers and employees alike. Therefore, the revised access, forecourt and urban realm improvements would indirectly contribute towards achieving the goals of Priority 2.
- 3.2.3. Infrastructure is one of the five foundations of productivity as stated within the White Paper. The Berkshire LIS framework document states that there are high levels of traffic congestion in Berkshire, an 'inevitable consequence (and cost) of economic buoyancy'. The document recognises that behavioural changes need to be a central part of the solution, which includes investing in sustainable modes of travel, in order to alleviate congestion on Berkshire's roads.
- 3.2.4. One of TVB LEP's key priorities, to realise their vision to become the 'best of both global and local', is 'Priority 4: vibrant places and supportive infrastructure'. A key step identified to improve transport is to encourage modal shifts and the development of sustainable transport solutions. In relation to spatial development, the Berkshire LIS framework document recognises that 'good use is made of sites close to railway stations and motorway junctions, and in strategic transport corridors, nurturing the development of connected ecosystems.' It is considered that the parking deck scheme, revised access/forecourt and the urban realm improvements, which are in close proximity to the Winnersh Triangle station, would significantly contribute towards achieving the Berkshire LIS objectives under Priority 4.

- 3.2.5. The revised access/forecourt and urban realm improvements would not only generate a number of strategic benefits, based on its own merits, but would also complement the car park enhancements. The improved access for buses would help mitigate the current delays experienced during the access and egress manoeuvres, thereby increasing the attractiveness of the bus park and ride.
- 3.2.6. With local, regional and national policy (and economic plans) focussing on improving productivity through higher value jobs, enhancing connectivity and developing sustainable transport solutions, these are all outcomes that can be attributed to the station and car park improvements, and thus are highly unlikely to be realised through general background activity.
- 3.2.7. Various studies indicate that station investment can have a major impact in terms of urban regeneration and transformation through:
- ☐ Improving the image of a station and hence perceptions of the town or city that it serves, thereby encouraging greater investment and making it more attractive as a place to live and work
  - ☐ Leveraging wider development by providing a focus for investment in the surrounding area and increasing confidence among investors
- 3.2.8. Evidence from the report published by Steer Davies Gleave (SDG) indicate that substantial station improvements can support increases in property values in the immediate vicinity of a station of 30% or more. The associated uplift in annual GVA is estimated to be between 10% and 15% of the investment cost. The report emphasises that while investment at smaller stations will tend to have less of an impact on the local economy, at least in absolute terms, it can nevertheless play a significant role in supporting urban regeneration.
- 3.2.9. As well as providing improved access to the park and ride facility, there will be additional safety benefits associated with the new access arrangements (e.g. pedestrian movements between the business park and the station will not have to interact with buses and other vehicles accessing the forecourt). This would greatly enhance the perception of pedestrian safety at the station forecourt.
- 3.2.10. The planting of new trees and an overall improvement in the ambience and appearance of the station approaches will also generate benefits for those using the station. Improved signage and wayfinding facilities for pedestrians will also be a great improvement on the current situation.

### **3.3 IMPACT OF A 'DO NOTHING' SCENARIO**

- 3.3.1. Specific outcomes of a 'Do Nothing' scenario include:
- ☐ The opportunity to establish Winnersh Triangle station as a key transport interchange to increase the uptake of sustainable modes of transport, therefore reducing demand on the local road network, would be lost.
  - ☐ The potential to invest and to attract / safeguard highly skilled and high value employment, through the station's upgraded 'gateway' status, would not be realised.
  - ☐ The opportunity to facilitate significant private funding to enhance the access and urban realm improvements at the Winnersh Triangle railway station would be lost.

## **4 ECONOMIC CASE**

### **4.1 ECONOMIC APPRAISAL**

#### **INTRODUCTION**

- 4.1.1. It is well established within the transport economics discipline that the full impacts of changes to the urban realm are not currently being captured in the existing accepted cost benefit analysis framework. Department for Transport's document Appraisal and Modelling Strategy, Informing Future Investment Decisions, April 2019 states that urban realm and other elements of people and place and the environment in which people live and work is an important gap which may be limiting the appraisal of certain types of scheme. Work is currently underway to bring forward these elements to broaden appraisals and better understand and account for these impacts.
- 4.1.2. While Transport for London's Valuing Urban Toolkit (VURT) could be used to capture some of the user benefits from the urban realm improvements, it was considered that the time and effort needed to undertake comprehensive baseline surveys may be disproportionate to the likely modest benefits generated by VURT. Whilst the urban realm improvements would no doubt enhance the user experience at the Winnersh Triangle station, these benefits have not been monetised.
- 4.1.3. The current business plan for Winnersh Triangle business park targets a total of 10,000 people working on site by 2030, an increase of 4,000 jobs over the existing employee count. Frasers Property considers the proposed scheme at the Winnersh Triangle station forecourt as an inherent part of their business plan to expand the business park over the next decade. They consider that an enhanced station environment would offer a high-quality transport 'gateway' that would appeal to prospective employees and employers. Therefore, the economic appraisal of the revised access, turning head and urban realm improvements involves estimating how much additionality, or the number of additional jobs that can be attributed to the scheme elements, and use this to calculate a monetised Gross Value Added (GVA) uplift. The estimated uplift in GVA has formed the basis of calculating the present value of scheme benefits, and consequently, the scheme's value for money category.
- 4.1.4. Information obtained from Frasers Property shows how employment at the business park is very much in 'high value' sectors with the following being the top five at the park:
- ☐ Technology and telecoms (40.5%);
  - ☐ Manufacturing and engineering (31.3%);
  - ☐ R&D / pharmaceuticals (11.4%);
  - ☐ Other (5%); and
  - ☐ Professional services (4.7%).
- 4.1.5. The importance of the station and the rail service to the park is also apparent from further information provided by Frasers Property. This shows that a number of businesses that are either



new or renewed their leases in 2019/20 deemed that the proximity to high-quality rail facilities was important.

- 4.1.6. With 4,000 additional jobs being a key objective to be met by 2030, the enhanced public realm and forecourt at the station will have a major role to play with respect to the attractiveness of the business park to new employers and employees.

## **METHODOLOGY**

- 4.1.7. The appraisal method adopted is based on the additionality guidance set out in Homes and Community Agency's (now known as Homes England) Additionality Guide. The most up to date GVA and employment data have been obtained from Office of the National Statistics (ONS) and ONS NOMIS sources respectively.

- 4.1.8. The appraisal methodology is summarised below:

- ② To obtain GVA per worker data, the most recent ONS GVA data for Wokingham was obtained and divided by the number of employed people in Wokingham in the same year (obtained from ONS NOMIS). Wokingham was selected as this is the local authority which includes Winnersh Triangle. It should be noted that, compared to neighbouring Reading, Wokingham has a slightly lower GVA per worker value.
- ② The additionality calculations are based on the standard steps set out in the guidance. These cover:
- The reference case (i.e. what is the 'deadweight' in terms of what number of new jobs above the current 6,000 will be generated regardless of the enhancements going ahead)
  - The level of 'leakage' (i.e. the proportion of new jobs likely to be realised in other neighbouring business parks)
  - The level of 'displacement' (i.e. the proportion of new employment generated that will simply be displaced from neighbouring areas or business parks)
  - The economic 'multiplier' impacts (i.e. the additional jobs generated in supply chains, indirect employment, and through the expenditure of employees, induced employment)
- ② Once these additional employment numbers were calculated for each year between 2021 and 2030 inclusive, the GVA per worker value was applied to give the corresponding GVA uplift.

## **ASSUMPTIONS**

- 4.1.9. For a representative GVA per worker value, total Wokingham GVA in 2018 (£7.43 billion) was divided by the total number of people in employment in the area in the same year (83,000). This gives a GVA per worker in Wokingham of £89,506 (compared to £93,329 in Reading and £94,536 across all of Berkshire). The GVA per worker value was applied to the additional number of jobs at the end of the process.
- 4.1.10. To calculate the extent of additionality, the following assumptions were made and were applied to both the intervention and reference cases (all categories and values shown below are taken from the Additionality Guide):

- ❓ Leakage: a Medium impact of 25% was selected (based on the 'ready reckoner' values given on Page 27 of the Additionality Guide).
  - ❓ Displacement: a Medium impact of 50% was selected (based on the 'ready reckoner' values given on Page 30 of the Additionality Guide).
  - ❓ Multiplier: a Low value of 1.05 was selected (based on the 'ready reckoner' values given on Page 36 of the Additionality Guide).
- 4.1.11. The intervention case refers to where the full additional 4,000 jobs are realised by 2030 (it is assumed that the annual increase in jobs from 6,000 in 2020 to 10,000 in 2030 is on a linear basis, e.g. a 5.2% increase each year).
- 4.1.12. The reference case reflects the deadweight (i.e. the number of new jobs that will be generated regardless of the station enhancements going ahead). It has been assumed that a low proportion (5%) of the new jobs will be attributable to the scheme as it is important to demonstrate that even with low additionality, significant numbers of new jobs and additional will still be generated.

## RESULTS

- 4.1.13. The results from the analysis indicate that even with a low proportion of the new 4,000 jobs by 2030 being attributed to the scheme, this is still sufficient to generate 79 additional jobs and additional GVA of over £7 million by 2030 (the GVA value is undiscounted). The resulting GVA uplift has been rebased to 2010 prices and discounted to 2010 to obtain the present value of scheme benefits for the core scenario.
- 4.1.14. This outcome is also generated where Medium assumptions for both leakage and displacement have been assumed (as well as a Low multiplier value). In reality, there is a strong likelihood that leakage and displacement will be low as new jobs (and their economic impact) will not 'leak' outside the vicinity of the business park neither will they displace jobs from elsewhere in the area. In addition, the economic multiplier value could be higher as the direct on-site jobs could support a higher number of indirect and induced positions in the business park and within the local supply chain.
- 4.1.15. As an indicator of the impact, higher attribution proportions of 10% and 15% attribution assumptions generate additional GVA of £14 million and £21 million respectively (all undiscounted).

## 4.2 RISK AND OPTIMISM BIAS

- 4.2.1. Detailed site investigations and the preliminary design have assisted in the identification and quantification of most of the design risks. The cost of diverting statutory undertakers' equipment forms a significant proportion of the scheme costs. These have been comprehensively captured through a risk workshop as well as the ongoing C3 process. These are included within the scheme costs as a separate item, and not within the risk element. It is envisaged that some of the costs relating to the statutory equipment diversions could be designed out during the detailed stage. Based on a robust understanding of project risks at this stage, the level of risk has been set at 15%. This is considered proportionate to the stage of the project, especially given that the detailed design has not been completed yet.

- 4.2.2. An optimism bias of 15% has been included for the current update to the economic appraisal, in order to ensure a robust cost benefit appraisal. It should be noted that the optimum bias is only **included in** the economic appraisal for calculating the BCR, and not in the financial case which sets out the additional funding sought.

#### **4.3 TRANSPORT ECONOMIC EFFICIENCY (TEE), PUBLIC ACCOUNTS (PA) AND ANALYSIS OF MONETISED BENEFITS AND COSTS**

- 4.3.1. The Analysis of Monetised Costs and Benefits (AMCB), Public Accounts (PA) and Transport Economic Efficiency (TEE) tables for the revised access, turning head and urban realm is provided at Appendix B. The AMCB is summarised in Table 4-1. All costs are presented in market prices and values.

Table 4-1 – AMCB: Revised access, turning head and urban realm

Item Costs and Benefits (In 2010 prices discounted to 2010)

Noise -

Air Quality -

Greenhouse Gases -

GVA Uplift £2,128,697

Physical Activity -

Accidents -

Economic Efficiency: Consumer Users (Commuting) -

Economic Efficiency: Consumer Users (Other) -

Economic Efficiency: Business Users and Providers -

Wider Public Finances (Indirect Taxation Revenues) -

Present Value of Benefits (PVB) £2,128,697

Present Value of Costs (PVC) £733,795

Net Present Value (NPV) £1,394,902

BCR 2.90

- 4.3.2. The core scenario shows a BCR of 2.90, which is classed as providing High value for money.

#### **4.4 ASSESSMENT OF OTHER SOCIAL AND ECONOMIC IMPACTS (QUALITATIVE)**

##### **RELIABILITY (SOCIAL)**

- 4.4.1. Improving the access and egress arrangements at the station forecourt is expected to have a positive impact on the journey time reliability for buses, drop-offs and taxis. Traffic modelling of the Wharfedale Road roundabout, with the proposed new arm, has demonstrated that the junction

would operate with spare capacity in the forecast years. The modelling work has been approved by WBC's Highways Development Control team as part of the planning determination process.

4.4.2. Overall, it is expected that the impact of the scheme on reliability (social) will be slightly positive.

#### **PHYSICAL ACTIVITY**

4.4.3. The urban realm improvements will result in the creation of a new natural open space, feature lighting, bus shelters, and a new paved pedestrian link between the railway station and the car park. It is anticipated that the improved public realm would increase the pedestrian activity between the business park and the railway station.

4.4.4. Overall, it is expected that the impact of the scheme on physical activity would be slightly positive.

#### **SAFETY**

4.4.5. The public realm improvements will also create a safer environment for pedestrians, as pedestrian movements between the business park and the station will not have to interact with buses and other vehicles accessing the forecourt. Overall it is expected that the impact of the scheme on safety will be slightly positive.

#### **ACCESS TO SERVICES**

4.4.6. At the moment, there is a lack of a direct, clearly signed and safe walking route between the pedestrian bridge and the station. This has been highlighted by Frasers Property, the owners of Winnersh Triangle business park. The route is also unsafe as the crossing point is adjacent to the turning facility at the station entrance for taxis and buses, where drivers may not see pedestrians crossing as they exit the station or may not see pedestrians walking along the grass verge as they drive into the station.

4.4.7. The proposals will provide a much clearer, safer route to the train station from the pedestrian footbridge. The proposals will link the existing footway along Wharfedale Road to the railway station via a new three metres wide foot path which is surfaced, lit and segregated from the vehicular traffic by a wide grass verge. Planting will also be provided to dissuade pedestrians from taking the route along the grass verge.

4.4.8. Overall it is expected that the impact of the scheme on access to services will be slightly positive.

#### **SEVERANCE**

4.4.9. The scheme provides improved pedestrian crossing facilities. Overall it is expected that the impact of the scheme on severance will be slightly positive.

### **4.5 ASSESSMENT OF ENVIRONMENTAL IMPACTS**

4.5.1. An Environmental Assessment Report (EAR) has been prepared in support of the planning application for the Winnersh Triangle Schemes (parking deck, revised access, turning head and urban realm). This is not appended to this addendum due to the size of the document. The EAR can be accessed via WBC's planning portal . A summary of the key topics considered is presented below.

## **AIR QUALITY**

- 4.5.2. Impacts on local air quality during the operation phase of the Scheme are expected to be negligible and do not necessitate the need for mitigation. Given the existing good air quality at and near to the Application Site, the impact of the Proposed Scheme operation on local air quality will be not significant.
- 4.5.3. The anticipated impact on air quality is therefore considered to be neutral.

## **BIODIVERSITY**

- 4.5.4. The Scheme will result in the loss of small areas of habitat within the Ecology survey area, as well as potentially disturbing or damaging adjacent habitat suitable to support protected and notable species including bats, terrestrial mammals and reptiles. Without mitigation this could lead to the killing and/or injury of protected species as well as a loss/disturbance of habitats they rely upon. Construction and operation of the Scheme could also result in negative effects to locally designated wildlife sites within 2km of the Survey Area through pollution, both airborne and waterborne, in the absence of mitigation.
- 4.5.5. In order to avoid and mitigate these effects, and to thereby comply with legislation and national/local planning policy, recommendations provided within the preliminary ecological assessment include undertaking of a Biodiversity Net Gain (BNG) assessment, implementation of sensitive lighting and drainage strategies and precautionary methods of working for specific groups such as reptiles and amphibians. Further ecological enhancement (to comply with national and local planning policy) has also been recommended including installation of nest boxes and landscaping using a native species rich planting regime.
- 4.5.6. The anticipated impact on biodiversity is therefore considered to be neutral.

## **WATER ENVIRONMENT**

- 4.5.7. Fluvial flood risk is a constraint for the Scheme (parking deck only) as the Site lies in Flood Zone 2. However, the risk is limited by the nature of the proposals i.e. an expansion at the first floor (i.e. above any potential level of flooding) of an existing car park. The overall loss of floodplain storage is also considered minimal.
- 4.5.8. The scheme is unlikely to increase flood risk or significantly affect water features. The overall impact on the water environment has therefore been appraised as neutral.

## **LANDSCAPE**

- 4.5.9. The landscape assessment concluded that ultimately, as it develops, the proposed landscape for the Scheme will provide an attractive and functional space that will benefit both users of the Scheme, Winnersh Triangle Railway station and occupiers of the business park.
- 4.5.10. The anticipated impact on landscape is therefore considered to be slightly positive.

## **NOISE**

- 4.5.11. The noise assessment concluded that Noise and vibration during construction will be managed through the Construction Environmental Management Plan and Best Practicable Means as defined in BS 5228. In view of the assessment outcomes, no noise mitigation is deemed necessary in the operational phase to comply with policy aims and guidance on noise impact.
- 4.5.12. The anticipated impact on noise is therefore considered to be neutral.

## **5 FINANCIAL CASE**

### **5.1 BUDGET AND FUNDING COVER**

- 5.1.1. The funding strategy for the revised access, turning head and urban realm involves Frasers Property bearing the cost of providing the urban realm as well as half the cost of the access and turning head. The LEP funding sought therefore solely relates to half the cost of the access and turning head. The total cost of the access and turning head has been estimated as £1.35m. The cost of the urban realm scheme has been provided by Frasers Property, and is estimated at £862,055. A breakdown of these cost estimates is provided at Appendix C.
- 5.1.2. An estimated budgetary impact summary is outlined in Table 5-1 split by the respective financial year. The budgetary impact in 2019-2020 represents fees spent on surveys/ground investigations, concept design, preliminary design and planning application.

Table 5-1 – Budgetary impact summary (revised access, forecourt and urban realm)

	2019-2020	2020-2021	2021-2022	Total
LGF Funds	£168,750	£506,250	£0	£675,000
Frasers Property	£35,000	£76,853	£1,425,202	£1,537,055
Total	£203,750	£583,103	£1,425,202	£2,212,055

- 5.1.3. Frasers Property have fully secured the funding requirements stated in Table 5-1. The senior management at Frasers Property have pledged their firm commitment to safeguarding the fruition of the scheme. They have affirmed that the potential for any cost-overruns will be proactively managed through value engineering the design as well as the alternative choice of materials, in order to ensure that the scope of work is deliverable within the available sums.

## **6 DELIVERY AND RISK**

### **6.1 PROGRAMME**

- 6.1.1. The current programme for the revised access, turning head and urban realm is set out in Table 6-1.

Table 6-1 – Revised access, turning head and urban realm programme

6.1.2. As per the current construction programme, there will be a period of overlap between the construction of the parking deck and the access, turning head and urban realm. To better manage resources on site, the phasing of the construction will be planned such that any overlap between critical activities that are common to both the parking deck and the access/turning head/urban realm is kept to a minimum. It is envisaged that the diversion of statutory undertakers' equipment, which accounts for a significant proportion of the scheme cost, will take place during the enabling works phase. This would ensure that a 'substantial start on site' is achieved by March 2021.

6.1.3. The Scheme is likely to be constructed in five phases as described below. These construction phases will be refined and finalised by WBC's appointed contractor.

☐ Phase 0 - Enabling works (parking deck substructure and stats diversion at the new access)

☐ Phase 1 - Construction of the parking deck superstructure.

☐ Phase 2:

- Remaining works at the surface car park (tarmac, SuDS reinstatement, signing and lining etc)
- New fourth arm off Wharfedale Road Roundabout to be built 'offline' to retain bus access to Winnersh Triangle Station. This phase would include the construction of a bellmouth and approximately 45m of access road.

☐ Phase 3 - construction of the revised station forecourt, remaining access road and turning head. During this phase it is considered that temporary access to the railway station will be via the existing access road and Wharfedale Road south east arm. A temporary bus stop will be located within the existing bellmouth.

☐ Phase 4 - it is envisaged that access to the new station forecourt will be via the new access road and turning head, which will in turn allow the urban realm improvement works to be undertaken in the area of the existing bellmouth and access road to the railway station. The dedicated right turn bus lane on Wharfedale road will be closed

6.1.4. The 'remaining works at the surface car park' in phase 2 will continue in parallel to phase 3 and, to a lesser degree, phase 4. The existing turning head will be operational during construction Phases 0, 1 and 2 and will close in Phase 3 in order to minimise disruption to station drop offs, buses and taxis. It is envisaged that a proportion of the main car park can stay in operation during phases 0, 3 and 4.

## **6.2 PROCUREMENT**

6.2.1. With regards to procurement, VolkerHighways, WBC's term contractor, have already been appointed on an Early Contractor Involvement basis to provide early input into the design process. Given that the value of the work excluding design fees, risk, surveys and other investigations would be less than the Official Journal of the European Union (OJEU) threshold of £4.73m, the intention is for the work to be directly awarded to VolkerHighways without going through the competitive tendering process.

6.2.2. The contract will be based on a schedule of rates, which has already been agreed as part of the framework contract, rather than a fixed price and will include a reasonable contingency to cover

unforeseen issues. This would ensure that there is more cost certainty early on. There are cost efficiencies to be made in the use of equipment common to the ground works associated with the deck and the access, turning head and urban realm work. Use of common site compound/welfare facilities would also help drive down the costs.

- 6.2.3. WBC have the experience of dealing with large procurement and construction contracts and will work towards minimising risk through the contract process.

### **6.3 PROJECT DEPENDENCIES**

- 6.3.1. The revised access, turning head and urban realm work will involve land swap between Frasers Property and WBC i.e., land under WBC's ownership within the public realm will be transferred to Frasers Property and land under Frasers Property's ownership around the revised access will be transferred to WBC. Plans have already been drawn to show the extent of land swap under consideration and this has been agreed with Frasers Property in principle. Timescales for the legalities have been factored into the overall programme.
- 6.3.2. The plan showing the extent of land swap have already been agreed in principle between WBC and Frasers. The timescale for the legal agreement is around 3-4 months following the detailed design. These timescales can be comfortably achieved within the overall programme.

### **6.4 RISKS**

- 6.4.1. The risk management protocols adopted for the revised access, turning head and urban realm will be consistent with the principles set out within the commercial case of the business case originally submitted.
- 6.4.2. It is expected that all outstanding technical queries and requests for information, sent by the respective officers at the Council, can be satisfactorily addressed. No planning risks are currently anticipated. Any subsequent changes to the design, during the design and build stage, would be subject to a minor/material amendment application. The planning timescale for a material amendment application is 8 weeks, which can be accommodated within the current project timescales.
- 6.4.3. It is anticipated that utility diversions will be required as a consequence of the scheme. Through a combination of data obtained from the Ground Penetration Radar survey, trial holes and C3 cost estimates obtained from utility companies, there is high degree of certainty around the statutory equipment diversion costs. WSP, who are acting as the Principal Designer for the scheme, have been coordinating and negotiating with utility companies through the C3 and C4 processes to minimise the risk of cost escalation during the construction phase.
- 6.4.4. Key risks to the programme are:
  - ☐ Delays to completion of the detailed design due to suppliers and utility companies being affected by the COVID-19 situation. There may be potential delays to the construction stage as well, if suppliers are unable to source materials to scheduled timescales. This is a residual risk common to all such projects at present, and will remain as such for the foreseeable future, since uncertainty around the pandemic lockdown continues to evolve.



- ② Changes to the scheme during the detailed design stage, which may have a cost implication. In order to mitigate this risk, the design will be subject to regular reviews to ensure that the costs do not exceed the current funding allocation. Cost control may be achieved through value engineering as well as de-scoping, if need be.

## **7 SUMMARY**

- 7.1.1. Since the FBC was submitted in March 2019, the scope of the car parking improvements and overall works at the station has changed significantly. Whilst the parking deck scheme has broadly remained the same as before, Frasers Property, the owners of the adjacent business park have come forward to promote a public urban realm scheme around the station forecourt. The access arrangements and the existing station turning head will need to be modified to facilitate the urban realm improvements. Frasers Property will fully bear the cost of the urban realm improvements, and also half the cost of the revised station access and turning head. These elements were not included within the original business case submission.
- 7.1.2. If the scheme fails to come forward:
  - ② The opportunity to establish Winnersh Triangle station as a key transport interchange to increase the uptake of sustainable modes of transport, therefore reducing demand on the local road network, would be lost.
  - ② The potential to invest and to attract / safeguard highly skilled and high value employment, through the station's upgraded 'gateway' status, would not be realised.
  - ② The opportunity to facilitate significant private funding to enhance the access and urban realm improvements at the Winnersh Triangle railway station would be lost.
- 7.1.3. The economic appraisal has shown that even with conservative assumptions covering additionality and the extent to which the 4,000 additional jobs can be attributed to the scheme, a significant amount of benefits in the form of additional GVA will be generated.
- 7.1.4. The information provided by Frasers Property has demonstrated that for several new 'high value' businesses in the park as well as those that have renewed their leases in 2019/20, rail services at the adjacent station were a major factor in their decision to locate there.
- 7.1.5. An enhanced station with much improved public realm and much better links directly to the business park will increase the location's attractiveness to both employers and employees and will generate economic benefits over and above the conventional transport benefits that form the core of the original business case
- 7.1.6. With a core BCR of 2.90, the revised access, turning head and urban realm improvements would generate high value for money.
- 7.1.7. Subject to potential delays around the evolving COVID-19 situation, it is anticipated that the scheme would be able to achieve a 'substantial start on site' by March 2021.

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**BERKSHIRE LOCAL TRANSPORT BODY (BLTB)****REPORT TO:** BLTB**DATE:** 15 July 2020**CONTACT OFFICER:** Josie Wragg, Chief Executive, Slough Borough Council & Lead Officer to the BLTB**Item 9: Financial Approval Scheme 2.32 Maidenhead: Housing Sites Enabling Works Phase 1 (reprofiled)*****Purpose of Report***

1. To consider giving financial approval to scheme 2.32 Maidenhead: Housing Sites Enabling Works Phase 1, reprofiled.
2. This scheme was originally submitted for financial approval and conditionally approved by the Berkshire Local Transport Body (BLTB) in [January 2019](#). Since then, the Royal Borough of Windsor and Maidenhead (RBWM) has been required to amend its Local Plan, resulting in a reconfiguration of development site allocations. This has resulted in necessary amendments to the original scheme proposals, as well as revisions to the dependent development 'unlocked' by the scheme. The revised scheme sets out the case for investment in capacity improvements at six key junctions around Maidenhead. The schemes will provide congestion relief associated with background growth in traffic, alongside trips generated by specific residential and commercial development sites within the town centre that have been allocated within the Local Plan.
3. The six junctions are spread across the town centre, as follows across two phases:
  - Phase 1:
    - A308/ Stafferton Way/ Rushington Avenue (Stafferton Roundabout)
    - A4/ A308 Castle Hill (Castle Hill Roundabout)
    - A4/ B4447 Cookham Road/ Market Street (Cookham Roundabout)
    - A4/ A4094 Ray Mead Road/ Guard Club Road (Ray Mead Roundabout)
  - Phase 2:
    - A308(M)/ A308 The Bingshams (Braywick Roundabout)
    - A4/ B3024 Oldfield Road/ Lassell Gardens (Oldfield Junction)
4. The improvements encompass a range of measures including carriageway widening, signalisation, and junction reconfiguration, with some associated improvements to cycling provision.

***Recommendation***

1. You are recommended to give scheme 2.32 Maidenhead: Housing Sites Enabling Works Phase 1 reprofiled financial approval in the sum of £4,213,000 from the Local Growth Fund (LGF) and £1,068,000 from the Business Rates Retention Pilot (BRRP) funds in 2020/21 on the terms of the funding agreement set out at paragraph 12 step 5 below.

## ***Other Implications***

### ***Financial***

5. Scheme 2.32 Maidenhead: Housing Sites Enabling Works Phase 1 is a replacement scheme being funded from the [Thames Valley Berkshire Growth Deal 3<sup>i</sup>](#) announced on [2 February 2017<sup>ii</sup>](#).
6. In July 2018, you re-allocated some previously approved LGF schemes for funding from the Business Rates Retention Pilot. This scheme was submitted as part of the process to reallocate Local Growth Deal allocations. The funding for this scheme is from both the LGF and BRRP.
7. This report recommends that the Royal Borough of Windsor and Maidenhead be authorised to draw down the capital sum £4,213,200 in LGF and £1,068,000 in BRRP from the Local Transport Body funding for this scheme.
8. The funding agreement set out at paragraph 12 step 5 sets out the roles and responsibilities, reporting and auditing arrangements, timing and triggers for payments, contributions from other funders, consequences of delay, consequences of failure, claw back, and evaluation requirements at one and five years on.

### ***Risk Management***

9. The risk management arrangements already put in place by the Local Transport Body are as follows:
  - The [Assurance Framework<sup>iii</sup>](#) has been drafted following DfT guidance and has been approved by the DfT for use in allocating capital funds for transport schemes
  - Hatch Regeneris have been appointed as Independent Assessors and have provided a full written report (see Appendix 1) on the full business case for the scheme
  - The funding agreement set out at paragraph 11, step 5 makes clear that the financial risk associated with implementation of the scheme rests with the scheme promoter.

### ***Human Rights Act and Other Legal Implications***

10. Slough Borough Council will provide legal support for the BLTB should any questions arise.

## ***Supporting Information***

11. The scheme will be carried out for the Royal Borough of Windsor and Maidenhead.
12. The full details of the scheme are available from the [Royal Borough of Windsor and Maidenhead<sup>iv</sup>](#). A summary of the key points is given below:

Task	Timescale
Procurement	July 2019
Detailed designs	July - October 2020
Construction	Phase 1 - start September 2020; phase 2 - start December 2020
Completion	Phase 1 - complete January 2021; phase 2 - complete April 2021

Activity	Funder	Cost (approx)
Scheme development	Royal Borough of Windsor and Maidenhead	£0.738m
Major scheme funding	Berkshire Local Transport Body LGF	£4.213m
Major scheme funding	Berkshire Local Transport Body BRRP	£1.068m
Section 106 agreements	Developers etc	£0.316m
<b>Total</b>		<b>£6.335m</b>

13. The table below sets out the details of this scheme's compliance with steps 1-5 of paragraph 14 of [Assurance Framework](#)<sup>v</sup>.

Assurance Framework Check list	2.32 Maidenhead: Housing Sites Enabling Works Phase 1 – reprofiled			
	<p>This scheme was originally submitted and conditionally approved by the Berkshire Local Transport Body (BLTB) in January 2019. Since then, RBWM has been required to amend its Local Plan requirements, resulting in a reconfiguration of development site allocations. This has resulted in necessary amendments to the original scheme proposals, as well as revisions to the dependent development 'unlocked' by the scheme.</p> <p>The SEP assessment process was used and the scheme was given 28 points and ranked joint 1<sup>st</sup> equal of 16 schemes submitted in July 2018 as part of the Growth Deal 3 reallocation process.</p>			
	Factor	Raw score	Weighting	Weighted score
	Strategy	3	1.5	4.5
	Deliverability	3	2.0	6.0
	Economic Impact	3	4.0	12.0
	TVB area coverage	2	1.5	3.0
	Environment	2	0.5	1.0
	Social	3	0.5	1.5
	Total			28.0
Step 2: Programme Entry: evolution of the scheme from outline proposal to full business case, external view on the business case, and independent assessment (See paragraphs 15 and 16)	<p>Programme Entry status was given by the BLTB on <a href="#">19 July 2018</a>.</p> <p>The <a href="#">Royal Borough of Windsor and Maidenhead website</a><sup>vi</sup> holds the latest details of the full business case, including the VfM statement certified by the senior responsible officer.</p> <p>Any comments or observations on the scheme received by either TVB LEP or Royal Borough of Windsor and Maidenhead have been fully considered during the development of the scheme.</p> <p>The report of the Independent Assessor is attached at Appendix 1. The Independent Assessor was asked to report as follows:</p> <ul style="list-style-type: none"> <li>Completeness – has the promoter prepared a complete Full Business Case submission, when judged against the prevailing advice from the DfT</li> </ul>			

Assurance Framework Check list	2.32 Maidenhead: Housing Sites Enabling Works Phase 1 – reprofiled
	<ul style="list-style-type: none"> <li>• Accuracy – has the promoter performed the relevant calculations and assessments accurately and without error</li> <li>• Relevance – has the Full Business Case considered all relevant matters, including use of appropriate forecasting models and planning assumptions, and has it included any irrelevant considerations such as unduly-optimistic assumptions or out of date modelling data</li> <li>• Value for Money – does the scheme promoter’s Value for Money assessment comply with the prevailing DfT guidance</li> <li>• Evaluation arrangements – has the scheme promoter made provision for appropriate post-implementation evaluation of the scheme.</li> <li>• Remedies – where the independent assessment reveals a gap between the FBC supplied and the standard anticipated by the DfT guidance, then the advice for the LTB should include recommendations for remedial actions required – e.g., collection of further data, sensitivity tests on particular assumptions etc.</li> </ul>
Step 3: Conditional Approval	The Independent Assessor has recommended that in this case full financial approval is appropriate.
Step 4: Recommendation of Financial Approval - High Value for Money - Support of the Independent assessor	The scheme has a Benefit- Cost Ratio (BCR) of 17.1 to 1.  DfT has set thresholds of 2.00 (High VfM) and 4.00 (Very High VfM) and schemes with BCRs above these thresholds can be described as having High or Very High Value for Money.
Step 5: Formal Agreement - roles - responsibilities - implementation - reporting - auditing - timing and triggers for payments, - contributions from other funders, - consequences of delay, - consequences of failure, - consequences of change to the design or specification of the scheme - claw back, - evaluation one and five years on	The capital grant of £4,213,200 LGF and £1,068,000 BRRP is a maximum figure which cannot be increased, but may be reduced if savings are achieved during implementation. In the event that Royal Borough of Windsor and Maidenhead wishes to alter the profile of the grant payments, it must seek prior written permission from TVB LEP, having first raised the matter with the BLTB. The grant is made subject to the following: <ul style="list-style-type: none"> <li>• <u>Roles</u>: TVB LEP is a part funder of the scheme. RBWM is the scheme promoter and is the relevant highway and planning authority.</li> <li>• <u>Responsibilities</u>: TVB LEP is responsible for allocating the capital finance in accordance with its Assurance Framework. RBWM is responsible for all aspects of the design, risk management, insurance, procurement, construction and implementation of the scheme, including its responsibilities as highway and planning authority, any other statutory duties, and any financial or other liabilities arising from the scheme.</li> <li>• <u>Implementation</u>: In addition to any reporting requirements within RBWM the scheme promoter will use the proforma supplied by TVB LEP to make reports on progress of the implementation of the capital scheme to each meeting of the BLTB until the build is complete. In particular, RBWM will report on any change in the size, scope or specification of the scheme; and on any substantial savings against the scheme budget whether</li> </ul>

Assurance Framework Check list	2.32 Maidenhead: Housing Sites Enabling Works Phase 1 – reprofiled
- other conditions of Local Growth Funds	<p>achieved by such changes to the size, scope or specification of the scheme, or through procurement, or through the efficient implementation of the scheme.</p> <ul style="list-style-type: none"> <li>• <u>Reporting</u>: The scheme promoter must provide accurate, timely, verified and quality assured quarterly monitoring and forecast data, which relate to defined output and outcome indicators agreed between TVB LEP and government as a condition of the Growth Deal. This scheme will not be required to participate in an evaluation as set out in the Growth Deal Monitoring and Evaluation Plan.</li> <li>• <u>Auditing</u>: RBWM will keep financial records such that the expenditure on the scheme is readily identifiable, and if and when BEIS, DfT or other government department or the accountable body for TVB LEP requests access to financial or other records for the purposes of an audit of the accounts, RBWM will co-operate fully.</li> <li>• <u>Timing and Triggers for payments</u>: See the Claim Proforma – available on request.</li> <li>• <u>Contributions from Other Funders</u>: Royal Borough of Windsor and Maidenhead capital programme will contribute £738,000 in 2020/21; in addition, there will be £316,000 of s.106 contributions secured by Royal Borough of Windsor and Maidenhead in 2020/21. In the event that the scheme experiences or it is anticipated that the scheme will experience a shortfall in these contributions, RBWM will be required to notify TVB LEP of these developments. The provisions of clauses 8, Consequences of Delay; 9, Consequences of Change to the Design or Specification of the Scheme; or 10, Consequences of Failure will then be applied.</li> <li>• <u>Consequences of Delay</u>: In the event that the scheme experiences minor delays to its overall Business Case programme (no more than 10 weeks), RBWM will report these delays and the reasons for them, and the proposed remedial action to the next available meeting of the BLTB. In the event that the scheme experiences major delays to its overall Business Case programme (11 weeks or longer) RBWM will be required to seek permission from TVB LEP to reschedule any payments that are due or may be delayed in falling due because of the delay to the overall Business Case programme.</li> <li>• <u>Consequences of Change to the Design or Specification of the Scheme</u>: In the event that RBWM wishes to change the design or specification of the scheme such the scheme delivered will vary in any material aspect from the description given in the overall business case, RBWM will be required</li> </ul>

Assurance Framework Check list	2.32 Maidenhead: Housing Sites Enabling Works Phase 1 – reprofiled
	<p>to seek prior written consent from TVB LEP. Failing this permission, no further monies will be paid to RBWM after the change becomes apparent to TVB LEP. In addition, consideration will be given to recovering any monies paid to RBWM in respect of this scheme.</p> <ul style="list-style-type: none"> <li>• <u>Consequences of Failure</u>: As soon as it becomes apparent to RBWM that it will not be possible to deliver the scheme by the end of April 2021, written notice shall be given to the accountable body for TVB LEP. No further monies will be paid to RBWM after this point. In addition, consideration will be given to recovering any monies paid to RBWM in respect of this scheme.</li> <li>• <u>Claw back</u>: If the overall scheme achieves savings against budget, these savings will be shared by TVB LEP and the other funders noted above in proportion to the amounts set out in the Financial Profile. The accountable body for TVB LEP reserves the right to claw back any amounts of grant that have been spent on purposes other than the scheme as approved and any repayments due as a consequence of changes to the design or specification of the scheme or scheme failure.</li> <li>• <u>Evaluation One and Five Years On</u>: RBWM will produce scheme evaluations One and Five years after practical completion that comply with DfT guidance.</li> <li>• <u>Other Conditions of Local Growth Funds</u>: RBWM will acknowledge the financial contribution made to this scheme through Local Growth Funds and follow the ‘<u>Growth Deal Identity Guidelines</u>’ – see link here: <a href="http://www.thamesvalleyberkshire.co.uk/getfile/Public%20Documents/Strategic%20Economic%20Plan/Logos%20for%20branding/GROWTH%20EAL%20IDENTITY%20GUIDELINES%20280219.pdf?inline-view=true">http://www.thamesvalleyberkshire.co.uk/getfile/Public%20Documents/Strategic%20Economic%20Plan/Logos%20for%20branding/GROWTH%20EAL%20IDENTITY%20GUIDELINES%20280219.pdf?inline-view=true</a></li> </ul> <p>It will also give due regard to the Equality Act 2010 - Public Sector and with the Public Services (Social Value Act) 2012, particularly through the employment of apprentices across the scheme supply chain.</p>

### Conclusion

14. The Independent Assessor believes that the overall case for investment in the scheme appears strong, whilst pointing out that the delivery of the project will need to be carefully managed, particularly in relation to the management of risks and the project programme. However, they recommend full financial approval.

### Background Papers



15. The LTB and SEP scoring exercise papers are available on request

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i [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/589268/170202\\_Thames\\_Valley\\_Berkshire\\_LEP\\_GD\\_factsheet.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/589268/170202_Thames_Valley_Berkshire_LEP_GD_factsheet.pdf)

ii <https://www.gov.uk/government/news/multi-million-pound-cash-boost-to-help-create-local-jobs-and-growth>

iii <http://www.thamesvalleyberkshire.co.uk/berkshire-strategic-transport-forum>

iv

[https://www3.rbwm.gov.uk/info/200133/strategies\\_plans\\_and\\_policies/229/strategic\\_economic\\_plan](https://www3.rbwm.gov.uk/info/200133/strategies_plans_and_policies/229/strategic_economic_plan)

v <http://www.thamesvalleyberkshire.co.uk/berkshire-strategic-transport-forum>

vi [https://www3.rbwm.gov.uk/info/200133/strategies\\_plans\\_and\\_policies/229/strategic\\_economic\\_plan](https://www3.rbwm.gov.uk/info/200133/strategies_plans_and_policies/229/strategic_economic_plan)

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**Appendix 1**

**Thames Valley Berkshire Local Enterprise Partnership**

**Independent Assessment Summary Report: Maidenhead Housing  
Sites Enabling Work Revised Submission**

**July 2020**

[www.hatchregeneris.co.uk](http://www.hatchregeneris.co.uk)

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## Executive Summary

- i. This technical note provides an independent assessment of the Maidenhead Housing Sites Enabling Works (HSEW) Scheme Business Case revised submission to the Thames Valley Berkshire Local Enterprise Partnership.

## Scheme Summary

- ii. The full business case submission sets out the case for investment in capacity improvements at six key junctions around Maidenhead. The schemes will provide congestion relief associated with background growth in traffic, alongside trips generated by specific residential and commercial development sites within the town centre that have been allocated within the Local Plan.
- iii. The six junctions are spread across the town centre, as follows:
  - A308(M)/ A308 The Bingham's (Braywick Roundabout)
  - A308/ Stafferton Way/ Rushington Avenue (Stafferton Roundabout)
  - A4/ A308 Castle Hill (Castle Hill Roundabout)
  - A4/ B4447 Cookham Road/ Market Street (Cookham Roundabout)
  - A4/ B3024 Oldfield Road/ Lassell Gardens (Oldfield Junction)
  - A4/ A4094 Ray Mead Road/ Guard Club Road (Ray Mead Roundabout)
- iv. The improvements encompass a range of measures include carriageway widening, signalisation, and junction reconfiguration, with some associated improvements to cycling provision.

## Review Findings

## Conclusions

- v. The strategic case demonstrates alignment with strategic priorities and provides underlying evidence of the need to deliver highway junction improvements to support Local Plan residential and commercial development across the town. The case for the dependency of specific development site upon these highway improvements is made, along with the specific measures to be introduced. The extent to which the scheme addresses some of the secondary objectives is less clear.
- vi. The approach to modelling the direct economic benefits is generally robust and demonstrates the scheme should deliver very high value for money. The assessment of wider environmental and social impacts is limited and will require clear management through the detailed design process to ensure there are no significant negative impacts.

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- vii. The financial case appears sound and, whilst the information presented does not permit full verification, there is considered to be sufficient contingency to support a robust case for investment. The RBWM funding is included within their Capital Programme for 2020/21 and RBWM have committed to managing any potential cost overruns.
  - viii. The commercial and management cases are generally sound, but some information is limited in nature. The main areas for concern relate to the management of risk and programme delivery.

## **Recommendations**

- ix. It is our conclusion that overall case for investment in the scheme appears strong, albeit there are some areas where the stated secondary objectives may not be met. The delivery of the project will need to be carefully managed, particularly in relation to the management of risks and the project programme.
- x. On this basis, we recommend the scheme for approval.

## **1. Introduction**

- 1.1 This report provides an independent assessment of the revised Full Business Case (FBC) submitted by Royal Borough of Windsor and Maidenhead (RBWM) for a range of capacity improvements at six key junctions around Maidenhead.
- 1.2 This scheme was originally submitted and conditionally approved by the Berkshire Local Transport Body (BLTB) in March 2019. Since then, RBWM has been required to amend its Local Plan requirements, resulting in a reconfiguration of development site allocations. This has resulted in necessary amendments to the original scheme proposals, as well as revisions to the dependent development 'unlocked' by the scheme.
- 1.3 This report considers the revised evidence presented by RBWM and whether the package of measures still presents a robust case for the investment of Thames Valley Berkshire Local Enterprise Partnership (TVB LEP) growth deal funds.
- 1.4 The independent assessment has applied criteria from TVB LEP assurance framework and the requirements for transport scheme business cases set out within the Department for Transport (DfT) WebTAG.

## **Submitted Information**

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- 1.5 The independent assessment process for the Maidenhead Housing Sites Enabling Works (HSEW) submission has been conducted on the following set of documentation submitted by RBWM and their consultant team (Project Centre):
- Option Assessment Report (18th January 2019)
  - Original Full Business Case Report (18th January 2019)
  - Revised Full Business Case Report (6th July 2020)
- 1.6 Whilst no formal Appraisal Specification Report was submitted by the Applicant, and the overall approach to be adopted, has been discussed at a series of meetings with RBWM, Project Centre and WSP initially in Autumn 2018 and subsequently between January and June 2020.

## **Report Structure**

- 1.7 This Independent Assessors Report responds to the formal submission of documentation, as well as the informal engagement process with RBWM and their consultants, to provide a review of information provided, assess its suitability and robustness against TVB LEPs assurance requirements, and provide recommendations in relation to the approval of LEP funding for the proposed scheme.
- 1.8 The report is structured as follows:
- Section 2: Option Assessment – provides a brief update on the process undertaken to revise the scheme options since they were initially identified.
  - Section 3: Appraisal Specification Report – presents a high-level review of the proposed approach to the full business case appraisal and its acceptability
  - Section 4: Full Business Case Submission – presents a summary of scheme elements included in business case submission, alongside the details presented within each of the five ‘cases’ (Strategic, Economic, Financial, Commercial, Management). It also sets out the recommendations to the LEP Local Transport Body relating to the suitability of the scheme for funding.

## **2. Option Assessment**

### **Overview**

- 2.1 The original Option Appraisal Report provided a summary of the options assessed for various junction improvements around Maidenhead to accommodate residential and commercial development identified within the submitted Borough Local Plan. A review of this document was provided within the original Independent Assessors report.
- 2.2 As a result of the required revisions to the Local Plan and a new proposed set of land allocations for residential and commercial development it was necessary for RBWM to revisit the options assessment process. This included detailed traffic modelling of the impacts of all the proposed Local Plan allocations upon the operation of the transport network.

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- 2.3 This modelling work identified 19 junctions across the borough that could potentially be subject to significant congestion as a result of the development related highway trips. Of these 19 junctions, 11 are located in Maidenhead, although one of them (M4 J8/9 junction) is the responsibility of Highways England and so excluded from further local analysis.
- 2.4 Of the remaining ten junctions, the A308 / Broadway junction in the centre of Maidenhead was identified as having significant constraints that limits the potential to develop appropriate mitigation measures. No designs for this junction were developed.
- 2.5 Following a review of the remaining junctions within Maidenhead RBWM concluded that interventions at all nine junctions would not be feasible within the scheme scope, given the budget and time constraints. Therefore, RBWN proposed that the three sites (listed below) are taken forward independently and funded by the RBWM's capital programme;
- No. 1: A308 Holyport Road;
  - No. 5: Shoppenhangers Road/ Norreys Drive; and
  - No. 11: A4/ A404(M) The Thicket Roundabout.
- 2.6 All three are located on the outskirts of Maidenhead and so the main focus of the remaining six scheme is within the core town centre, with the exception of the A308 / A330 Braywick Roundabout. the full list of schemes, is as follows:
- A308(M)/ A308 The Bingham's (Braywick Roundabout)
  - A308/ Stafferton Way/ Rushington Avenue (Stafferton Roundabout)
  - A4/ A308 Castle Hill (Castle Hill Roundabout)
  - A4/ B4447 Cookham Road/ Market Street (Cookham Roundabout)
  - A4/ B3024 Oldfield Road/ Lassell Gardens (Oldfield Junction)
  - A4/ A4094 Ray Mead Road/ Guard Club Road (Ray Mead Roundabout)
- 2.7 Individual design options for each of the six schemes have been produced and an assessment process has identified the preferred design solution for each site.
- 2.8 Most of the junctions had clear preferred scheme options, with the exception of the Braywick Roundabout. this junction is forecast to suffer from the highest levels of congestion; however, there are a range of constraints (utilities, trees, ecology, structures, and land) that affect scheme designs. The solution being proposed within this business case submission includes signalisation of existing roundabout, widening approach and circulatory carriageway lanes. However, a second phase is proposed that would provide a left-turn slip road between the A308(M) and A308 Braywick Road.

## Review

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- 2.9 The revised analysis work undertaken in response to the new Local Plan appears robust. It is recognised that the potential scale of residential and commercial development across the borough is significant and that it will require improvements to a large number of junctions.
- 2.10 Given the funding constraints available the process for identifying the six junctions, primarily located within the centre of Maidenhead, is considered a pragmatic approach and it is noted that three other junctions around Maidenhead will be taken forward directly by RBWM alongside these improvements.
- 2.11 The link between the delivery of development growth and the need for improvements at the six nominated junctions is established.
- 2.12 The appraisal framework for identifying the individual preferred scheme options for each junction is considered robust.
- 2.13 Whilst there is an identified benefit from a larger-scale scheme at Braywick roundabout, this cannot be delivered within the current funding available.

### **3. Appraisal Specification**

#### **Overview**

- 3.1 Whilst no formal Appraisal Specification Report was submitted by the Applicant, the overall approach to be adopted has been discussed during a variety of meeting with RBWM, Project Centre and WSP, from December 2018 through to June 2020.
- 3.2 These discussions focused upon:
- The description of the scheme and the location of the proposed improvements;
  - The objectives of the scheme;
  - An understanding of Local Plan development proposals (both the original and revised) and how these will impact upon levels of trip generation;
  - An overview of the current and future highway network operating performance; and
  - The proposed appraisal methodology, with a specific focus upon the approach to the Economic Case.

#### **Review**

- 3.3 The primary purpose of the discussions were to agree whether the specific development sites identified as benefiting from the junction improvements were specifically 'dependent development' (as defined by WebTAG/MHCLG).



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- 3.4 After initial modelling work was undertaken, it was concluded that the level of trips generated by the developments was unable to be satisfactorily accommodated by the existing highway network.
- 3.5 Scenario modelling with 25% of the development indicated that the majority of the junctions would operate satisfactorily within this level of trip generation and so this was established as the 'deadweight' level of development (development that could occur without the implementation of the six junction schemes).
- 3.6 The allocated site referred to as the 'Triangle' site is recognised as having several constraints which impact upon its deliverability. As such, this site is also removed from consideration as 'dependent development', albeit that it is still anticipated to come forward at some stage.
- 3.7 A set of ten specific development sites were identified as being 'dependent development' and that highway junction improvements were required to "unlock" those developments.
- 3.8 It was agreed that the Applicant would follow the approach outlined within WebTAG Unit A2-2 'Induced Investment' to determine the economic impact of delivering the junction improvements to unlock specific development sites across the town. This will include assessing the uplift in land value for the sites that are unlocked.
- 3.9 It was also emphasised to the Applicant that it will be important to demonstrate the contribution that all selected junctions make to delivering housing and improving the highway network performance.
- 3.10 The rest of the business case submission was understood to follow standard DfT WebTAG protocols and so should, therefore, be acceptable as long as there is sufficient detail to match the scale of the funding ask.

#### **4. Full Business Case**

##### **Overview**

- 4.1 The full business case submission sets out the case for investment in six key junctions around Maidenhead that will 'unlock' 4,190 residential units and 39,000 sqm of commercial floorspace across the town centre.
- 4.2 In summary, this includes:
- A308(M)/ A308 The Bingham's (Braywick Roundabout)
  - A308/ Stafferton Way/ Rushington Avenue (Stafferton Roundabout)
  - A4/ A308 Castle Hill (Castle Hill Roundabout)
  - A4/ B4447 Cookham Road/ Market Street (Cookham Roundabout)
  - A4/ B3024 Oldfield Road/ Lassell Gardens (Oldfield Junction)
  - A4/ A4094 Ray Mead Road/ Guard Club Road (Ray Mead Roundabout)

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- 4.3 The delivery of these schemes has been deemed necessary to provide sufficient highway network capacity to accommodate the additional vehicle trips associated with the identified residential and commercial development. Without these schemes, the developments could not proceed without causing significant detrimental impact upon the performance of the highway network.

### **Key Input Assumption and Parameters**

- 4.4 The overarching business case is based upon a range of key overarching assumptions around the Local Plan development and junction improvements, as follows:
- That a number of junctions across Maidenhead are, or will be, subject to significant delays that will restrict the ability to delivery residential and commercial development in and around the town centre.
  - That the residential and commercial development will proceed according to the revised Local Plan once the junction improvements have been delivered
  - The RBWM will delivery improvements at three other junctions around Maidenhead in support of the Local Plan development proposals;
  - That a range of other specific highway access measures will be delivered as part of individual site development plans to connect each site to the existing highway network. In particular, the external delivery of access to the Maidenhead Golf Course Development Site.
- 4.5 In addition, the following specific assumptions and data sources underpin the appraisal process:
- All scheme elements will be completed and operational by April 2021
  - Royal Borough of Windsor and Maidenhead Highway Model (RBWMHM2) has been utilised to assess the direct economic benefits, with the following key information:
    - ☐ AM peak hour (08:00-09:00) and PM peak hour (17:00-18:00);
    - ☐ 2016 base model and 2033 future year model
    - ☐ In the absence of a second forecast year, the 2016 base year models has been utilised as a proxy
    - ☐ Traffic growth constrained to National Trip End Model (NTEM) and National Road Traffic Forecast (NRTF) trip growth
    - ☐ Three model scenarios:
      - 1) Do Minimum (Reference)
      - 2) Do Something 1 (without dependent development)
      - 3) Do Something 2 (with dependent development)
  - Annualisation factors:
    - ☐ AM Peak hour = 645
    - ☐ PM Peak hour = 690
  - Costs and benefits discounted to 2010 prices
  - 15% Optimism Bias

### **Independent Assessor Comment**

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- 4.6 From reviewing previous modelling outputs that assessed the impact of the revised Local Plan development upon the operation of the local highway network, it is apparent that the scale of the development, without mitigation, will cause significant congestion and delays. At a strategic level, it is, therefore, clear that much of the proposed revised Local Plan development is dependent upon a package of highway measures being delivered. The following sections of the business case provide the detail as to what scale of development is dependent upon which junction improvements.
- 4.7 Whilst there will always be uncertainty and variation in the delivery of Local Plan growth, the assumption that the growth will proceed once the package of scheme measures have been delivered is considered sound. A standard sensitivity test would be to consider alternative high and low growth projections.
- 4.8 The delivery of the package of junction enhancements will not, in themselves, provide vehicular access to specific development sites. For some of the larger sites, such as Maidenhead Golf Course, specific link roads and junctions are required. The outcomes of this business case are predicated on these highway links being provided and so these are considered to be key dependencies. As a central case assumption, it is considered reasonable to assume the required infrastructure will be delivered.
- 4.9 The application of the RBWMHM2 is considered to be an appropriate tool with which to assess the direct transport impacts of the scheme. Whilst the data collection and local model validation reports have not been reviewed in detail, the evidence provided gives confidence that this is a robust predictive tool.
- 4.10 Whilst it would be typical to have a model year that coincided with the scheme opening year, it is acknowledged that this would have required substantial additional development work. The application of the 2016 model, adjusted accordingly, is considered to be an appropriate proxy for assessing the impacts.
- 4.11 Constraining growth to National Trip End Model (NTEM) and National Road Traffic Forecast (NRTF) trip growth represents correct procedure.
- 4.12 The modelling scenarios were agreed with RBWM and the annualisation factors applied appear realistic. The 15% optimism bias is considered appropriate for a scheme at this stage of development.

### **Strategic Case**

- 4.13 The Strategic Case provides an overview of the strategic context and contribution of the scheme to strategic priorities, as well as a clear presentation of the need for highway investment to enable specific Local Plan residential and commercial development to proceed.

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- 4.14 An overview of the study area context is presented in relation to economic growth and exiting travel patterns. The contribution of the scheme to national, regional and local strategic priorities is set out, specifically highlighting housing need, growth aspirations, and development of Maidenhead Town Centre. This includes a summary of the revised Borough Local Plan (BLP) that was submitted to the Secretary of State for approval in October 2019, and the overall level of residential dwellings proposed within Maidenhead (5,804) and the location of key allocation sites.
- 4.15 The impact of Local Plan growth on the future operation of the highway network is presented. This identified 19 highway junctions where the operation of the network is likely to become heavily constrained as a result of the additional vehicle trips generated from development growth. The process for identifying the six junction schemes to be taken forward within this business case is identified (as summarised within Section 2 of this report), as is the process of assessing 'deadweight' and 'dependent development' (as summarised within Section 3 of this report).
- 4.16 A description of each of the six junctions is presented along with the key issues and constraints.
- 4.17 The primary scheme objective is defined as providing junction capacity to mitigate the cumulative impact of traffic generated for new development by providing additional capacity at constrained sites. Secondary objectives relate to reducing accidents, improving air quality, and improving access for pedestrians and cyclists. A series of measures of success are set out, including comparison of traffic flows and delays to 2016 baseline levels, accident levels, air quality, and pedestrian and cycle counts.
- 4.18 The proposed enhancements for each of the six junction locations are set out, indicating different options and the selected preferred option.
- 4.19 The main constraints in delivering the schemes are stated to relate to the phasing of construction work for both the junctions and the wider development sites.
- 4.20 A discussion on inter-dependencies is included, although it focuses more broadly upon project risks. Key stakeholders who will need to be consulted are listed.

#### **Independent Assessor Comment**

- 4.21 The Strategic Case is considered to present a good overview of the issues, objectives and preferred transport solutions for supporting Local Plan residential and commercial development growth across Maidenhead Town Centre.
- 4.22 The policy context is well established, with a clear understanding of the priorities of national, regional and local bodies, including the Berkshire Local Industrial Strategy and Strategic Economic Plan.

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- 4.23 The summary of the Local Plan development work provides good context around the issues of delivering development. It clearly demonstrates how a series of junctions were identified as requiring enhancements to support growth aspirations.
- 4.24 The strategic transport modelling work demonstrates the impact of increasing levels of development upon the operational performance of the local highway network. The outputs demonstrate the extent to which the full aspirations of the revised Local Plan housing growth could not be delivered without creating significant delays at a series of junctions across the town centre.
- 4.25 Whilst it is noted that the strategic highway model does not accurately represent delays at all of the junctions within the town centre, alternative evidence is presented as part of the process of identifying key junctions for improvement. This is considered acceptable.
- 4.26 The process by which 'deadweight' and 'dependent development' has been undertaken is considered to be acceptable and it is accepted that 25% of the identified Local Plan growth can be considered 'deadweight'.
- 4.27 The established scheme objectives are clear and logical, and the identified measures of success align well with the objectives.
- 4.28 The options assessment section demonstrates that due consideration has been given to the optimum scheme designs for each junction.
- 4.29 The discussion on constraints focuses upon how the series of junction enhancement can be delivered with minimal impact upon the overall operation of the transport network. This is considered particularly important given the additional potential construction impacts from housing and commercial site development and general regeneration of the town centre.
- 4.30 The section on inter-dependencies is not considered to pick up on any wider issues around the delivery of the housing sites, in particular the site-specific highway improvements works associated with the Golf Course site.
- 4.31 In the discussion of stakeholders, there is no indication of the level of engagement to-date with these groups and the level of support for the proposed schemes.
- 4.32 Overall, the Strategic Case is considered to provide sufficient evidence to demonstrate the need to deliver enhancements to the six identified junctions to support delivery of Local Plan residential and commercial development within the town centre. The specific selection of sites that are considered fully dependent upon the capacity improvements is considered robust and there is clear evidence of how the six junction schemes will support the delivery of this development.

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- 4.33 There is limited discussion around how the schemes will deliver against the secondary scheme objectives; however, this is partly referenced within the Economic Case. Given the extent of the residential and commercial development that is 'unlocked' by the scheme, it is not clear whether accident levels and air quality will improve as a result of the interventions.

### **Economic Case**

- 4.34 The Economic Case sets out the transport modelling approach and the scenarios that have been considered to assess the scheme benefits.
- 4.35 The approach to transport modelling describes the use of the RBWM Highway Model 2 (RBWM-HM2) to assess the scheme impacts. This is a VISUM model covering two peak periods (AM = 8am to 9am; PM = 5pm to 6pm) and was developed to represent 2016 conditions. Reference is made to a 'Data Collection Report' and a 'Local Model Validation Report' that provide evidence of the robustness of the model.
- 4.36 A future year 2033 model has been used to assess future year impacts but no other interim model year (e.g. scheme opening 2021) is available and so the base 2016 model has been used as a proxy. Three separate model scenarios are utilised within the assessment:
- Reference Case – Without the junction improvements or the development dependent upon the junction improvements
  - Do Something 1 – With the junction improvement but without the development dependent upon the junction improvement
  - Do Something 2 – With both the junction improvements and the development dependent upon the junction improvement
- 4.37 The types of scheme benefit that have been assessed include accident benefits, journey time savings, vehicle operating costs, carbon savings, and the impact upon indirect tax revenues.
- 4.38 The accident benefits are quantitatively assessed using the COBALT software and demonstrate negative benefits resulting directly from the introduction of the scheme, as well as from the additional development related traffic.
- 4.39 The transport user benefits (journey times, vehicle operating cost, and carbon impacts) and scheme costs are quantitatively assessed using TUBA software.
- 4.40 The capital costs of each junction improvement scheme have been estimated. An uplift of 15% for optimism bias has been applied. Taking account of the profile of capital cost expenditure, this generates an estimated Presented Value of Costs (PVC) of around £5.9m.
- 4.41 A conventional assessment of transport user benefits is assessed by comparing the outcomes between the Do-Something 1 Scenario and the Reference Case to

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demonstrate the benefits of the scheme to existing highway users. This estimates a Present Value of Benefits of around £29.6 million. Set against the PVC this generates a basic Benefit Cost Ratio (BCR) of around 5.01 to 1.

- 4.42 A separate assessment of transport external costs is undertaken, comparing Do-Something 2 Scenario against Do-Something 1 to demonstrate the impact of the additional trips generated by the dependent development upon existing highway users. This estimates a negative Present Value of Benefits of around £-106.9 million.
- 4.43 An assessment of land value uplift is presented to determine the economic benefit from “unlocking” the dependent development. This incorporates an allowance for ‘deadweight’ and ‘additionality impact’. The estimated land value uplift is presented as £178.5 million.
- 4.44 Combining the conventional transport user benefits, the transport external costs, and the land value uplift gives an overall forecast assessment of Present Value of Benefits of £104.5 million. Set against the scheme PVC would generate an adjusted BCR of 17.1 to 1, representing extremely high value for money.
- 4.45 It is indicated that the transport external cost would need to be over 84% higher, or the land value uplift to be over 50% lower, for the adjusted BCR to fall below 2 to 1 (high value for money).
- 4.46 A summary of the environmental and social impacts is provided. This indicates that the combination of the junction schemes and the dependent development will have negative impacts upon local air quality and carbon emissions. The physical impact of junction widening are stated as being unlikely to generate significant adverse noise, landscape, townscape, or biodiversity impacts, and that any negative impacts will be sought to be off-set. The social impacts are generally stated to be neutral.
- 4.47 A short Value for Money Statement concludes the Economic Case, summarising the BCRs.

#### **Independent Assessor Comment**

- 4.48 The overarching approach adopted within the Economic Case is considered robust, including the modelling approach, scenarios considered, and benefits assessed.
- 4.49 There is no reference to the options assessment process within the Economic Case, but it is acknowledged that it is covered in other areas of the business case.
- 4.50 The modelling tools used are considered appropriate but there is no specific discussion of the accuracy of the model in replicating traffic conditions within Maidenhead Town Centre. It is known that the model is not considered to replicate

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delays at the Oldfield Road junction particularly well. Reference is made to separate documentation not included with the business case submission.

- 4.51 No specific traffic model outputs are presented in the Economic Case from the base model, the reference case or the do-something scenarios that demonstrate the overarching issues or impacts of either the scheme measures or the dependent development trips. It is, therefore, not feasible to draw any conclusions where the majority of scheme benefits are being derived.
- 4.52 The overall approach to assessing the types of benefits is considered robust. The application of a 15% optimism bias to the capital costs is considered appropriate.
- 4.53 The assessment of transport user benefits is considered appropriate and the outputs appear consistent. The assessment of transport external cost is also considered appropriate and the level of negative impacts are to be expected for the level of 'dependent development'.
- 4.54 The calculation of land value uplift is detailed and is considered robust, with an appropriate set of assumptions. Whilst a detailed presentation of current land values associated within individual sites is not presented, the overall uplifts appear feasible (e.g. average uplift in value per residential dwelling = £101,000 in 2017 prices).
- 4.55 The overall quantified assessment of value for money appears to demonstrate that the scheme will deliver very high value for money from investment, both in terms of the direct transport user benefits delivered by the scheme, but also the net impact of unlocking development. It should be noted, as set out in Section 4.4, the full realisation of benefits is reliant upon a range of other enhancements being delivered and so the adjusted BCR may not, in reality, be quite as high as projected but will be high, none-the-less.
- 4.56 The economic case covers the key assessment of quantified benefits and provides high level assessment of environmental and social impacts. Given the scale of the investment, the assessment is considered relatively limited and there appears to be a number of areas where the scheme could have negative environmental impacts, including air quality, noise, carbon emissions, townscape, biodiversity and accident levels. These will all need to be carefully managed during the detailed design phase of the project.
- 4.57 An overall Appraisal Summary Table is provided as an appendix; however, it is not fully complete. This should include assessments of all the potential environmental and social impacts, even if only qualitatively.
- 4.58 Whilst no formal sensitivity tests have been undertaken, the FBC does consider the scale of potential change in benefits that would need to result for the BCR to fall below 2 to 1. Given the overall economic case for investment is so strong, this approach is considered acceptable.



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## **Financial Case**

- 4.59 The Financial Case provides an overview of scheme capital costs, cost profiles and funding sources.
- 4.60 The overall scheme capital costs are detailed and described as being informed by knowledge, understanding and experience of the quantum of costs required to deliver the proposed scheme, based on preliminary designs. The level of contingency applied is 20% of the base capital costs. Standard allowances for design and preliminaries, totalling 35% of base scheme costs, are included.
- 4.61 Consideration of maintenance costs is presented and it is concluded that these are more likely to decrease than increase as a result of the scheme, as it will refurbish existing carriageway. This is not considered to be an unreasonable assumption.
- 4.62 The profile of costs is set out between 2019/20 and 2020/21. Similarly, the source and profile of funding is set out.

## **Independent Assessor Comment**

- 4.63 The individual scheme costs for each junction are presented and indicate that around half of the investment relates to the Braywick roundabout element. The improvements at junction D (Cookham road Roundabout) and F (Ray Mead Roundabout) are very small scale in nature. The detail of the scheme costs is not presented and so cannot be fully verified.
- 4.64 The level of contingency applied (20%) is considered a robust amount, but again no detail of how this was derived is presented.
- 4.65 There is no specific indication of whether construction inflation has been taken into account within the cost profiling.
- 4.66 The source of match-funding is presented, and it is understood that it is included within RBWM's capital programme for 2020/21. Whilst the risk of higher costs is partly covered by the contingency, RBWM have stated that they will be responsible for managing any further cost overruns and ensure these are minimised, where possible.

## **Commercial Case**

- 4.67 The Commercial Case outlines the procurement strategy for the schemes and provides information on payment mechanisms, risk allocation, contract length and contract management.
- 4.68 Four strategic outcome objectives are listed in relation to achieving cost certainty; ensuring a robust implementation programme is developed; that preparation costs

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are minimised; and there is contractor input into risk management. The key deliverables are stated in relation to an output-based specification.

- 4.69 The procurement strategy outlines three long-term framework contracts for delivery of the project. It demonstrates that these contracts were let in 2017 through a rigorous competitive tender process to ensure best value for money.
- 4.70 RBWM conclude that, as the scheme includes standard highway improvements that fit the scope of the construction framework, this is the most appropriate approach to procuring the works at preferential rates. This includes consideration of the timescales required for delivery that would create challenges if a full procurement process was undertaken. Furthermore, delivery through the framework contractor will enable better co-ordination with other works being undertaken across the Maidenhead highway network.
- 4.71 The existing term contracts are based on an NEC3 contract model option B, permitting penalty clauses in relation to over-running. It is stated that payments are made in arrears to the value of 80% of the contract, subject to checks. The final 20% is paid upon completion.
- 4.72 Risk allocation and transfer will be highlighted during contract negotiations with partners and allocated to the party best suited to manage it. The Project Board will primarily manage strategic risk. The Project Manager will have overall responsibility for the risk management process.
- 4.73 The current construction framework contract is stated to run till 2021 but can be extended for job specific projects.
- 4.74 The ability for the contractor to resource the project effectively will be scrutinised at the procurement stage. Design resource is stated as being readily available.
- 4.75 The contracts will be managed through as combination of workshops, reviews, meetings, and day-to-day operation.

#### **Independent Assessor Comment**

- 4.76 Overall the commercial case sets out how the scheme can be delivered through existing framework contracts that offer high value for money and an effective and efficient procurement process.
- 4.77 The outputs-based specification details what is to be achieved through the procurement process, as opposed to the specific detail of what the overall contract will need to deliver.
- 4.78 The procurement strategy does not consider any alternative approaches to procurement other than the existing framework contracts. However, the case for

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using the frameworks is well made and it is clear that the required construction works clearly fit with the core the specification of the construction framework.

- 4.79 The payment terms, including potential penalty clauses, are well set out for the main construction framework contract.
- 4.80 Whilst there is a useful description of general risk management protocols, more information could be presented on how contract negotiations will ensure risk allocation and transfer will be shared and apportioned to most appropriate partner.
- 4.81 Consideration is also given to contract lengths, human resource issues, and contract management, which provides useful additional understanding of the commercial case.
- 4.82 Overall it is concluded that use of the framework contracts represents an appropriate commercial approach.

### **Management Case**

- 4.83 The Management Case presents information on how the proposal will be successfully delivered and managed.
- 4.84 Several examples of previous transport projects are presented that are considered similar or relevant to the highway schemes being delivered through this project. This is accompanied by evidence of the proposed delivery partners involvement in one of the schemes, alongside other projects they have delivered separately.
- 4.85 A list of project dependencies is set out and centres around ensuring general support and liaison and financial backing. It is stated that none of the schemes are directly dependent upon other projects but that the overall delivery will need to be carefully managed to minimise overall disruption caused by delivering six junction improvements, alongside other transport and regeneration schemes being brought forward in the town.
- 4.86 A detailed account of roles and jobs titles in RBWM management and governance arrangements is included. This includes the use of Microsoft Teams software to manage the project and to provide visibility of the status of the work.
- 4.87 A project plan/programme is referred to within an appendix. A summary of key milestones is set out and describes two separate phases of construction. The A308 Stafferton Way Roundabout, A4 Castle Hill Roundabout, A4 Cookham Roundabout, and A4 Ray Mead Roundabout will be delivered as part of Phase 1, with construction from September 2020 through to January 2021. Phase 2 comprises the more complex, larger sites (A308 Braywick Roundabout, and A4 Oldfield Junction) with construction from December 2020 through to April 2021.

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- 4.88 An assurance and approval plan is set out that includes sign-off procedures by the Project Board. An overarching communications and stakeholder management plan is outlined. This identifies a long-list of key stakeholder who will be kept aware of the schemes progress and will be provided with the opportunities to provide feedback. A series of mechanisms for promoting the scheme are identified.
- 4.89 Responsibilities for programme and project reporting are set out, including the Project Manager and Project Sponsor. In addition, the key workstreams for implementing the project are summarised.
- 4.90 A summary section on risk management is presented, with reference to a risk register in an appendix. Risks are categorised in four areas: Strategic, Design, Financial, Construction. Four main risks, in terms of severity, are highlighted, including any required revisions to scheme costs at detailed design stage, and three issues relating to the potential costs and delays relating to statutory undertakings and unknown services.
- 4.91 A section on benefits realisation sets out a three-stage monitoring and evaluation strategy with key performance indicators specified, with targets, and data collection requirements, as well as a process evaluation process specified.

#### **Independent Assessor Comment**

- 4.92 The management case, in general, provides a comprehensive range of information that provides assurance around the delivery arrangements in place for the project.
- 4.93 The evidence of delivering previous projects showcases some schemes that are directly similar in nature to the highway construction works in this project, although others are less directly relevant. The examples provided in relation to delivery partners is also useful and, overall provides sufficient evidence that the project team has sufficient experience to successfully deliver this project.
- 4.94 The project dependencies focus upon the inter-relationships between the six junction schemes themselves, as well as other major schemes (transport and regeneration) occurring in the town. There is no specific reference to enabling works for some of the development sites themselves, including the Golf Course Site, where it is understood new accesses will need to be provided.
- 4.95 The section of governance is considered detailed, although it generally describes generic positions without reference to who will fill these positions and their individual experience.
- 4.96 The project programme is attached within the appendices and provides an overarching programme for all six scheme elements in terms of preliminary design (generally completed), detailed design (June 2020 to November 2020), procurement (August 2020 to January 2020), and construction (September 2020 to April 2021) is

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presented. There is no specific reference to any engagement or statutory consultation requirements and how these may impact upon the programme. It is understood that there may be some requirements for amendments to Traffic Management Orders, and these will require statutory consultation, but RBWM consider the risk of objections to be minimal. Overall, the programme appears challenging with limited scope for any delays.

- 4.97 The assurance and approval plan provides an acceptable overview of processes.
- 4.98 The communication and stakeholder management plan identifies a comprehensive range of stakeholders and indicates how they will all be engaged. The type of consultation, and any implications of objections to scheme elements, is not directly stated, but it is understood the only requirement may be statutory consultation for minor amendment to Traffic Management Orders. This would take place during the detailed design phase. RBWM consider the risk of objections to be low but this cannot be confirmed at this stage.
- 4.99 The programme/project reporting and the implementation sections provide useful insight into proposed processes. The key workstreams provide additional information around programme elements, but it is not clear at what stages each element will be undertaken, in particular utilities work.
- 4.100 The detailed risk register is attached within the appendices, dated 26th June 2020, although some items listed appear out-of-date. It identifies five risk with potential for 'major' consequences, including: change in political leadership and withdrawal of support; funding not forthcoming from RBWM due to budget pressures; objection to the scheme from stakeholders; unidentified utilities; and environmental issues from loss of vegetation. Whilst mitigation actions are identified, they tend to relate to early consultation and engagement, as opposed to direct mitigation in the event that a risk comes to fruition.
- 4.101 The benefits realisation section does not directly comment upon mechanisms to ensure that the identified benefits of the scheme are delivered and maximised. The monitoring and evaluation plan provides clear target metrics and a process for evaluation, although the reference case against which the scheme will be assessed is not clear.

## **Summary and Conclusions**

### **Summary**

- 4.102 The review of the five cases has identified a series of key summary points:
- The strategic case demonstrates evidence for the need to deliver enhancements to a range of junctions to support delivery of Local Plan residential and commercial development within the town centre. Clear evidence of the level of development directly dependent upon the six

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proposed junction enhancements is provided and there is a logical explanation for the selection of these junctions.

- A clear primary objective is established and with overarching evidence of how the package of scheme measures should address this objective, albeit no direct modelling outputs are presented and so it is unclear the extent to which each individual scheme measure contributes to the overall benefits. There is also a set of secondary objectives, relating to accident reduction, air quality, accessibility for walking & cycling. The manner in which these objectives are addressed by the scheme is less well evidenced and, indeed, it appears as though accident levels could rise overall as a result of the scheme and air quality deteriorate (due to the unlocked development).
- The overall economic case assessment has been conducted in an appropriate manner. The conventional assessment of benefits to existing road users demonstrates that the combined package delivers strong benefits. Furthermore, when the impact of additional vehicle trips associated with the 'unlocked' development is considered, alongside the uplift in economic value from the residential and commercial development 'unlocked', the net benefits are even stronger. Overall this demonstrates the scheme should deliver very high value for money from investment.
- Whilst some consideration of environmental and social impacts is included, this is relatively high level and it is challenging to draw any strong conclusions. This is particularly the case for issues around air quality and accessibility for walking and cycling, which are part of the secondary objectives of the scheme. Whilst an overall Appraisal Summary Table is presented, it is not considered complete.
- The overall financial case for the scheme is considered to be relatively robust, at an overarching level, with an appropriate contingency allowance included. More information could be presented around the development of the scheme costs and the degree to which specific risks have been considered. The RBWM funding is committed within their Capital Programme for 2020/21 and RBWM have stated they will take responsibility for managing any potential cost overruns would be covered.
- The commercial case is well presented. Whilst it only focuses upon a single procurement strategy, relating to the use of existing framework contracts, sufficient evidence is presented to demonstrate that this is a reasonable approach to adopt.
- The management case provides a comprehensive range of information around management and delivery protocols. The project programme, whilst indicating component elements, is still relatively high level and there is limited information about any required consultation and if this could affect deliver. More generally the risk register identifies a number of potentially 'major' and it is unclear if comprehensive contingency and mitigation plans are in place.

## Conclusions

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- 4.103 The strategic case demonstrates alignment with strategic priorities and provides underlying evidence of the need to deliver highway junction improvements to support Local Plan residential and commercial development across the town. The case for the dependency of specific development site upon these highway improvements is made, along with the specific measures to be introduced. The extent to which the scheme addresses some of the secondary objectives is less clear.
- 4.104 The approach to modelling the direct economic benefits is generally robust and demonstrates the scheme should deliver very high value for money. The assessment of wider environmental and social impacts is limited and will require clear management through the detailed design process to ensure there are no significant negative impacts.
- 4.105 The financial case appears sound and, whilst the information presented does not permit full verification, there is considered to be sufficient contingency to support a robust case for investment. The RBWM funding is included within their Capital Programme for 2020/21 and RBWM have committed to managing any potential cost overruns.
- 4.106 The commercial and management cases are generally sound, but some information is limited in nature. The main areas for concern relate to the management of risk and programme delivery.
- 4.107 It is our conclusion that overall case for investment in the scheme appears strong, albeit there are some areas where the stated secondary objectives may not be met. The delivery of the project will need to be carefully managed, particularly in relation to the management of risks and the project programme.
- 4.108 On this basis, we recommend the scheme for approval.

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Appendix 2

## **Maidenhead Housing Sites Enabling Works Business Case Addendum**

**Client Name: Royal Borough of Windsor and Maidenhead**

**Date: May 2020**



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## **EXECUTIVE SUMMARY**

This report sets out the business case for the 'Maidenhead Housing Sites Enabling Works' to secure Local Growth Deal funding for the scheme.

The scheme consists of a series of junction improvements around Maidenhead, which are necessary to allow new residential and commercial development identified within the submitted Borough Local Plan to come forward. The business case is structured in accordance with the Green Book five-case model, comprising of the following cases: strategic, economic, financial, commercial, and management.

### **Strategic Case**

The Maidenhead Housing Sites Enabling Works scheme will deliver capacity improvements at six key junctions around Maidenhead:

- I A308(M)/ A308 The Bingham's (Braywick Roundabout);
- I A308/ Stafferton Way/ Rushington Avenue (Stafferton Roundabout);
- I A4/ A308 Castle Hill (Castle Hill Roundabout);
- I A4/ B4447 Cookham Road/ Market Street (Cookham Roundabout);
- I A4/ B3024 Oldfield Road/ Lassell Gardens (Oldfield Junction); and
- I A4/ A4094 Ray Mead Road/ Guard Club Road (Ray Mead Roundabout).

The Royal Borough of Windsor and Maidenhead (RBWM) is seeking to improve access by public transport, cycling and walking to encourage more sustainable travel patterns before considering additional capacity on the road network. However, traffic modelling undertaken

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to inform the development of the Borough Local Plan shows that there will still be significant additional peak hour congestion as a result of background growth and planned development.

By delivering the junction improvements and increasing capacity, the scheme will enable the delivery of the Borough Local Plan development, accommodating increased traffic flows, reduced journey times and casualties, improving air quality, and increasing pedestrian and cycle movements. Failure to deliver the scheme will result in significant economic, environmental, and social impacts. In particular, regeneration and development activity in and around Maidenhead would be constrained or deferred due to inadequate capacity on the local road network and, RBWM would be unable to achieve its housing targets. The scheme supports the Thames Valley Berkshire Strategic Economic Plan goals with respect to infrastructure. It is also a key element of the Maidenhead Town Centre Area Action Plan, Borough Local Plan and Infrastructure Delivery Plan, supporting regeneration of the town centre and the development of the Maidenhead Golf Course site, as well as enabling commercial development to come forward in other parts of Maidenhead.

### **Economic Case**

The economic benefits generated by the scheme significantly outweigh the costs, with the economic assessment demonstrating the scheme shall produce a Benefit/ Cost Ratio (BCR) of 5.01. When the impacts of dependent development are considered, the benefits of the scheme significantly increase, generating a BCR of 17.13. The economic assessment has been informed by strategic modelling, considering the transport user, accident, and land value impacts of the scheme.

### **Financial Case**

The Maidenhead Housing Sites Enabling Works proposal is a strong fit with local, regional, and national policies and priorities relating to transportation investment and economic growth. Funding is available through the Local Growth Fund (LGF) and Business Rates Retention Pilot (BRRP), which has been provisionally allocated to this project subject to RBWM demonstrating a satisfactory business case.

The cost of the scheme has been further refined through the options assessment process. The total cost of the preferred option is £6,335,000, which includes a 15% allowance for preliminaries, 20% for design and legal fees, and a 20% contingency.

Total LGF funding of £4,213,000 and BRRP funding of £1,068,000 will be required for scheme delivery; with a S106 contribution of £316,000, and capital funding of £738,000 from RBWM.

### **Commercial Case**

RBWM is able to draw on existing long-term framework contracts for delivery of aspects of the project including:

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- I Volker Highways for delivery of highways construction services, traffic signs and road markings;
  - I Project Centre for professional engineering services, including structures, highway planning and design services; and
  - I AA Lighting / Zeta for the design and delivery of street lighting solutions.

The existing contract for construction currently runs to 2021. However, this would be extended for job specific projects under construction for the duration of the scheme. RBWM will undertake signal design using in-house expertise. Delivery of the signal schemes will be through preferred contractors Siemens and Simone Surveys.

The contract follows a traditional NEC 3 format, ensuring that the contractual / commercial arrangement will be well defined. This form of contract is well understood throughout the supply chain and relies on a pre-defined risk register to allocate and manage anticipated risk.

### **Management Case**

RBWM, its consultants, and contractors all have extensive experience of delivering projects of similar cost, scale, and complexity. The scheme is not dependent upon other projects. However, certain elements will need to be carefully programmed to avoid creating unacceptable levels of congestion on key transport corridors. Works will also need to be coordinated with other major transport schemes, which are due to take place over a similar timescale.

The Council has developed sound project management and governance arrangements. This includes regular scrutiny by elected members, as well as oversight by a Project Board consisting of senior officers. A project manager will be appointed who will be responsible for delivering the project on behalf of the Project Board and for managing the Project Team.

Key project milestones include:

- I Business case approval: July 2020;
- I Detailed design: June – September (Phase 1), November 2020 (Phase 2);
- I Construction commencement: September 2020 (Phase 1), December 2020 (Phase 2); and
- I Construction completion: April 2021.

The scheme monitoring and evaluation plan will consist of three distinct stages:

- I Stage 1 - Pre-Construction Study;
- I Stage 2 – One Year Post Opening Process Evaluation, Q2 2022; and
- I Stage 3 - Five Year Post Opening Impact Evaluation Study, Q2 2026.

A process evaluation will be undertaken as the construction nears completion. The aim will be to: identify factors influencing the extent to which objectives have been achieved; identify and investigate unintended outcomes; and identify lessons learned. After

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completion of the monitoring and impact evaluation, an economic evaluation will be undertaken to assess the accountability of the scheme investment.

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## 1. INTRODUCTION

### 1.1 Purpose of report

1.1.1 This report sets out the updated business case for the 'Maidenhead Housing Sites Enabling Works' scheme, to secure Growth Deal funding from Thames Valley Berkshire Local Enterprise Partnership (LEP). Preliminary designs for the scheme have been completed, following extensive review of options, informed by strategic and localised traffic modelling. The scheme is now in the position to progress to detailed design and construction, subject to approval of this business case.

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1.1.2 The scheme consists of a series of junction improvements at six key junctions within Maidenhead – listed below – which are necessary to accommodate and enable the delivery of residential and commercial development allocated within the Borough Local Plan (BLP).

- | A308(M)/ A308 The Bingham's (Braywick Roundabout)
- | A308/ Stafferton Way/ Rushington Avenue (Stafferton Roundabout)
- | A4/ A308 Castle Hill (Castle Hill Roundabout)
- | A4/ B4447 Cookham Road/ Market Street (Cookham Roundabout)
- | A4/ B3024 Oldfield Road/ Lassell Gardens (Oldfield Junction)
- | A4/ A4094 Ray Mead Road/ Guard Club Road (Ray Mead Roundabout)

## 1.2 Background

1.2.1 Traffic modelling has shown that by 2033 congestion within Maidenhead would reach unacceptable levels, as a result of increases in traffic flows from general background growth, and additional traffic generated from new development. Improvements at the six critical junctions listed above will address this issue by providing additional traffic capacity on the local road network. Opportunities have also been taken to improve facilities for walking, cycling, and public transport.

1.2.2 The cost of the works is estimated at £6.335million. The Royal Borough of Windsor and Maidenhead (RBWM) is seeking £4.213million of Local Growth Fund (LGF) funding and £1.068million Business Rates Retention Pilot (BRRP) funding, with the balance coming from developer funding (£316,000), and the RBWM's capital programme (£737,500).

1.2.3 It is intended that construction will take place between September 2020 and April 2021, so that works are substantially complete in advance of the major town centre regeneration and other major development sites coming on stream.

## 1.3 Structure of the report

1.3.1 This report has been prepared in accordance with the Department for Transport (DfT)'s Transport Appraisal Guidance (TAG), and HM Treasury five-case model, structured as follows:

- | Section 2 – Strategic Case: describes why the scheme is needed, defines the scope, outcomes to be delivered, and demonstrates how the project aligns with national, regional, and local priorities and plans.
- | Section 3 – Economic Case: presents an appraisal of the likely impacts of a range of options and the resulting value for money of the final scheme.
- | Section 4 – Financial Case: demonstrates that the scheme is affordable, providing details of the cost and funding arrangements.
- | Section 5 – Commercial Case: provides evidence of the commercial viability of the scheme and describes the procurement strategy
- | Section 6 – Management Case: sets out how the delivery of the scheme will be managed, including programme and risk, as well as arrangements for monitoring and post-implementation evaluation.
- | Section 7 – Conclusions: presents a summary and conclusions of the business case.

## 2. STRATEGIC CASE

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## 2.1 Area description

2.1.1 Maidenhead is located towards the eastern end of Berkshire, around 30 miles to the west of London and around 15 miles to the west of Heathrow Airport.

2.1.2 As one of the two main towns in the Royal Borough of Windsor and Maidenhead, it is a focus for employment, shopping, and leisure trips in the area.

2.1.3 Eighteen of the South-East's top 500 companies now have their main offices in Maidenhead. Key sectors include digital media technology, healthcare, and life sciences. As such, it draws employees from a wide catchment, with significant levels of inbound commuting and longer than average commuting distances.

2.1.4 Similarly, the proximity of Maidenhead to London and other towns within the Thames Valley means that there is also significant outbound commuting. Again, commuter distances are longer than average. Figure 2.1 shows the inbound and outbound commuting patterns, including the top commuter origins and destinations.

Figure 2.1 – Inbound and outbound commuting (2011 Census Data)

2.1.5 Although some of these commuter journeys are well served by public transport (particularly east-west movements by rail), others are much more difficult to serve by public transport, with services having uncompetitive journey times. For these journeys, travel by car is the only viable option (e.g. travel to / from Bracknell, Wokingham, and High Wycombe). As a result, the proportion of single-occupant car trips is particularly high (see Table 2.1), which puts pressure on the local road network, particularly roads such as the A4, A308 that link to the strategic road network.

Table 2.1 – Commuter mode share for people working in RBWM (2011 Census Data)

Mode of Travel	%
Driving a car / van	71.5%
Passenger in car / van	4.9%
Taxi	0.4%
Motorcycle / scooter / moped	0.7%
Train	5.9%
Underground / metro / light rail	0.5%
Bus / minibus / coach	2.5%
Bicycle	2.8%
On foot	10.4%
Other	0.4%

2.1.6 Maidenhead is well served by strategic transport networks, with the M4 and Great Western Main Line providing strong east-west connections between London and the West of England / South Wales, and the A404(M) linking to the M40, which provides excellent road links to the Midlands.

2.1.7 These links will be further enhanced with the introduction of Elizabeth Line (Crossrail) services, which will provide direct rail connections to Central London and the City without the need for passengers to change trains at Paddington.

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- 2.1.8 Also, if the Western Rail Link to Heathrow scheme is delivered, then this will greatly enhance the town's connectivity to this important international hub airport.
- 2.1.9 Additionally, the M4 Smart Motorway project will deliver increased capacity and improved journey reliability on what is currently one of the most congested sections of the UK's motorway network. Works are scheduled to be complete by spring 2022.
- 2.1.10 This proximity to London and Heathrow coupled with the excellent and improving transport links mean that Maidenhead is an attractive and sustainable location for investment, and it will be the key focus for housing and commercial development within RBWM going forward.
- 2.1.11 The town is bounded to the east and north by the River Thames, while the M4 and A404(M) lie to the south and west of the town. The A4 and A308 represent the only main road links through the town in the east-west and north-south directions. These roads carry considerable volumes of traffic and there is currently significant peak hour congestion at major junctions.
- 2.1.12 The congested traffic conditions have led to the declaration of Air Quality Management Areas (AQMAs) due to elevated levels of Nitrogen Oxides (NOx) from vehicle exhaust emissions. One AQMA has been declared for the whole of Maidenhead Town Centre and the section of the A4 between the town centre and Maidenhead Bridge. Another AQMA has been declared along the A308 in Holyport in the vicinity of the M4 bridge. Plans showing the extent of these AQMAs are provided in Appendix A.

Figure 2.2 – Strategic transport links

## **2.2 Contribution to National, Regional, and Local Strategic Priorities**

### **Contribution to National Priorities**

2.2.1 Government published its Housing White Paper, 'Fixing Our Broken Housing Market', in February 2017. This states that England needs between 225,000 and 275,000 new homes per year to keep up with population growth and start to tackle years of under-supply.

2.2.2 The Royal Borough is seeking to contribute to national targets for housing and economic growth. The Borough Local Plan currently identifies over 5,800 new dwellings in Maidenhead. The affordable homes percentage is set at 30%.

### **Contribution to Regional Priorities**

2.2.3 In response to the Government's Industrial Strategy, published in November 2017, the LEP have developed a Local Industrial Strategy (LIS) which sets out how the LEP shall conform with, and deliver the objectives of the Industrial Strategy. Founded on an evidence base, the LIS sets out the current situation, opportunities, and measures on how the region shall achieve this.

2.2.4 The LIS recognises the strong economic performance of Berkshire, which is linked to the region's accessibility, being well connected to the national transport infrastructure,



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through the M4 motorway, Great Western Railway and South West trains. As a result, as outlined earlier, the region generates a significant number of both outbound and inbound commuter trips.

2.2.5 Although this presents economic opportunities, the LIS recognises that the existing transport infrastructure is congested, presenting a burden on the local economy. This strain is likely to be further exacerbated by the introduction of strategic national infrastructure within the region such as Crossrail and the Western Rail Link to Heathrow. This presents issues for achieving the LIS's aspiration of delivering substantial numbers of new homes, with the congested transport infrastructure hindering the delivery of sites. Therefore, preventing the housing pressure issues identified within the LIS, both in terms of numbers and affordability, being addressed.

2.2.6 The Thames Valley Berkshire Strategic Economic Plan (SEP) similarly recognises that the transport and communications infrastructure on which we rely is heavily congested and that this in turn is threatening to undermine our intrinsic growth potential. The SEP acknowledges that it is essential to invest in the transport network in order to deliver new housing and economic growth.

2.2.7 This scheme supports the LEP's goals with respect to infrastructure, set out within both the LIS and SEP, ensuring that:

- I Economic potential is not stifled by labour supply issues by tackling congestion and unlocking new housing development.
- I Ensuring that Berkshire's towns function as 'real hubs' with effective transport infrastructure providing connections within and between towns and supporting town centre regeneration.

### **Contribution to Local Priorities**

2.2.8 The Maidenhead Town Centre Area Action Plan (AAP) was adopted in September 2011. This sets an ambitious strategy focusing on regeneration, setting out how the true potential of Maidenhead town centre can be unlocked.

2.2.9 The AAP identifies six specific Opportunity Areas where comprehensive redevelopment and other improvements will play a key role in regenerating the town centre, including:

- I Broadway,
- I High Street / York Stream,
- I Railway Station,
- I Stafferton Way,
- I West Street, and
- I York Road.

2.2.10 The scheme supports the AAP, by delivering interventions to accommodate traffic generated from planned development. Therefore, enabling and facilitating regeneration of the town centre.

## **2.3 Local transport priorities**

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2.3.1 RBWM's priority is to improve access by public transport, cycling and walking to encourage more sustainable travel patterns before considering additional capacity on the road network. A number of major sustainable transport schemes and service enhancements are proposed, including:

- I THE ELIZABETH LINE - The service will be extended to Maidenhead from December 2019 and will provide direct connections to Central London and the City. Forecasts suggest that passenger numbers using Maidenhead Station are set to grow from 4.5 million in 2015/16 to 5.5 million by 2020 and to circa 7 million by 2032.
- I WESTERN RAIL LINK TO HEATHROW – A new 6.5km rail link between the Great Western Main Line and Heathrow Airport – it will improve access to the UK's main international hub airport from the west, with at least two services per hour calling at Maidenhead.
- I MAIDENHEAD STATION ACCESS – Designed to improve access at Maidenhead Station and improve links between the station and the town centre. It involves modal shift away from car use as well as improved pedestrian routes and public realm enhancements within the forecourt. It is programmed to be completed in 2020.
- I MAIDENHEAD MISSING LINKS – This scheme will improve walking and cycling links between the town centre, major development sites and surrounding residential areas, addressing the severance issues associated with the busy A4 that lies immediately to the north of the town centre. The scheme will be delivered by the end of March 2021.

2.3.2 Despite the above investment in sustainable travel initiatives, there will still be significant additional peak hour congestion as a result of background growth and planned development.

## 2.4 Borough Local Plan and Strategic Highway Model

2.4.1 The revised Borough Local Plan (BLP) was submitted to the Secretary of State for approval in October 2019. This increases the level of development, making provision for at least 14,240 new dwellings over the plan period from 2013 to 2033. Maidenhead is the key focus, with development in and around Maidenhead town centre providing the majority of new dwellings through the redevelopment of existing sites for higher density development.

2.4.2 To inform the development of the BLP, the Council developed a strategic highway model to assess the impacts of planned growth on the local road network. Developed in VISUM, the area of detailed modelling follows the boundary of RBWM plus a 2km buffer. Modelling detail in this area is characterised by representation of all trip movements, small zones, very detailed networks, and junction modelling.

2.4.3 The original model was developed in 2017, however, it was updated in 2019 to include revised development numbers and transport infrastructure, in accordance with the BLP. The results of the modelling are presented in the "Royal Windsor and Maidenhead Local Plan Assessment Using RBWM Strategic Highway Model", October 2019. It is this model which has formed the basis of analysis within this business case.

2.4.4 A 2016 base year model was prepared to replicate current traffic conditions in average weekday AM and PM peak periods. Forecast scenarios for the assessment year of 2033 were also prepared, which included variations of both committed development, sites

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with planning permission or likely to be delivered; and, planned development, future development sites allocated within the BLP, as outlined below:

- I Scenario A – includes committed and planned development outside the borough as well as committed residential and employment within the borough, but not planned development; and
- I Scenario B – is based on Scenario A but includes additional traffic from planned development within the borough.

2.4.5 The committed development in the borough included within Scenario A comprises of 3,031 dwellings, a list of which is provided in Appendix I. The planned development included within Scenario B comprises of 7,956 dwellings, of which 5,804 are located in the Maidenhead area, a list of these sites is provided within Appendix J.

2.4.6 Figure 2.3 below illustrates the location of the BLP site allocations within Maidenhead. Plans indicating the location of all the BLP site allocations within the borough are provided within Appendix B of this report.

## 2.5 Identification of failing junctions

2.5.1 As part of the local plan assessment, the junction Level of Service (LOS) in each scenario was analysed to understand how development in the area would impact on junctions and the traffic network within the borough. LOS is related to the mean delay experience per vehicle, and is categorised as per the thresholds shown in Table 2.2:

Table 2.2 – Level of Service values

LOS	Mean delay/ vehicle	
	Un-signalised junction	Signalised junction
A	0 – 10 sec	0 – 10 sec
B	10 – 15 sec	10 – 20 sec
C	15 – 25 sec	20 – 35 sec
D	25 – 35 sec	35 – 55 sec
E	35 – 50 sec	55 – 80 sec
F	50 + sec	80 + sec

2.5.2 By comparing Scenario B to Scenario A, the impact of the planned development on the existing network can be established. Therefore, as part of the local plan assessment, a direct comparison of junctions with LOS D, E or F for both scenarios was undertaken to fully understand the step change and impact of the development on the surrounding network.

2.5.3 From this comparison, RBWM analysed the junction LOS results and produced a list of failing junctions, which are outlined and illustrated in Table 2.3, and Figure 2.3, respectively.

Table 2.3 – Failing junctions

No.	Name	Area
1	A308 Holyport Road	Maidenhead
2	A308/ A330 Braywick Roundabout	Maidenhead
3	A4 Bridge Road/ Oldfield Road	Maidenhead
4	A4 Bridge Road/ Ray Mead Road	Maidenhead
5	Shoppenhangers Road/ Norreys Drive	Maidenhead
6	B470 High Street/ B376	Datchet

7	A308/ Oakley Green Road	Windsor
8	A308/ Mill Lane	Windsor
9	B3022/ Keats Lane	Windsor
10	B3022/ Clewer Hill Road	Windsor
11	A4/ A404 (M) The Thicket Roundabout	Maidenhead
12	A332/ A329 Heatherwood Roundabout	Ascot
13	A308/ Broadway	Maidenhead
14	Windsor Road/ Winkfield Road	Windsor
15	M4 J8/9 Highway England	
16	A308/ A404	Bisham
17	A4/ Cookham Road	Maidenhead
18	A308/ Castle Hill	Maidenhead
19	A308/ Stafferton Way	Maidenhead

Figure 2.4 – Failing junction locations

2.5.4 No. 15: M4 Junction 8/9 is a Highways England junction outside the control of RBWM as Highway Authority. Therefore, has been removed from further consideration for this scheme.

2.5.5 In addition, following a design review, it was identified that there are three sites (No. 13: A308/ Broadway, No. 14: Windsor Road/ Winkfield Road, No. 16: A308/A404) where interventions cannot be proposed that address the LOS issues due to site and funding constraints. Therefore, these sites have also been removed from further consideration for this scheme.

2.5.6 The following sites are located outside the spatial scope of Maidenhead, therefore have also been excluded from the scope of this scheme:

- I No. 6: B470 High Street;
- I No. 7: A308/ Oakley Green Road;
- I No. 8: A308/ Mill Line;
- I No. 9: B3022/ Keats Lane;
- I No. 10: B3022/ Clewer Hill Road; and
- I No. 12: A332/ A329 Heatherwood Roundabout.

2.5.7 Following a review of the remaining junctions within Maidenhead it was identified that interventions at all nine junctions would not be feasible within the scheme scope, given the budget and time constraints. Therefore, it is proposed that the three sites listed below are taken forward independently and funded by the RBWM's capital programme:

- I No. 1: A308 Holyport Road;
- I No. 5: Shoppenhangers Road/ Norreys Drive; and
- I No. 11: A4/ A404(M) The Thicket Roundabout.

2.5.8 The six junctions therefore agreed to take forward as a package relating to Maidenhead Housing Sites scheme are:

Table 2.5 – Proposed junctions within scheme scope

No.	Name	Area
2	A308/ A330 Braywick Roundabout	Maidenhead
3	A4 Ray Mead Road	Maidenhead

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4	A4 Oldfield Road	Maidenhead
17	A4 Cookham Roundabout	Maidenhead
18	A4 Castle Hill Roundabout	Maidenhead
19	A308 Stafferton Way Roundabout	Maidenhead

2.5.9 The following strategic analysis and updated data therefore only relates to these six junctions, this is on the basis that:

- I Significant localised modelling and preliminary design development has been undertaken, in line with the programme delivery deadline; and,
- I The current funding package and timeframe agreed would not be sufficient to deliver the three additional junctions.

## 2.6 Assessment of deadweight and dependent development

2.6.1 The Maidenhead Housing Sites modelling (within the previous business case), accounted for 0%, 25%, 50%, 75% and 100% planned development so that an estimate of dependent development could be made. With 0% and 100% planned development representing Scenario A and B, respectively. The outputs confirmed that the network could permit up to 25% of the BLP planned development without the network failing.

2.6.2 On this basis, the model has been re-run, without junction improvements, to account for 25% and 100% (Scenario B) of the planned development within the revised BLP. Table 2.7 below shows the maximum LOS and delay at each junction for 25% and 100% planned development.

2.6.3 Table 2.7 demonstrates that:

- I locations 1, 3 and 4 (Braywick, Castle Hill and Cookham Roundabout) already have one or more arm at LOS D and above with only 25% of planned development; and
- I locations 1, 3, 4 and 6 (Braywick, Castle Hill, Cookham and Ray Mead Road roundabout) have at least one arm at LOS F at 100% of planned development.

2.6.4 It should be noted that location 5 (Oldfield Road junction) does not show an average LOS across all turns of LOS D or above even at 100% planned development with all trips included. This location was input as a new node for the strategic modelling output and a review of the model shows that there is a significant redistribution of traffic away from this junction in the model that is the cause of this.

2.6.5 In addition, the strategic model highlights that of all the junctions, Braywick Roundabout has significant delays. With all four arms experiencing poor LOS with both 25% and 100% planned development.

2.6.6 Further local modelling has been carried out to validate the strategic model; determine dependent and deadweight development; and, to test the proposed designs to take forward and support the options assessment accompanying this business case.

2.6.7 Table 2.8 below outlines the additional trips generated at the respective junctions as a consequence of the 100% planned development scenario.

Table 2.7 – Total of planned development trips at each junction

Ref.	Junction	AM total vehicles	PM total vehicles
A	A308, Braywick Roundabout	2012	2265
B	A308, Stafferton Way Roundabout	1040	1157

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C	A4, A308 Castle Hill Roundabout	1131	1229
D	A4, B4447 Cookham Rd Roundabout	978	1034
E	A4, Oldfield Rd Junction	507	483
F	A4, Ray Mead Rd Roundabout	395	335
	Total	6063	6503

2.6.8 At the junction level it can be seen that there is an uneven distribution of additional trips across the network with there being significantly fewer additional trips added at location F, A4 Ray Mead Road roundabout than at location A, Braywick Roundabout. Braywick Roundabout has an increase of over 2,000 local trips in the AM and PM, almost twice that of any other site which indicates that it should be prioritised based on traffic volumes. More than half of the additional trips at Braywick Roundabout are generated from one site: AL14, west of Ascot Road and north of the M4 – known as the Triangle site.

2.6.9 However, there are several constraints associated with the site which impact on its deliverability. One of these being that the site is located within the flood plain, a concern raised by Highways England. In addition, should the site be delivered, the proposed access locations will significantly influence traffic movements through Braywick Roundabout. Therefore, to avoid the consideration and delivery of redundant assets, this site has been removed from the dependent development and deadweight analysis. Should the Triangle Site come forward, given the direct impact on Braywick Roundabout, interventions shall be sought as part of the development to ensure the impact of any additional traffic is mitigated.

2.6.10 In addition, there are differences between the AM and PM totals, with location A, Braywick Roundabout having 10% more vehicles in the PM. This is mainly due to the Maidenhead Golf Course development and banned movements which direct traffic away from this location for traffic leaving Maidenhead in the morning but enable it returning in the evening.

2.6.11 Analysis of the individual development flows through each junction shows that there are a number of development sites which have a small impact on the operation of the highway network.

2.6.12 Based on the data showing that the junctions collectively can take around 25% more vehicle movements without improvements being needed, the deadweight development - development that can be accommodated without interventions – can be identified.

2.6.13 With the Triangle Site excluded, the total additional trips generated from 100% planned development in the AM and PM peaks are 4,331 and 4,740 trips, respectively. As a 25% proportion of this, we can state that 1,082 AM trips and 1,185 PM trips can be accommodated on the existing network. Therefore, representing the deadweight development.

2.6.14 The remaining developments, which generate more traffic through the selected junctions, will be considered as being dependent on the junction improvements. Table 2.9 and 2.10 show the individual development flows through each junction in the AM and PM peak hours, respectively. The sites highlighted in red are the sites with a combined trip generation of less than 200. The combined total trips generated from these sites equates to 1082 and 896 in the AM and PM peak periods, respectively; and, can therefore be reasonably classified as the deadweight development. Plans indicating the location of the sites are provided within Appendix B of this report.

Table 2.8 – Total additional trips per development site during AM peak

Ref.	Site name	A308, Braywick Rbt		A308, Stafferton Way A4, Castle Hill A4,		A4, Ray Mead Rd Rbt		Total	
		Cookham Rd Rbt	A4, Oldfield Rd Jct						
AL1	Nicholsons Centre	79	96	224	90	63	58	610	
AL9	St Cloud Way, Maid.	26	26	146	243	52	36	529	
AL7	Maidenhead Station	71	147	41	12	37	29	337	
AL1	Nicholsons Centre	63	79	99	24	24	20	309	
AL2	West Street, Maid.	18	23	83	132	22	16	294	
AL8	St Cloud Gate, Maid.	11	12	70	126	31	27	277	
AL5	West Street Opp Maid.		15	19	66	106	18	13	237
AL13	Harvest Hill Rd, Maid.	124	30	32	14	18	14	232	
AL13	Harvest Hill Road, Sth	91	30	49	17	14	12	213	
AL10	Stafferton Way RP, Maid.		39	116	17	8	18	13	211
AL11	Crossrail West Depot	31	68	20	9	26	23	177	
AL25	Spencer's Farm, Maid.		27	21	25	49	24	20	166
AL21	Windsor, A308	46	23	15	7	9	0	100	
AL7	Maidenhead Station	20	31	16	5	6	5	83	
AL37	Long Lane, Cookham	15	11	14	25	10	8	83	
AL3	St Mary's Walk, Maid.	12	14	13	16	7	6	68	
AL13	Harvest Hill Rd, Maid.	34	5	8	2	3	3	55	
AL4	York Road	9	12	11	8	5	4	49	
AL24	Woodlands Pk. Ave. Maid.		1	8	20	13	5	1	48
AL26	Bray Lake, Bray	23	6	4	1	5	2	41	
AL12	Braywick Rd, Maid.	7	21	5	0	3	3	39	
AL6	Methodist Church, Maid.		7	10	10	3	3	2	35
AL13	Harvest Hill Rd, Maid.	11	1	12	5	2	2	33	
AL13	Harvest Hill Rd, Maid.	16	2	3	1	2	2	26	
AL23	St. Marks Hosp, Maid.	2	3	11	6	2	1	25	
AL36	Gasholder Station, Cook.		4	3	3	6	2	2	20
AL22	Maidenhead Rd Windsor		4	2	2	0	1	0	9
AL38	Strande Lane, Cook.	1	1	2	3	1	1	9	
AL35	Sunningdale Park	3	2	0	0	1	0	6	
AL16	Ascot Centre	2	1	0	1	0	4		
AL20	Heatherwood Hosp, Ascot		2	1	0	0	0	0	3
AL29	Minton Place, Windsor		1	1	0	0	0	0	2
AL31	King Edward VII Hosp, Windsor			1	0	0	0	0	0
AL17	St Georges Lane, Ascot		0	0	0	0	0	0	0
AL18	Ascot Station Car Park		0	0	0	0	0	0	
AL34	London Road, Sunningdale		0	0	0	0	0	0	
AL30	Windsor and Eton Riverside Station		0	0	0	0	0	0	0
AL19	Englemere Lodge, Ascot		0	0	0	0	0	0	
AL33	Sunningdale Broomhall Centre			0	0	0	0	0	0
AL39	London Road, Datchet		0	0	0	0	0	0	
AL40	Queen Mother Reservoir		0	0	0	0	0	0	
AL32	London Road, Ascot	0	0	0	0	0	0	0	

TOTAL	816	825	1021	931	415	323	4331
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Table 2.9 - Total additional trips per development site during PM peak

Ref.	Site name	A308, Braywick Rbt		A308, Stafferton Way A4, Castle Hill A4,			A4, Cookham Rd Rbt		A4, Oldfield Rd Jct	A4, Ray Mead Rd Rbt	Total	
AL1	Nicholsons Centre	142	167	295	121	42	26	793				
AL9	St Cloud Way, Maid.	18	26	151	226	42	33	496				
AL7	Maidenhead Station	50	66	76	51	17	10	270				
AL1	Nicholsons Centre	48	65	115	43	23	22	316				
AL2	West Street, Maid.	10	12	75	123	22	19	261				
AL8	St Cloud Gate, Maid.	9	10	45	109	19	15	207				
AL5	West Street Opp Maid.		6	9	60	98	17	16	206			
AL13	Harvest Hill Rd, Maid.	354	99	77	40	48	28	646				
AL13	Harvest Hill Road, Sth	259	54	51	17	31	22	434				
AL10	Stafferton Way RP, Maid.		50	112	16	5	18	14	215			
AL11	Crossrail West Depot	46	67	10	6	13	8	150				
AL25	Spencer's Farm, Maid.		12	15	17	35	27	20	126			
AL21	Windsor, A308	36	21	7	6	8	1	79				
AL7	Maidenhead Station	12	33	9	3	10	8	75				
AL37	Long Lane, Cookham	7	9	10	19	11	7	63				
AL3	St Mary's Walk, Maid.	6	8	12	15	8	8	57				
AL13	Harvest Hill Rd, Maid.	7	2	2	1	1	0	13				
AL4	York Road	6	7	12	4	6	6	41				
AL24	Woodlands Pk. Ave. Maid.		2	5	31	27	2	1	68			
AL26	Bray Lake, Bray	17	3	2	0	4	3	29				
AL12	Braywick Rd, Maid.	9	19	2	0	2	2	34				
AL6	Methodist Church, Maid.		2	5	18	6	3	3	37			
AL13	Harvest Hill Rd, Maid.	24	17	10	3	6	4	64				
AL13	Harvest Hill Rd, Maid.	2	0	1	0	0	0	3				
AL23	St. Marks Hosp, Maid.	0	3	3	1	0	0	7				
AL36	Gasholder Station, Cook.		1	3	3	5	3	2	17			
AL22	Maidenhead Rd Windsor		3	1	0	0	0	0	4			
AL38	Strande Lane, Cook.	0	0	1	2	0	0	3				
AL35	Sunningdale Park	3	1	0	0	0	0	4				
AL16	Ascot Centre	5	2	1	0	1	0	9				
AL20	Heatherwood Hosp, Ascot		4	3	1	0	1	0	9			
AL29	Minton Place, Windsor		0	0	0	0	0	0	0			
AL31	King Edward VII Hosp, Windsor			1	0	0	0	0	0	1		
AL17	St Georges Lane, Ascot		1	1	0	0	0	0	2			
AL18	Ascot Station Car Park	1	0	0	0	0	0	1				
AL34	London Road, Sunningdale		0	0	0	0	0	0	0			
AL30	Windsor and Eton Riverside Station		0	0	0	0	0	0	0	0		
AL19	Englemere Lodge, Ascot		0	0	0	0	0	0	0			
AL33	Sunningdale Broomhall Centre			0	0	0	0	0	0	0		
AL39	London Road, Datchet		0	0	0	0	0	0	0			



AL40	Queen Mother Reservoir	0	0	0	0	0	0	0
AL32	London Road, Ascot	0	0	0	0	0	0	0
	TOTAL	1153	845	1113	966	385	278	4740

2.6.15 Based on the categorisation of each development as either deadweight or dependent development, it is possible to understand what percentage of the additional flows through the junction are deadweight. This has been calculated and outlined in Table 2.11 below.

Table 2.10 – Total percentage of deadweight trips at each junction

	A	B	C	D	E	F	
	Development type	A308, Braywick Rbt	A308, Stafferton Way	A4, Castle Hill	A4, Cookham Rd Rbt	A4, Oldfield Rd Jct	A4, Ray Mead Rd Rbt Tot.
AM	Deadweight	34.2%	29.9%	19.0%	17.1%	28.4%	26.3%
	Dependent	65.8%	70.1%	81.0%	82.9%	71.6%	73.7%
PM	Deadweight	18.0%	26.6%	13.7%	13.8%	27.5%	26.3%
	Dependent	82.0%	73.4%	86.3%	86.2%	72.5%	73.7%

2.6.16 Table 2.11 identifies that the overall impact of deadweight is greatest at Stafferton Way Roundabout, and Oldfield Road Junction; and lowest at Castle Hill Roundabout and Cookham Road Roundabout.

## 2.7 Junction descriptions and key issues

2.7.1 The main issues and constraints affecting each of the proposed junction improvement schemes are outlined below. Plans showing the current layout of each of the junctions are provided in Appendix C.

Location A: A308, Braywick Roundabout

2.7.2 This is a large, conventional roundabout located to the south of Maidenhead. The A308(M) and A308 Braywick Road towards Maidenhead are dual-carriageways, while the other approaches are all single carriageways. With the exception of The Bingham's, the existing flows are fairly well balanced on all arms.

2.7.3 The A308(M) forms part of the Strategic Road Network (SRN) under the control of Highways England. It provides a direct connection to the M4 and A404(M) motorways and is a dual-carriageway with two lanes in each direction.

2.7.4 The A308 runs from Marlow through to Kingston-upon-Thames. It provides the main north-south route through Maidenhead and provides a direct connection between Maidenhead and Windsor. It is a dual-carriageway to the north of the junction and a single carriageway to the south. There is a short section of two lanes on the southern approach, but this is not well used. There are no lane signs / markings on any of the approaches.

2.7.5 The A330 provides a direct connection between Maidenhead and Ascot and is a single carriageway along its length. The Bingham's is a small, residential cul-de-sac, which has very low flows relative to the other arms.

2.7.6 This five-arm roundabout already experiences significant congestion in both the morning and evening peak periods. Traffic movements through the roundabout are forecast to increase significantly due to traffic associated with Maidenhead town centre regeneration and nearby developments on Maidenhead Golf Course, Land South of Harvest Hill Road and Land South of Manor Lane. Also, the submitted Borough Local Plan identifies

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the triangle of land between the M4, A308(M) and A330 for warehouse development in the longer-term – if implemented, this is likely to access directly onto the A330 to the south of the junction. Modelling shows that under the 2032 forecast scenario, two arms are forecast to have a Level of Service of F (total breakdown) during the AM peak, and three arms with Level of Service F in the PM peak.

2.7.7 A footway runs around the outside of the roundabout with uncontrolled crossings on all arms of the junction. This links to a footway/cycleway along the eastern side of the A308, which runs between Maidenhead and Windsor. There are also footways on the east side of the A330 and both sides of The Bingham.

2.7.8 Although no formal counts of pedestrians and cyclists have been undertaken at the junction, observations suggest that the number of pedestrian movements through the junction is low. However, it is acknowledged that the A308 corridor is a key route for local cyclists. The existing shared-use path is of a sub-standard width and there are numerous accesses and side-roads where cyclists are required to give way. As such, more confident cyclists often choose to remain on-carriageway.

2.7.9 There have been 7 recorded crashes at the junction over a five-year period between 2013 and 2017, all of which resulted in slight injuries. There are no clear trends apart from two cyclists being hit by vehicles at the A308(M) entry.

2.7.10 A small river, known as The Cut, runs through the middle of the junction. This is subject to rapid level changes in the event of heavy rainfall.

Location B: A308, Stafferton Way Roundabout

2.7.11 This large roundabout is located immediately to the south-west of Maidenhead town centre. The A308 and Stafferton Way form the western and southern arms of the ring road around the town centre.

2.7.12 There are significant disparities in the traffic flows through the junction, which are dominated by north and southbound movements along the A308. Although movements out of Stafferton Way are much lower than southbound movements along the A308, traffic signals at the Shoppenhangers Road and King Street / Queen Street junctions create natural gaps in the traffic.

2.7.13 At peak periods, traffic queuing from the signal-controlled junctions at A308 / Queen Street and A308 / Shoppenhangers Road often block back through the Stafferton Way roundabout.

2.7.14 Its proximity to Maidenhead town centre means that it will be significantly affected by traffic from the town centre regeneration. Also, Rushington Avenue has been identified as an access point for the proposed development of 2,000 homes on the Maidenhead Golf Course site.

2.7.15 There are footways on both sides of all approach roads. Although there are refuge crossings on the northern, western, and eastern arms of the junction it is only really the one across Stafferton Way that is used.

2.7.16 A shared-use footway/cycleway runs along the east side of the A308, which links Maidenhead to Windsor. This is well used by cyclists. National Cycle Network Route 4 runs along Stafferton Way between York Stream and the multi-storey car park access road where it heads north and then west towards the station. A series of toucan crossings caters for pedestrian and cycle movements to and from the rail station.

2.7.17 There have been three crashes recorded at the junction in the last three years that have resulted in personal injuries and no clear trend.

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Location C: A4, Castle Hill Roundabout

2.7.18 This is one of the busiest junctions in Maidenhead, lying at the intersection of the main east-west and north-south routes through the town, with the A4 and A308 forming half of the ring-road around Maidenhead town centre.

2.7.19 The junction takes the form of a large, conventional roundabout. A4 Bad Godesberg Way and A308 Frascati Way are both dual carriageways, while A4 Castle Hill and A308 Marlow Road are single carriageway roads. Arm flows are well-balanced.

2.7.20 The junction already experiences significant congestion, with traffic often queuing back on the Castle Hill approach during the AM peak in particular. The junction lies within the Maidenhead Air Quality Management Area (AQMA).

2.7.21 Traffic movements through the junction are forecast to increase significantly, due to its proximity to the town centre regeneration sites and the Maidenhead Golf Course development site. Traffic modelling shows that by 2032, at least one arm of this junction will experience 'Level of Service F' (total breakdown) during the PM peak period.

2.7.22 There is a zebra crossing over the A308 Marlow Road to the north of the roundabout and a subway beneath the A4 Bad Godesberg Way to the east of the junction – both are well-used. There is also an uncontrolled crossing on A4 Castle Hill immediately to the west, which is very lightly used. There are no cycle facilities at the junction.

2.7.23 There have been 7 recorded crashes at the junction in the last 3 years, with no clear trends, although two shunts were recorded on the Bad Godesberg Way and Frascati Way approaches.

2.7.24 The junction is quite constrained, with little room for widening to the outside of the circulatory carriageway or on the approaches.

Location D: A4, Cookham Road Roundabout

2.7.25 This mid-size roundabout junction is situated immediately north of Maidenhead town centre with the Magnet Leisure Centre to the north-east and Kidwells Park to the north-west. Some congestion currently occurs at peak periods, and the junction is within the Maidenhead AQMA.

2.7.26 Both the A4 and B4447 are heavily trafficked, while the Market Street arm is relatively lightly trafficked, only catering for trips to and from Providence Place and West Street.

2.7.27 Traffic movements through the junction are forecast to increase significantly, due to its proximity to the town centre regeneration sites, particularly the St Cloud Way and West Street developments. Traffic modelling shows at least one turn with a 'Level of Service F' (total breakdown) by 2032 during the PM peak.

2.7.28 Footways are present on the east side of B4447 Cookham Road and Market Street and on both sides of A4 St Cloud Way. There is a pedestrian subway to the east of the junction, beneath St Cloud Way that connects the Magnet Leisure Centre to Sainsbury's piazza. There is also a pelican crossing to the north of the junction on Cookham Road. There are no cycling facilities at the junction.

2.7.29 There have been four recorded crashes resulting in personal injuries at this junction in the last three years, with no clear trends.

Location E: A4, Oldfield Road Junction

2.7.30 This is a small roundabout located to the east of Maidenhead town centre. It was converted from a priority junction in 2015 as part of the Stafferton Way Link Road project.

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2.7.31 The A4 and B3028 form the northern and eastern arms of the ring road around the town centre. Both are single carriageway roads at this point. The arm flows are not well-balanced, with movements along the A4 significantly higher than flows on the B3028. Flows out of Lassell Gardens are negligible.

2.7.32 Although the traffic model did not show such a severe congestion issue as at the other junctions for the 2032 scenarios, it does already experience significant congestion, with traffic backing up on Oldfield Road during peak periods. Like the other A4 junctions, this falls within the Maidenhead AQMA.

2.7.33 Maidenhead Town Centre Regeneration will generate additional traffic movements through the junction and there is a clear need for capacity improvements.

2.7.34 There are footways on both sides of all approaches to the junction, with a shared use path on the west side of B3028 Oldfield Road and the south side of A4 Bridge Road to the west of the junction. There are pedestrian refuges on both A4 approaches and the B3028 approach, with an uncontrolled crossing across the Lassell Gardens arm. There is also a pelican crossing to the west of the junction.

2.7.35 There have been three reported collisions at the junction in the most recent five-year period. These occurred before the junction was converted to a roundabout.

Location F: A4, Ray Mead Road Roundabout

2.7.36 This small roundabout is located on the eastern fringe of Maidenhead just before Maidenhead Bridge. Although out of the town centre, it still falls within the Maidenhead AQMA.

2.7.37 The flows through the junction are imbalanced, with eastbound and westbound movements along the A4 considerably higher than the flows on the A4094. Movements in and out of Guards Club Road are negligible.

2.7.38 There is currently limited peak hour traffic congestion, with poor lane discipline leading to a minor reduction in capacity. However, traffic modelling indicates that by 2033, at least one turn with a Level of Service of F (total breakdown) will be over-capacity during the AM and PM peak periods.

2.7.39 Footways are present on both sides of the A4 and A4094. There are no footways present on either side of Guards Club Road, which is public highway at the northern end and a private road at the southern end. There is a zebra crossing on A4094 just north of the junction and uncontrolled crossing points to the east and south of the junction. There are no dedicated cycle routes through the junction, but Guards Club Road forms part of a signed quiet cycle route leading through to Oldfield Road.

2.7.40 The STATS19 database shows that there has been one collision at the junction in the last 3 years.

2.7.41 The junction lies within the Maidenhead Riverside Conservation area and Maidenhead Bridge is a Grade 1 listed structure.

## **2.8 Scheme objectives and success criteria**

2.8.1 By improving capacity at key junctions on the local road network, the project will help increase the potential capacity of existing development sites, as well as unlocking new development opportunities.

2.8.2 The primary objective of the scheme is to mitigate the cumulative impact of traffic generated from new development, by providing additional vehicular capacity at key junctions which have one or more turns rated as having an unacceptable Level of Service.

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Therefore, ensuring development can be accommodated and does not unduly impact on traffic congestion and journey times within Maidenhead.

2.8.3 Achievement of these objectives will be measured in terms of increased traffic flow and reduced queue lengths at the affected junctions and reduced journey times on key corridors compared to the 2016 baseline.

2.8.4 Secondary objectives include:

- I To reduce the number of casualties incurred at the junctions;
- I To improve air quality within the Maidenhead Air Quality Management Area, contributing to achievement of national air quality objectives; and
- I To improve access for pedestrians and cyclists to Maidenhead town centre and other local destinations and increase the number of journeys made by active travel modes.

## 2.9 Measures of success

2.9.1 Successful delivery against the scheme objectives will be monitored as part of the post construction scheme evaluation, details of which are discussed in Section 6 (the Management Case) of this report.

2.9.2 A programme of monitoring will be put in place prior to construction, then again at one-year and five-year post construction. It is envisaged that monitoring will include ‘before and after’ conditions in relation to:

- I Traffic flows on key corridors;
- I Journey time surveys on key corridors;
- I Road traffic casualties at treated junctions;
- I Air quality within the Maidenhead AQMA; and
- I Pedestrian, and cycle cordon counts around Maidenhead town centre.

2.9.3 Objectives relating to economic growth through investment in commercial development and housing are more difficult to measure. Also, there are numerous other factors that will impact on how and when development comes forward, such as macro-economic conditions and competing opportunities in alternative locations. However, longer term evaluation will seek to monitor economic, employment and housing growth.

## 2.10 Proposed junction enhancements

2.10.1 The proposed scheme includes enhancements at six junctions around Maidenhead. These are described below, and the accompanying scheme drawings are shown in Appendix D. Several options have been considered for each junction throughout the design development. A separate Options Assessment Report (OAR) has been prepared and submitted to the LEP for review. The outcomes of this assessment are summarised below.

2.10.2 An initial set of options were proposed by PBA and WSP as part of the modelling undertaken to inform the Borough Local Plan. These were principally focused on delivering additional traffic capacity at junctions. Project Centre has undertaken a further exercise to identify and sift options for each of the junctions, considering existing casualty records and pedestrian / cycle movements as well as traffic capacity. This process has been informed by observations, modelling, casualty analysis and a detailed knowledge of the area.

2.10.3 Scheme options include a ‘do minimum’ scenario in which the road layout remains unchanged. Options have been developed for each junction which have been assessed individually as well as cumulatively using the strategic traffic model. Table 2.12 below outlines the options considered.

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Table 2.11 – Junction options reviewed	Option	Description
A308, Braywick Roundabout	Do minimum	I As existing with background growth plus traffic from committed and planned development.
Option 1 (preferred)	I	Signalisation of existing roundabout, widening approach and circulatory carriageway lanes.
Option 2	I	Option 1 plus free-flow left turn slip lane from A308(M) to A308 Braywick Road.
Option 3	I	Option 2 plus free-flow left-turn slip lane from A330 Ascot Road to A308(M)
A308, Stafferton Roundabout	Do minimum	I As existing with background growth plus traffic from committed and planned development.
Option 1 (preferred)	I	Carriageway widening to accommodate additional circulatory lane on the western side of the roundabout. Improved advanced lane markings and directional signage.
I		Parallel zebra crossings on eastern arm of the roundabout to provide pedestrian and cycle route connectivity.
A4, Castle Hill Roundabout	Do minimum	I As existing with background growth plus traffic from committed and planned development.
Option 1 (preferred)	I	Realignment of roundabout circulatory and approaches, including circulatory carriageway widening; and, widening on Frascati Way northbound approach to the roundabout.
Option 2	I	Option 2 plus signalisation of the A308 Marlow Road and A308 Frascati Way arms.
A4, Cookham Road Roundabout	Do minimum	I As existing with background growth plus traffic from committed and planned development.
Option 1 (preferred)	I	Resurfacing and relining of existing roundabout with advance lane markings and directional signage to improve lane discipline.
Option 2	I	Replacing the existing roundabout with signal-controlled junction accommodating pedestrian and cycle crossings.
A4, Oldfield Road Junction	Do minimum	I As existing with background growth plus traffic from committed and planned development.
Option 1	I	Replacing existing roundabout with signal-controlled junction, with two westbound exit lanes, and one eastbound exit lane on A4.
Option 2	I	Replacing existing roundabout with signal-controlled junction, with one westbound exit lane, and two eastbound exit lanes on A4.
Option 3 (preferred)	I	Option 2 with eastbound exit merge.
A4, Ray Mead Road Roundabout	Do minimum	I As existing with background growth plus traffic from committed and planned development.
Option 1 (preferred)	I	Widening the westbound carriageway on Maidenhead Bridge to improve existing flare on roundabout approach.

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Option 2	I	Option 1 with greater widening to accommodate additional lane on roundabout approach.
Option 3	I	Replacing existing roundabout with signal-controlled junction within existing land ownership.
Option 4	I	Replacing existing roundabout with signal-controlled junction with land take.

2.10.4 Options have been assessed by applying a strategic appraisal framework and reviewing a variety of quantitative and qualitative factors such as buildability, land availability, impact on traffic and aesthetic / environmental benefits. Further details of which are provided in the OAR.

2.10.5 Of the six junctions, Braywick Roundabout experiences the greatest delays. However, there are several delivery constraints associated with this site, namely: utilities, trees, ecology, structures, and land. These factors have been considered and informed the selection of the preferred option, given the current time and budget constraints. The preferred option, Option 1, provides core improvements to the roundabout, which can be delivered within the current scheme scope.

2.10.6 However, it is proposed that a second phase of the scheme is delivered in the future, providing a left-turn slip road between the A308(M) and A308 Braywick Road. Designs for this are incorporated into Option 2. Although funding for the second phase is not sought as part of this scheme, acceptance for the principle of the scheme is sought in order to support a potential funding bid for the scheme in the future. Therefore, a stand-alone economic appraisal has been undertaken on the second phase to demonstrate the benefits. Further details of economic appraisal are provided within Section 3 (Economic Case) of this business case.

2.10.7 Further details of the preferred junction enhancements proposed are provided in Table 2.12 below.

Table 2.122 – Proposed junction enhancements Junction Enhancements

A308, Braywick Roundabout I Signalisation – Introducing traffic signals to the roundabout circulatory and A308 (M) and A308 approaches to the roundabout.

- I Circulatory Carriageway – Widening the circulatory carriageway to accommodate two lanes for all dominant movements. Resulting in a circulatory carriageway varying from two to four lanes wide.
- I A308 Braywick Road – Widening the southbound carriageway to three lanes on the approach to the roundabout with advanced lane markings and signage.
- I A308 Windsor Road – Widening the northbound carriageway to two lanes on the approach to the roundabout with advance lane markings and signage.
- I A330 Ascot Road – Widening the carriageway to accommodate a two-lane southbound exit from the roundabout; and, a two lane, flaring to three lane northbound approach to the roundabout with advance lane markings and signage.
- I A308 (M) - Widening the eastbound carriageway to three lanes on the approach to the roundabout with advance lane markings and signage.

A308, Stafferton Way Roundabout

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- I Circulatory Carriageway – Widening of the western section of the circulatory carriageway to provide three-lanes. Enabling right-turning traffic to pass tailbacks from the northbound exit.
  - I Stafferton Way Carriageway – Realignment of westbound approach to the roundabout with advance lane markings and signage. Increasing flare length and improving lane discipline.
  - I Stafferton Way Crossings – Parallel zebra crossings across eastern arm of the roundabout. Providing safe, continuous pedestrian and cycle route along the A308.
- A4, Castle Hill Roundabout
- I Circulatory Carriageway – Widening of the western section of the circulatory carriageway to accommodate three lanes. Realignment and re-lining of the circulatory, allocating lanes to the dominant movements and improving lane discipline.
  - I A308 Marlow Road – Realignment of southbound approach with advance lane markings and signage. Increasing approach flare length and improving lane discipline.
  - I A4 Bad Godesberg Way - Realignment of westbound approach with advance lane markings and signage. Increasing approach flare length and improving lane discipline.
  - I A308 Windsor Road – Widening the northbound carriageway to three lanes on the approach to the roundabout with advance lane markings and signage.
  - I A4 Castle Hill – Realignment of eastbound approach with advance lane marking and signage. Increasing approach flare length and improving lane discipline.
- A4, Cookham Road Roundabout
- I Approaches and circulatory – Re-surfacing and re-lining of the existing roundabout with advance lane markings and signage. Improving lane discipline.
- A4, Oldfield Road Junction
- I New Junction Layout – Replacing the existing roundabout with a signal-controlled junction, accommodating controlled crossings on all arms of the junction.
  - I B3028 Oldfield Road – Removal of the central hatching, providing two northbound lanes on approach to the junction.
  - I A4 Bridge Road (west) – Removal of central hatching, providing two eastbound approach lanes to the junction and one westbound exit lane.
  - I A4 Bridge Road (east) – Removal of central hatching and widening into northern side of A4, providing two westbound lanes on the approach to the junction from Ray Mead Roundabout; and, two eastbound exit lanes, merging to one, from the junction.
- A4, Ray Mead Road Roundabout
- I A4 Maidenhead Bridge – Widening the westbound carriageway to increase existing flare length and width on the approach to the roundabout.
  - I Approaches and circulatory – Re-surfacing and re-lining of the existing roundabout with advance lane markings and signage. Improving lane discipline.

## 2.11 Constraints



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2.11.1 Potential constraints exist for the scheme and these have been considered within the risk assessment in Appendix E, which also describes proposed mitigation measures. Key constraints include:

- I Constraints on working hours and simultaneous working imposed by traffic sensitive street designations; and
- I The need to coordinate with regeneration / development activity in and around Maidenhead town centre to minimise the impact of construction traffic.

2.11.2 The project team have taken every effort to ensure that there are no technical, technological or buildability issues with the scheme design.

2.11.3 The project plan has been developed to allow individual elements to be progressed without unduly impacting on traffic movements through Maidenhead. The programme has been provided in Appendix F.

2.11.4 A construction management plan will be produced in discussion with planners to mitigate for the potential disruption and coordinate with third party schemes. This will also ensure that critical path elements are fully understood and properly managed.

## 2.12 Inter-dependencies

2.12.1 Potential inter-dependencies have been considered within the risk register in Appendix E.

2.12.2 The delivery of the scheme to the stated programme is dependent on these risks either not arising or being sufficiently mitigated so that scheme delivery remains unaffected.

2.12.3 There are certain risks for which the likelihood of their occurring, or their impact, is so low that the scheme cannot be defined as truly dependent upon their negation.

2.12.4 For the purposes of this section of the business case, it is sufficient to summarise the key areas of risk / inter-dependency – these include:

- I Budget costs are inadequate to deliver the scheme;
- I Failure to complete works necessary to divert / protect utility companies' apparatus in advance of highway works; and
- I The development of a detailed risk log, and the time already devoted to mitigating some of these risks (e.g. through detailed modelling and design work, and early stakeholder consultation) means that the risk to scheme delivery is relatively low.

2.12.5 The project team will, however, continue to monitor these risks / inter-dependencies throughout scheme development to ensure the smooth delivery against the programme.

## 2.13 Stakeholders

2.13.1 Stakeholders to be consulted as part of the scheme's development include:

- I Courtney Buses;
- I First Buses;
- I National Trust;
- I Developers;
- I Affected residents (including relevant residents' associations);
- I Bray Parish Council;
- I Cox Green Parish Council; and
- I Thames Valley Berkshire Local Enterprise Partnership.

## 3. ECONOMIC CASE – UPDATE WITH WSP MODELLING.

### 3.1 Introduction

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3.1.1 The Economic Case assessment is undertaken to fulfil one of the Department of Transport's five-case business case models for demonstrating value for money.

3.1.2 The Economic Case identifies and assesses all the impacts of the scheme to determine its overall value for money. It takes account of the costs of developing and building the scheme, and a full range of its impacts. These include those impacts which can be monetised. The economic case considers the extent to which the scheme's benefits will outweigh its costs.

3.1.3 In December 2018/ January 2019 an economic assessment was conducted, which analysed the potential highway benefits that would arise from the Maidenhead Housing Sites Enabling Works schemes. The schemes would deliver capacity improvements at a number of key junctions around Maidenhead.

3.1.4 The assessment utilised the Royal Borough of Windsor and Maidenhead Highway Model (RBWM-HM2) to generate time and distance cost skims for the forecasting year of 2032 with and without the junction upgrades. The comparison between the outturn change in flows and time was used within TUBA software to calculate the potential scheme benefits. The economic assessment was carried out in the context of dependent development to ensure that the calculated benefits were a true reflection of the situation.

3.1.5 In Autumn 2019 RBWM updated its Borough Local Plan (BLP), setting out the vision, objectives, and spatial strategy for the borough up to 2033. Following this, the economic assessment has been revisited in the context of the revised BLP. The results of this assessment are presented in this Chapter.

3.1.6 Information will be presented on the following items:

- I Modelling approach;
- I Scenarios appraised;
- I Scheme benefits; and
- I Value for Money.

## **3.2 Modelling approach**

3.2.1 The Royal Borough of Windsor and Maidenhead Highway Model (RBWM-HM2) has been utilised to assess the impact of the scheme proposals. The RBWM-HM2 consists of a highway model built using VISUM version 15.00-08.

3.2.2 The RBWM-HM2 covers the following time periods:

- I AM peak hour (08:00-09:00); and
- I PM peak hour (17:00-18:00).

3.2.3 The RBWM-HM2 was developed to represent 2016 transport conditions. The base year model development has been described in the following documents:

- I "RBWM Strategic Highway Model (RBWM-HM2). Data Collection Report", June 2017; and
- I "RBWM Strategic Highway Model (RBWM-HM2). Local Model Validation Report", June 2017.

3.2.4 Forecast models for RBWM-HM2 were developed for a year of 2033. The forecast model development is fully described within the following document:

- I "Royal Borough of Windsor and Maidenhead Local Plan Assessment Using RBWM Strategic Highway Model", October 2019.

3.2.5 All the documents are available on the council's website.

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3.2.6 The 2033 RBWM-HM2 'with scheme' forecast network was updated to include the latest development proposals for the six junctions of interest.

3.2.7 To ensure consistency with national projections, the forecast demand matrices were also constrained to National Trip End Model (NTEM) and National Road Traffic Forecast (NRTF) trip growth. The growth rates were applied to each RBWM-HM2 zone depending on its location.

3.2.8 It was established in the Strategic Case that several of the Local Plan development sites in Maidenhead are dependent on the highway improvement scheme. The schemes have therefore been assessed in the context of dependent development.

3.2.9 As outlined within the Strategic Case, the Triangle site has been excluded from this assessment.

3.2.10 In the absence of a second forecast year, it has been agreed with Hatch to use the 2016 base year models, and either include or exclude the proposed junction improvements to generate 2016 'with scheme' and 'without scheme' models.

### 3.3 Scenarios appraised

3.3.1 In order to assess the transport impacts of the junction improvement schemes, three transport scenarios have been modelled to inform the scheme appraisal. The three scenarios are set out in Table 3.13 below.

Table 3.13: Six junction improvement schemes – Options appraised

Scenarios	Description
Do Minimum (Reference)	
I	This option models the existing highway network at the selected junctions, with no highway improvements assumed at these sites
I	Dependent development in Maidenhead has been excluded
Do Something 1 (without dependent development)	
I	This option considers improvements to the selected junctions
I	Dependent development in Maidenhead has been excluded
Do Something 2 (with dependent development)	
I	As per Do Something 1 above but additionally includes dependent development in Maidenhead

3.3.2 In addition to the six junction improvement schemes appraised in the above scenarios, a further assessment has been completed to determine the benefits associated with the proposed slip road between the A308(M) and the A308 Windsor Road, which comprises a second phase of improvements at Braywick Roundabout.

3.3.3 Table 3.14 below details the scenarios which have been modelled to appraise the second phase of improvements at Braywick Roundabout.

Table 3.14: Braywick Roundabout phase 2 - Options appraised

Scenarios	Description
Do Minimum (Braywick P2)	
I	This option includes the first phase of improvements at Braywick Roundabout (signalisation) only
I	Local Plan development in Maidenhead has been included, but the Triangle development site has been excluded
Do Something (Braywick P2)	

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- I This option includes the second phase of improvements at Braywick Roundabout (slip road between the A308(M) and the A308 Windsor Road)
  - I Local Plan development in Maidenhead has been included, but the Triangle development site has been excluded

### 3.4 Scheme benefits

#### **COST AND BENEFIT TO ACCIDENTS – LIGHT TOUCH (COBALT)**

3.4.1 COBALT is a computer program developed by the Department for Transport (DfT) to undertake the analysis of the impact on accidents as part of economic appraisal for a road scheme. It uses detailed inputs of separate road links and road junctions impacted by the scheme.

The assessment is based on a comparison of accidents by severity and associated costs across an identified network in 'Without-Scheme' and 'With-Scheme' forecasts, using details of link and junction characteristics, relevant accident rates and costs and forecast traffic volumes by link and junction.

- I The scheme data from the model input into COBALT included:
  - o Link Classification;
  - o COBALT link type (matched with the VISUM model link types);
  - o Link length; and
  - o Speed limit.
- I Link Flow:
  - o Base Year Annual Average Daily Traffic (AADT) flows; and
  - o Without and with scheme AADT flows.

3.4.2 The COBALT assessment has been undertaken using links and junctions combined.

3.4.3 Automatic Traffic Counts (ATCs) in the study area were used to derive adjustment factors to calculate Annual Average Daily Traffic (AADT) flows.

3.4.4 In the absence of accident data, default accident rates from COBALT have been used. Six junction improvement schemes

3.4.5 To estimate the accident savings from the six junction improvement schemes the COBALT assessment has been undertaken for the following scenario:

- I Scenario 1: Do Something 1 (without dependent development) vs Do Minimum

3.4.6 The COBALT output for Scenario 1 is shown in Table 3.15. The introduction of the six junction improvement schemes is expected to give £0.94m of accident costs, since the additional junction capacity attracts more vehicles onto the strategic routes around Maidenhead.

Table 3.15: COBALT output Scenario 1

Scenario 1 (DS1 vs DM)	
Total without scheme accident costs	£243,784,500
Total with scheme accident costs	£244,721,100
Total accident benefits saved by scheme	-£936,600

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3.4.7 It was established above that several Local Plan development sites in Maidenhead are dependent on the scheme. An additional scenario has been undertaken in COBALT to assess the accident cost associated with the dependent development:

- I Scenario 2: Do Something 2 (with dependent development) vs Do Something 1 (without dependent development)

3.4.8 The output from the COBALT assessment for Scenario 2 is summarised in Table 3.16. The dependent development will result in £14.09m of accident costs as it introduces more traffic to the network.

Table 3.16: COBALT output scenario 2

Scenario 2 (DS2 vs DS1)	
Total without dependent development accident costs	£244,904,900
Total with dependent development accident costs	£258,993,600
Total accident benefits saved by dependent development	-£14,088,700

#### Braywick Roundabout phase 2

3.4.9 A COBALT assessment has also been undertaken to appraise the second phase of improvements at Braywick Roundabout. To estimate the accident savings from the second phase of improvements at Braywick Roundabout a COBALT assessment has been completed for the following scenario:

- I Scenario 3: Do Something (Braywick P2) vs Do Minimum (Braywick P2)

3.4.10 The output from the COBALT assessment for Scenario 3 is summarised in Table 3.17. The introduction of the slip road at Braywick Roundabout will result in £0.36m of accident benefits.

Table 3.17: COBALT output scenario 3

Scenario 3 (DS BP2 vs DM BP2)	
Total without dependent development accident costs	£258,652,000
Total with dependent development accident costs	£258,292,800
Total accident benefits saved by dependent development	£359,200

3.4.11 The results from the COBALT assessments have been included as part of the wider economic assessment below.

#### **TRANSPORT USER BENEFIT APPRAISAL (TUBA)**

3.4.12 Scheme benefits have been assessed using the Department for Transport's TUBA software. This is an industry-standard tool for undertaking economic appraisal in accordance with guidelines published in TAG Unit A1 (May 2018). The full economic assessment methodology adopted including choice of parameters, definition of inputs, discounting and reporting is compliant with TAG Unit A1 (May 2018).

3.4.13 The current version of the TUBA software is Version 1.9.13. The software carries out the appraisal of the following economic elements associated with the scheme (excluding those accrued during construction and maintenance):

- I Time savings;
- I Vehicle operating costs;
- I Carbon savings;
- I Scheme costs; and
- I Indirect tax revenues.

3.4.14 The RBWM-HM2 2016 and 2033 forecast models were used as the basis for the economic assessment in TUBA. TUBA interpolates growth between these years, and after 2033 the default TUBA assumption of no growth beyond this point has been retained, in the absence of more detailed information. Calculated benefits are therefore likely to represent a conservative estimate. The assessment has been completed for a 60-year appraisal period.

3.4.15 Analysis of the 'Typical traffic' facility within Google Maps showed that the level of congestion at the junctions in the AM and PM shoulder peaks (07:00 – 08:00, 09:00 – 10:00, 16:00 – 17:00, 18:00 – 19:00) is comparable to congestion levels in the peak hours (08:00 – 09:00, 17:00 – 18:00). Automatic Traffic Counts (ATCs) in the study area were used to derive adjustment factors to convert the benefits from the AM and PM peak hours (08:00 – 09:00 and 17:00 – 18:00) to the AM and PM peak periods (07:00 – 10:00 and 16:00 – 19:00). A factor of 2.55 was applied to convert AM peak hour into AM peak period and similarly a factor of 2.73 was applied to convert PM peak hour into the evening peak period.

3.4.16 Annualization factors were then applied to calculate the scheme benefits across a whole year. A factor of 253 was applied to both time periods, representing the number of weekdays in a year (excluding bank holidays). The annualization factors applied are shown in Table 3.18 below.

Table 3.18: Annualization factors

Time period	Peak hour to peak period factor	Number in year	Annualization factor
AM	2.55	253	645
PM	2.73	253	690

3.4.17 The benefits at weekends and bank holidays have not been considered, therefore the calculated benefits are likely to represent a conservative estimate.

3.4.18 The five VISUM demand segments have been matched to the appropriate TUBA user class. The input TUBA user classes are set out in Table 3.19.

Table 3.19: TUBA user classes

UC	VISUM demand segment			TUBA UC		Vehicle Type	Purpose	Person
UC1	Car	Commute	Commuting	Car	Commuting	All		
UC2	Car	Employers	Business	Business	Car	Business	All	
UC3	Car	Other	Other	Car	Other	All		
UC4	LGV	LGV	Freight	LGV	Freight	Business	Driver	
UC5	HGV	HGV	HGV	Business	Driver			

3.4.19 In the absence of a second forecast year, 2016 base year models 'with the scheme' and 'without the scheme' have been used. It has therefore been assumed that the scheme opening year is 2016.

3.4.20 The full scheme cost for the six junction improvements is £6,334,951 excluding taxes (2020 prices). The breakdown of scheme costs is shown in Table 3.20.

Table 3.20: Scheme cost – six junction improvements

Junction	Cost (£)
Braywick Rbt	£3,100,562
A4, A308 Castle Hill Rbt	£989,198
A4, B4447 Cookham Rd Rbt	£50,001
Oldfield Rd Jct	£1,649,341
A4, Ray Mead Rd Rbt	£107,799
A308 Braywick Rd, Stafferton Way, Rushington Ave Rbt	£438,051

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Total	£6,334,951
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3.4.21 The full scheme cost for the Braywick Phase 2 improvements is £1,605,526 excluding taxes (2020 prices).

3.4.22 A 15% optimism bias has been included on top of the scheme costs, which takes the final scheme costs to £7,284,892 for Option 1 (six junctions including Braywick Phase 1) and £1,846,354 for Option 2 (Braywick Phase 2).

3.4.23 A GDP deflator of 119.51 has been assumed in the TUBA assessment, as taken from the TAG Data Book (May 2020).

### Six junction improvement schemes

#### Conventional transport user benefits

3.4.24 To estimate the conventional user benefits arising from the six junction improvement schemes the TUBA assessment has been undertaken for the following scenario:

I Scenario 1: Do Something 1 (without dependent development) vs Do Minimum

3.4.25 The results for Scenario 1 are shown in Table 3.21 below. Table 3.21 shows that the Present Value of Benefits (PVB) is approximately £29.56m, with a Present Value of Costs (PVC) of £5.90m and a Benefit to Cost Ratio (BCR) of 5.01, which according to WebTAG represents Very High Value for Money. All values are discounted to 2010 prices.

Table 3.21: Scenario 1- Analysis of Monetised Costs and Benefits

BenefitScenario 1 (DS1 vs DM)

Total accident benefits saved by scheme	-£936,600
Greenhouse Gases	£377,000
Economic Efficiency: Consumer Users (Commuting)	£18,552,834
Economic Efficiency: Consumer Users (Other)	£2,396,602
Economic Efficiency: Business Users and Providers	£10,054,258
Wider Public Finances (Indirect Taxation Revenues)	-£888,852
Present Value of Benefits (PVB)	£29,555,242
Broad Transport Budget	£5,901,000
Present Value of Costs (PVC)	£5,901,000
Net Present Value (NPV)	£23,654,242
Benefit to Cost Ratio (BCR)	5.01

3.4.26 Since the initial BCR is very strong, separate sensitivity testing has not been undertaken. Instead, it has been calculated that the PVB would need to fall by approximately £17.8m (60%) for the initial BCR to fall below 2.

#### Transport external costs

3.4.27 Since there are a number of dependent developments in Maidenhead, the 'transport external cost' of the developments has been assessed. To understand the costs imposed by dependent transport users on existing users the following scenarios have been compared:

I Scenario 2: Do Something 2 (with dependent development) vs Do Something 1 (without dependent development)

3.4.28 The impact of the dependent development is summarised in Table 3.22. Transport external costs for Scenario 2 is -£106.93m. This represents the additional costs to the existing users because of the dependent development.

Table 3.22: PVB Scenario 2- Transport External Costs

BenefitScenario 2 (DS2 vs DS1)

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Total accident benefits saved by scheme	-£14,088,700
Greenhouse Gases	-£822,000
Economic Efficiency: Consumer Users (Commuting)	-£61,927,201
Economic Efficiency: Consumer Users (Other)	-£7,703,026
Economic Efficiency: Business Users and Providers	-£24,515,877
Wider Public Finances (Indirect Taxation Revenues)	£2,127,881
Present Value of Benefits (PVB)	-£106,928,923

3.4.29 External to external movements have been masked in the TUBA results presented above to remove the benefits and disbenefits not attributed to the junction improvement schemes. Greenhouse gas benefits and disbenefits however have not been masked since they are not available as sector to sector benefits in TUBA.

3.4.30 The TUBA summary tables are provided in Appendix G, and the Appraisal Summary Tables (AST) are provided in Appendix H.

#### **Land value uplift**

3.4.31 TAG Unit A2.2 “Induced Investment” (May 2018) states that in the case of dependent developments, the user benefits can be supplemented with an estimate of the change in land value. The land value uplift associated with 4,190 dependent dwellings and 39,002 sqm of net commercial development in the borough is calculated below.

3.4.32 The proposed land use is a mix of residential and commercial. In total 7,956 dwellings and 76,409 sqm are proposed, of which 4,190 dwellings and 39,002 sqm are dependent on the delivery of the junction improvements. Developable housing land area is 36.59 hectares, and the average site density is 116.3 units per hectare.

3.4.33 All the sites have previously been developed and their current use represents a mix of retail, office, leisure and assembly. The exact values of each of the existing sites planned for development is unknown. Golf Course site (leisure) has previously been estimated at around £250,000, which is £186,005 in 2010 market values and prices. The value has been pro-rated to the total developable area resulting in estimate of £291,743.

3.4.34 Ministry of Housing, Communities & Local Government (2017) provides guidance on land value estimates for residential, industrial, commercial and agriculture land.

3.4.35 For the proposed residential land use, land value estimate was based on South East Region and Windsor and Maidenhead Local Authority, which is £6.84m per hectare.

3.4.36 For the commercial development, land values were based on the Thames Valley Local Economic Partnership (LEP) area, which RBWM is part of, and the guidance provides two values:

- I City centre offices - assumed to be £5,285 per sq.m. (GIA)
- I Out of town offices - assumed to be £851 per sq.m. (GIA)

3.4.37 The following factors were considered in calculating net land value uplift:

- I Deadweight
- I Leakage, and
- I Displacement

3.4.38 Estimating the net land value of the development requires any value, which would have been generated anyway (deadweight), to be subtracted from the gross estimates. The level of deadweight was estimated through a formal assessment undertaken using RBWM-HM2 and described in the Strategic Case. The net land value is only associated with dependent development (4,190 dwellings and 39,002 sqm of commercial development) and therefore no further allowances for the deadweight are made.



3.4.39 The leakage effect has also been considered as part of the calculation of net land value uplift. The leakage effect accounts for the proportion of the housing supply which will be occupied by those outside of the target group or area. Whilst a reasonably high proportion of the development is expected to be occupied by the target group, a noticeable proportion of the development will be occupied by those outside of the target group or area. A medium level of level of leakage of 25% has been assumed.

3.4.40 There is expected to be some form of displacement effect. Whilst the immediate adjoining areas will see most of the displacement effects, since the area of influence covers a wider area, some impacts will be felt at the borough level. Because of the high demand for housing in the south east coupled with larger differences in the house price to income ratios, 25% displacement has been assumed. This is in line with the City Challenge (2000) study which indicates a displacement of 19% for immediately adjoining area and 38% at district level.

3.4.41 The resultant net residential and commercial development, which is used in the additionality assessment, is shown in Table 3.23, Table 3.24 and Table 3.25.

Table 3.23: Additionality Assessment. Residential Development, dwellings

A	Gross Direct housing units	4,190
D	Deadweight	0
N=A-D	Sub total	4,190
B=N*25%	Leakage at 25%	1,048
C=A-B	Sub total	3,143
Dp=C*25%	Displacement at 25%	786
E=C-Dp	Sub total	2,357
F= n/a	Multiplier	N/A
Fu=E*10%	Uncertainty in securing funding 10%	236
TOTAL=G-Fu	Total net effects	2,121

Table 3.24: Additionality Assessment. Commercial Development - Edge of City Centre, sqm

A	Gross commercial development (sqm)	29,002
D	Deadweight	0
N=A-D	Sub total	29,002
B=N*25%	Leakage at 25%	7,251
C=A-B	Sub total	21,752
Dp=C*25%	Displacement at 25%	5,438
E=C-Dp	Sub total	16,314
F= n/a	Multiplier	N/A
Fu=E*10%	Uncertainty in securing funding 10%	1,631
TOTAL=G-Fu	Total net effects	14,682

Table 3.25: Additionality Assessment. Commercial Development - Out of Town, sqm

A	Gross commercial development (sqm)	10,000
D	Deadweight	0
N=A-D	Sub total	10,000
B=N*25%	Leakage at 25%	2,500
C=A-B	Sub total	7,500
Dp=C*25%	Displacement at 25%	1,875
E=C-Dp	Sub total	5,625
F= n/a	Multiplier	N/A

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Fu=E*10%	Uncertainty in securing funding 10%	563
TOTAL=G-Fu	Total net effects	5,063

3.4.42 Land value uplift has been calculated based on 2,121 dwellings and 19,745 sqm of commercial development, a mix of city centre and out of town.

3.4.43 Using the delivery schedule available for this development and price per unit (ha, dwelling of sqm) available from Ministry of Housing, Communities & Local Government (2017), the total land value has been estimated. In calculating the land value, the following factors were used to produce values in 2010 market values and prices:

- I GDP deflator from DfT's TAG Databook (May 2020);
- I Discount rates as provided by the Green Book; and
- I Rate of indirect taxation (DfT's TAG data book) to derive market prices.

3.4.44 Table 3.26, Table 3.27 and Table 3.28 set out the land value calculations for each of the development types.

Table 3.26: Land Value Estimation, Residential Development

Table 3.27: Land Value Estimation, Commercial Development - Edge of City Centre

Table 3.28: Land Value Estimation, Commercial Development - Out of Town

3.4.45 The resultant land value uplift associated with the dependent dwellings is a sum of residential and commercial land values (£178.8m) minus the existing value of the land (£0.3m) and is approximately £178.5m.

Amenity impact

3.4.46 Since all the sites are previously developed land, there is no land amenity impact to be considered due to the proposed development. In fact, a number of existing landscape features will be retained and enhanced.

Total scheme impact

3.4.47 The total impact of the scheme, including conventional transport user benefits, land value uplift, and transport external costs is summarised in Table 3.29.

Table 3.29: **Total scheme benefits**

<b>Benefit</b>	<b>Value</b>
Conventional transport user benefits	£29,555,242
Transport external costs	£106,928,923
Land value uplift	£178,461,319
Amenity impact	£0
Total benefits	£101,087,638

Adjusted BCR 17.13

3.4.48 Including the impact of the dependent development results in total benefits of £101.1m, and an adjusted BCR of 17.13, which represents a Very High Value for Money category.

3.4.49 Since the adjusted BCR is very strong, separate sensitivity testing has not been undertaken. Instead, it has been calculated that the transport external costs would need to decrease by 84% or £89.3m to -£196.2m, or the land value uplift would need to fall by 50% or £89.3m to £89.2m, for the adjusted BCR to fall below 2.

Braywick Roundabout phase 2

3.4.50 To estimate the conventional user benefits from the second phase of improvements at Braywick Roundabout, a TUBA assessment has been undertaken for the following scenario:

I Scenario 3: Do Something (Braywick P2) vs Do Minimum (Braywick P2)

3.4.51 The results for Scenario 3 are shown in Table 3.30 below. Table 3.30 shows that the Present Value of Benefits (PVB) is approximately £4.60m, with a Present Value of Costs (PVC) of £1.50m and a Benefit to Cost Ratio (BCR) of 3.07, which according to WebTAG represents High Value for Money. All values are discounted to 2010 prices.

Table 3.30: Scenario 3- Analysis of Monetised Costs and Benefits

Benefit Scenario 3

(DS BP2 vs DM BP2)

Total accident benefits saved by scheme	£359,200
Greenhouse Gases	-£40,000
Economic Efficiency: Consumer Users (Commuting)	£1,643,138
Economic Efficiency: Consumer Users (Other)	£1,116,423
Economic Efficiency: Business Users and Providers	£1,806,201
Wider Public Finances (Indirect Taxation Revenues)	-£289,741
Present Value of Benefits (PVB)	£4,595,221
Broad Transport Budget	£1,495,000
Present Value of Costs (PVC)	£1,495,000
Net Present Value (NPV)	£3,100,221
Benefit to Cost Ratio (BCR)	3.07

3.4.52 External to external movements have been masked in the TUBA results presented above to remove the benefits and disbenefits not attributed to the junction improvement schemes. Greenhouse gas benefits and disbenefits however have not been masked since they are not available as sector to sector benefits in TUBA.

3.4.53 The TUBA summary tables are provided in Appendix G, and the Appraisal Summary Tables (AST) are provided in Appendix H.

### 3.5 Environmental and social impact summary

3.5.1 Although the planned development will generate additional vehicle trips on the network, resulting in negative environmental and social impacts, the proposed scheme interventions present significant improvements in comparison to the existing situation, therefore, reducing the impact of the planned development.

Environmental impact:

3.5.2 Despite the proposed junction interventions presenting air quality and greenhouse benefits in isolation, since the scheme shall unlock development and increase traffic flows on the existing highway network, it is estimated to generate an overall negative impact. As demonstrated by the TUBA modelling outputs, the proposed junction interventions will generate £377,000 in greenhouse benefits in comparison to the existing situation. However,

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the planned development will generate a transport external cost of £822,000, which equates to a total negative impact of £445,000. Therefore, the overall greenhouse gas impact of the scheme is estimated to be negative as a consequence of the planned development; however, the planned junction interventions will reduce this.

3.5.3 Since the scheme primarily involves widening and alterations to the existing highway, it is unlikely to generate significant adverse noise, landscape, townscape, or biodiversity impacts. The designs of the proposed junction interventions have been developed taking these impacts into consideration, particularly the loss of trees and planting. Where such impacts and loss are unavoidable, new trees and planting shall be provided elsewhere to offset any negative impacts. Site investigations including any necessary surveys shall be undertaken as part of the detailed design process, in liaison with the council's tree officer; where possible, the designs shall be amended to mitigate against any impacts.

3.5.4 In addition, although the scheme is primarily a traffic improvement scheme, cycle and walking improvements have been accommodated where possible. The following interventions have been included within the scheme which present improvements for walking and cycling: Stafferton Way, new controlled Parallel Zebra crossing; Oldfield Road, shared-use footway linking to existing cycle routes, new signal controlled Toucan crossings on all arms of the junction; Castle Hill, widened footway and new uncontrolled crossing; Braywick Roundabout, new controlled Toucan crossing and widened, shared-use footway linking into existing cycle routes. In addition, resurfacing shall be undertaken where the condition of the existing footway is poor within the junction extents; therefore, providing further improvements to the cycle and walking environment.

3.5.5 The scheme is not anticipated to generate any historic or water environment impacts.

**Social impact:**

3.5.6 As demonstrated by the traffic and economic modelling, the scheme will improve traffic journey times; therefore, providing improvements and benefits for commuters and other users by proving journey reliability and quality. However, the modelling outputs demonstrate that the scheme is estimated to result in a slight increase in accidents. This is due to the additional capacity attracting more vehicles onto the strategic routes around Maidenhead. The proposed interventions have been designed in accordance with current standards, including appropriate signage. In addition, Road Safety Audits shall be undertaken as part of detailed design to ensure that accident risks are reduced and mitigated to a minimum.

3.5.7 The proposed interventions are not anticipated to generate any security, access to services, or affordability impacts. In addition, since the scheme primarily involves widening and alterations to the existing highway, it is not anticipated to generate any severance impacts.

**3.6 Value for Money statement**

3.6.1 This section provides a Value for Money conclusion and categorises the Value for Money of the scheme as recommended by DfT.

3.6.2 The initial Benefit to Cost Ratio (BCR) of the six junction improvements schemes is 5.01, which represents a Very High Value for Money category. The adjusted BCR, which considers the impact of dependent development, is 17.13.

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3.6.3 The BCR for the second phase of improvements at Braywick Roundabout is 3.07, which represents a High Value for Money category.

#### **4. FINANCIAL CASE**

##### **4.1 Overview of Affordability Assessment**

4.1.1 In September 2012, the DfT set out firm proposals for the devolution of funding for local major transport schemes from 2015 from a national pot of £2bn. The Government's response further confirmed the commitment to delegate funding decisions and negotiate a Growth Deal with every Local Transport Body (LTB) to deliver local growth and infrastructure priorities.

4.1.2 The Maidenhead Housing Sites Enabling Works proposal is a strong fit with local, regional, and national policies and priorities relating to transportation investment and economic growth. Funding is available through the Local Growth Fund (LGF) and has been provisionally allocated to this project subject to RBWM demonstrating a satisfactory benefit cost ratio.

##### **4.2 Project costs**

4.2.1 The LEP provisionally agreed a £4.213million Local Growth Fund contribution and £1.068million Business Rates Retention Pilot contribution to this project, with £316,000 of S106 contributions and £738,000 from the RBWM Capital Programme, making a grand total of £6.335m.

4.2.2 Table 4.1 below outlines the proposed scheme costs broken down for each junction. The cost estimate includes preparatory costs associated with preliminary and detailed scheme design, and scheme construction.

Table 4.1 – Scheme costs, junction breakdown

JUNCTION COSTS £000							
	A	B	C	D	E	F	Total
Design	307	55	67	7	104	15	555
Prelims	176	32	39	4	60	9	320
Construction	1,356	243	296	32	458	68	2,453
Stats	955	52	521	0	924	0	2,452
Contingency	307	55	67	7	104	15	555
Total	3,101	437	990	50	1,650	107	6,335

4.2.3 A contingency (risk) budget of £554,638 is included within the cost estimates based on 20% of the construction cost. It will be reviewed and refined throughout the design and commissioning process to give improved levels of confidence regarding scheme cost.

4.2.4 An estimate of design fees, legal fees, and charges of £554,638 has been included representing 20% of construction costs.

4.2.5 An estimate of preliminaries of £319,983 has been included at 15% of construction costs. This includes all surveys, and any permanent and temporary Traffic Orders.

4.2.6 Cost estimates have been informed by knowledge, understanding and experience of the quantum of costs required to deliver the proposed scheme, based on preliminary designs. These shall be refined based on detailed design following approval of this business case.

4.2.7 There are maintenance costs associated with existing highway infrastructure. The proposed replacement and refurbishment of footways and carriageways with new surfacing

will reduce future maintenance costs due to the increased service life of the new surfacing relative to the existing. Several of the junctions have been identified as needing resurfacing now or within the next few years.

#### 4.3 Cost Profile

4.3.1 Table 4.2 presents the total scheme costs profiled by financial year for the duration of the funding period.

4.3.2 With preliminary design complete, detailed design will take place until July 2020. The construction works shall commence in August 2020 and will be fully delivered in April 2021. Subject to the approval of this business case.

Table 4.2 – Cost profile

	2019/20	2020/21	Total
Expenditure (estimated costs)	£000	£000	£000
Design	230	325	555
Prelims	-	320	320
Construction	-	2,453	2,453
Stats	-	2,452	2,452
Contingency	-	555	555
TOTAL COST	230	6,105	6,335

4.3.3 Funding for the scheme will be provided through a combination of Section 106 contributions and Capital Funding from RBWM, and Local Growth and Business Rates Retention Pilot funding from the LEP. Table 4.3 sets out how the funding sources will be utilised to deliver the project.

Table 4.3 – Budget provision

	2019/21	2020/21	Total
Expenditure (estimated costs)	£000	£000	£000
LGF Funding	-	4,213	4,213
Business Rates Retention Pilot	-	1,068	1,068
Capital Programme	230	508	738
S106 Funding (RBWM)	-	316	316
TOTAL COST	230	6,105	6,335

### 5. COMMERCIAL CASE

#### 5.1 Output based specification

5.1.1 The Commercial Case details the procurement strategy for the project and is informed by the following strategic outcome objectives:

- I Achieve cost certainty, or certainty that the scheme can be delivered within the available funding constraints;
- I Obtain contractor experience and input to the construction programme to ensure the implementation programme is robust and achievable;
- I Minimise further preparation costs with respect to scheme design by ensuring best value, and appropriate quality;
- I Obtain contractor input to risk management and appraisals, including mitigation measures, to capitalise at an early stage on opportunities to reduce construction risk

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and improve out-turn certainty thereby reducing risks to a level that is 'As Low as Reasonably Practicable' (HSE Risk Management).

5.1.2 Key deliverables for the scheme include junction capacity improvements at the following sites:

- | A308(M) / A308 / A330 / The Bingham;
- | A308 / Stafferton Way / Rushington Avenue;
- | A4 / A308;
- | A4 / B4447 / Market Street;
- | A4 / B3028 / Lassell Gardens; and
- | A4 / A4094 / Guards Club Road.

## 5.2 Procurement strategy and sourcing options

5.2.1 RBWM is able to draw on existing long-term framework contracts for delivery of aspects of the project including:

- | Volker Highways for delivery of highways construction services, traffic signs and road markings;
- | Project Centre for professional engineering services, including structures, highway planning and design services; and
- | AA Lighting for the design and delivery of street lighting solutions.

5.2.2 These contracts were let in 2017 using a rigorous competitive tender approach to ensure best value for money across a range of highway projects, taking advantage of economies of scale associated with delivering large volumes of work as part of the RBWM capital programme.

5.2.3 The Maidenhead Housing Sites Enabling Works project consists of standard highways improvement schemes that are similar in scope to projects already being delivered as part of the frameworks. Therefore, it is considered sensible to use the existing frameworks to take advantage of their preferential rates and RBWM is content that this approach represents value for money,

5.2.4 The construction, paving and associated signing and lining will be procured directly through Volker Highways who will also be in a position to deliver early contractor involvement in the design and development of the scheme.

5.2.5 The timescales for delivery of the works are relatively tight and going out to competitive tender would incur significant additional delay that could prejudice delivery within the funding time constraints. Utilising the existing frameworks will minimise procurement timescales.

5.2.6 Also, involvement of the council's existing term contractor allows them to better coordinate the Maidenhead Housing Sites Enabling Works with other highway works in the area, minimising the risk of incurring delays associated with other schemes over-running. Project Centre has been involved in the concept design and preparation of the Maidenhead Housing Sites Enabling Works business case. As such, they have a sound understanding of the scheme, its cost estimates and associated risks. Their continued involvement in the project through to the delivery phase will help to minimise risk and any associated costs.

5.2.7 RBWM will undertake signal design using in-house expertise. Delivery of the signal schemes will be through preferred contractors Siemens and Simone Surveys. This combination has been demonstrated to provide the optimum balance of cost and quality on previous projects.

## 5.3 Payment/ charging mechanisms and framework

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5.3.1 The existing term contracts are based on an NEC 3 contract model option B, which allows for penalty clauses, specifically relating to over-running.

5.3.2 Payments to the contractors will be made monthly in arrears to the value of 80% of the project, subject to the project engineer checking and agreeing the submission made by the contractor as the build progresses.

5.3.3 Payments made to the contractor will be subject to cross-checking against the programme to ensure that the absolute minimum overrun occurs. If any penalty is due to be applied, the Council work with the contractor to rectify/remedy this.

5.3.4 The final 20% will be paid once the project is complete and has been signed off.

#### **5.4 Risk allocation and transfer**

5.4.1 Resources are available to manage risks across the scheme. Risks shall be allocated and managed in a cost-effective manner by the most appropriate party to do this and at the appropriate level.

5.4.2 The Project Board as defined in Section 6 shall be primarily concerned with managing strategic level risks relating to interfaces between the scheme and the wider project environment.

5.4.3 The Project Manager will have overall responsibility for ensuring that the risk management process is implemented and managed in accordance with best practice. They will ensure that risks are actively managed in a consistent and appropriate manner across all work streams. All severe risks will be reported to the Project Board. In addition, all risks which relate to the overall direction, organisation and control of the scheme shall be reported to the Project Board.

5.4.4 The Project Manager will:

- I Ensure that an appropriate procedural framework is adopted;
- I Report to the Project Director in review and management of project performance;
- I Agree the required level of risk management support to be provided for risk identification, analysis, review and reporting;
- I Facilitate risk workshops/meetings as appropriate; and
- I Be the custodian of the risk register.

5.4.5 The Risk Owner will be responsible for the day-to-day management of the risk(s) that they own. The selection and appointment (by the Project Manager) of a risk owner will be on a “best person for the task” approach and, once appointed, the risk owner will monitor and update the risk register informing the Project Manager of changes.

#### **5.5 Contract length**

5.5.1 The design and build elements of the scheme will be procured separately. Project Centre are identified to undertake preliminary and detailed designs, which will be undertaken in line with the programme provided in Appendix F. A review of the programme will be undertaken at each stage and incorporated into the delivery plan.

5.5.2 The existing Volker Highways contract for construction currently runs to 2021. However, this would be extended for job specific projects currently under construction for the duration of that scheme.

5.5.3 Construction and installation of signals will be procured separately.

#### **5.6 Human resource issues**

5.6.1 The ability for the contractor to resource the project effectively will be scrutinised at procurement stage via the procurement specifications.



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5.6.2 Design resource is readily available via Project Centre, who hold a long-term, sole-source framework with RBWM.

## **5.7 Contract management**

5.7.1 The contract follows a traditional NEC 3 format, ensuring that the contractual / commercial arrangement will be well defined. This form of contract is well understood throughout the supply chain and relies on a pre-defined risk register to allocate and manage anticipated risk.

5.7.2 During contract negotiations, risk will be allocated to the party best able to manage it in the most cost-effective way.

5.7.3 The contracts will be managed through a combination of workshops, reviews, meetings and day-to-day operation to enable all actions to be discussed and agreed.

## **6. MANAGEMENT CASE**

### **6.1 Introduction**

6.1.1 The DfT's guidance document, 'The Transport Business Case: Management Case', outlines the areas that should be covered as part of the Transport Business Case documentation. These aspects are covered under the following sections of this Management Case:

- | Evidence of similar projects
- | Programme and project dependencies;
- | Governance, resourcing and responsibilities;
- | Managing project risks;
- | Stakeholder management; and
- | Benefits realisation.

6.1.2 The management approach has been developed following the outline set out below:

- | Set the appropriate governance structure to ensure outcomes and objectives are met;
- | Identify and plan for the key approval milestones ensuring information is provided in good time so as to not delay the programme; and
- | Assess how the delivery process will be managed to achieve optimum financial performance and impact.

### **6.2 Evidence of similar projects**

6.2.1 This section presents evidence to demonstrate that RBWM, and its consultants / contractors are experienced at delivering similar infrastructure projects to those proposed for this scheme.

6.2.2 RBWM has extensive experience of delivering similar schemes as part of its annual capital programme and also as part of major schemes. Similar schemes that have been implemented recently include:

- | Stafferton Way Link, Maidenhead – construction of a new £6 million link road to the south of Maidenhead town centre, including a new bridge over the flood relief channel with shared-use footway / cycleways, toucan crossing, new road junctions, lighting and noise barriers and a roundabout at the A4 / B3028 junction.
- | Clarence Road Roundabout, Windsor – construction of a complex signal-controlled roundabout at the junction of A332 Royal Windsor Way, A308 Goslar Way, B3173 Imperial Road, B3024 Clarence Road. The scheme was constructed in a phased manner to minimise the impact on traffic and the completed scheme has succeeded

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in significantly improving congestion and helping to achieve air quality objectives within the Windsor Air Quality Management Area.

- I Maidenhead Station Forecourt – enhancement of the station to cater for the Elizabeth Line and achieve a more sustainable transport mode split for travel to and from Maidenhead town centre. The scheme includes the removal of long-stay parking from the forecourt, the doubling of cycle parking capacity, the creation of a pedestrian area, widened footways and a gateway to the town centre.

6.2.3 For the Stafferton Link Road, the client and project management team were responsible for commissioning a professional services team, and procurement of a contractor, Balfour Beatty, who successfully delivered the project.

6.2.4 Although utilising a different procurement strategy, the management structure and practices proposed for the Maidenhead Housing Sites scheme shall be the same as those applied for the delivery of the Stafferton Link Road project, which are outlined below.

6.2.5 Project and programme management services were led by RBWM, who undertook all associated programme and risk management activities and coordinated the professional services team.

6.2.6 Scheme delivery was managed through a design and build contract, which was specified and procured by the RBWM team.

6.2.7 The Stafferton Way Link Road scheme delivered all elements of the scheme to the required standard and has been successful in delivering the missing section of the town centre ring-road to unlock investment in the vicinity of Stafferton Way, with a new supermarket and housing development being constructed since the scheme opened.

6.2.8 The scheme did experience a significant overspend, which was due to changes to project scope, including additional items requested by members, engineering complexity and unforeseen utilities costs. The council allocated additional funds to the project to ensure that it was delivered in full.

6.2.9 A detailed review of the project was undertaken, which highlighted several key learning points, including: the need for timely reporting of financial information; understanding trade-offs between scope and cost; and the need for full involvement of elected members, officers and consultants in the decision-making process throughout the lifetime of the project.

6.2.10 The council has since put in place a comprehensive, scalable and mandated project management methodology for use with all major projects, which is described in full later in this document.

6.2.11 RBWM's professional services consultants, Project Centre, have extensive experience in developing business cases for major LEP schemes and assisting local authorities to design and deliver those schemes; and it is expected that they will be leading on the design elements of the scheme.

6.2.12 Project Centre has previously assisted Medway Council to secure £11m of LEP funding for a transportation and public realm improvement scheme at Commercial Road Car Park in Strood.

6.2.13 Project Centre also provided preliminary design, consultation and detailed design services which included traffic modelling, street and architectural lighting design, public and stakeholder consultation, public realm and street art design, design iteration development and detailed design of construction plans.

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6.2.14 The Strood project is now complete and was delivered within programme and budget constraints.

6.2.15 Project Centre also provided services for Waltham Forest mini-Holland scheme, which included traffic engineering and public realm design for 5km of cycle/ bus/ walking routes of strategic highway. Lea Bridge Road was the focus of the study and a flagship for the Transport for London (TfL) mini-Holland programme, for which Waltham Forest Council received £30m in funding. Project Centre delivered preliminary design, consultation, and detailed design services for the project.

6.2.16 The scheme incorporated junction designs, removal of bus lanes, the introduction of cycle lanes and facilities for pedestrians. The road section has over 30 junctions with 6 signalised junctions ranging from a simple 3-arm junction with one lane approach to a complex 4-arm junction with 3-lane approach.

### 6.3 Programme/ project dependencies

6.3.1 The scheme programme is dependent on the following:

- I Political backing;
- I Stakeholder support;
- I Funding from the identified funding streams; and
- I Successful liaison with the local community and businesses, ensuring they are included in regular updates throughout the scheme's development.

6.3.2 The scheme is not dependent upon other projects. However, each of the junction improvements will need to be carefully programmed to avoid creating unacceptable levels of congestion on key transport corridors. Works will also need to be coordinated with other major transport schemes (i.e. Maidenhead Missing Links and Maidenhead Station Access), which are due to take place over a similar timescale.

6.3.3 There are several regeneration and major transport schemes proposed in the coming months, so RBWM has set up a working group consisting of representatives from the council and developers who have major sites that are likely to be built out in the next few years. This ensures that each party has early sight of the others' programmes and allows for works to be properly coordinated. This is in addition to the usual governance arrangements outlined below.

### 6.4 Governance, organisation structure & roles

6.4.1 RBWM will operate the design, construction, and monitoring stages of the scheme, utilising the governance structure described in Table 6.1.

**Table 6.1 – RBWM management and governance arrangements**

Responsible group or officer	Responsibility
Cabinet	Member group that manages council business including high value/high risk procurement and projects including LGF projects.
Overview & Scrutiny Panel	Provides on-going member oversight of the development and delivery of major transport schemes.
Project Sponsor	Senior officer with overall accountability for the project. Responsible for providing regular updates to relevant Cabinet portfolio members.
	For the Maidenhead Housing Sites project this role will be fulfilled by Chris Joyce, Head of Infrastructure, Sustainability and Economic Growth.

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Project Board Provides senior officer project management oversight and support. For Maidenhead Housing Sites Enabling Works, the Project Board includes senior representatives from:

- | Highways, Parks and Countryside;
- | Community Protection and Enforcement;
- | Property;
- | Regeneration;
- | Parking; and
- | Finance.

The Group is responsible for the strategic management of the project and has authority to commit resources to the project in accordance with the Council's Constitution.

General tasks include:

- | appointing the project manager;
- | signing off the project brief and business case;
- | approving the Project Initiation Document (PID);
- | agreeing project controls;
- | authorising project start;
- | reviewing progress against the agreed programme,
- | review of Microsoft Teams project toolkit;
- | authorising variations to expenditure;
- | managing key risks in the highlighted risk log;
- | agreeing responses to issues arising;
- | managing communications;
- | authorising project closure.

The Project Board meets on a monthly basis and an LGF update report is a standing item on the agenda.

Project Manager

Responsible for delivering the project on behalf of the Project Board. Key responsibilities include:

- | Leads and manages the Project Team – has the authority and responsibility to run the project on a day-to-day basis;
- | Delivers the agreed outputs to the required level of quality and within the specified constraints of time, cost, resources and risk;
- | Prepares project information, including the Project Initiation Document (PID) and Project Plan;
- | Identifies and evaluates risks, determines and manages actions, and maintains the risk log;
- | Manages and controls changes to the project scope, requirements, personnel etc;
- | Ensures the project is properly resourced, with sufficient, properly-skilled support;
- | Monitors and reports progress against the agreed programme, budget and other performance metrics, updating the Council's project management system each month;
- | Identifies key issues that need to be escalated to the project board for review and decision;
- | Liaises with the Project Board and Project Sponsor, securing their approval and decisions at key project stages.

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**Project Team** This is a working group that is responsible for the detailed running of the project.

They undertake regular reviews of progress, risks, issues, actions and spend at a detailed level.

**Head of Internal Audit** Leads on providing financial governance advice. Involved in the programme from an early stage.

6.4.2 The Council uses Microsoft Teams software to manage the project and to provide visibility of the status of the work. This is regularly updated by the Project Manager and is reviewed by the Project Sponsor and Project Board on a monthly basis.

6.4.3 Key information entered within Microsoft Teams includes:

- | Project toolkit;
- | Delivery status;
- | Project milestones;
- | Risks log;
- | Issues log;
- | Decision / change log;
- | Costs;
- | Actions;
- | Project plan / programme;
- | Document management;
- | Project overview;
- | Scope / project initiation document;
- | Justification / approvals;
- | Project constraints;
- | Assumptions;
- | Meeting agendas / minutes; and
- | Progress reports.

6.4.4 A key benefit of using the Microsoft Teams software is that it is a cloud-based system, allowing for a common data environment, so all project documentation can easily be shared with internal and external stakeholders. It also enables collaboration and automatic version control, so all parties are confident that they are working on the latest version of project documents.

6.4.5 A regular snapshot is taken of the Microsoft Teams toolkit to provide status reports for Project Board and Project Team meetings. This also provides a useful audit trail.

6.5 Programme/ project plan

6.5.1 The outline programme for development and delivery of this scheme is attached in Appendix F. This programme will be refined following full scheme approval, and subject to detailed design of specific scheme elements. The key milestones are detailed in Table 6.2 below.

Table 6.2 – Key project milestones		Site A	B	C	D	E	F
Stage	Date						
Business case approval	Jul 2020						
Detailed design	Nov 2020	Jul 2020		Sep 2020	Jul 2020		Oct 2020
	Aug 2020						

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Commence construction	Jan 2020	Sep 2020	Nov 2020	Dec 2020	Dec 2020
2020 Sep 2020					
Completion of Construction	Arp 2021	Oct 2020	Dec 2020	Jan 2021	
Mar 2021	Nov 2020				

6.5.2 The construction phase includes the programming of six junctions within an ongoing programme of highway works, the Maidenhead Missing Links Cycle Route and Housing Sites to which this Business Case relates. As shown in Table 6.2, the scheme delivery shall be phased to minimise the impact on the network during construction.

6.5.3 Although the delivery of each junction shall be phased, there will be two overarching phases: Phase 1, which includes sites B, C, D and F (A308 Stafferton Way Roundabout, A4 Castle Hill Roundabout, A4 Cookham Roundabout, A4 Ray Mead Roundabout); and, Phase 2, which includes sites A and E (A308 Braywick Roundabout, A4 Oldfield Junction).

6.5.4 Phase 2 comprises the more complex, larger sites, being delivered at the latter stages of the scheme. Although the construction of the Phase 2 sites shall be undertaken after Phase 1, utility works shall be undertaken during Phase 1 construction where possible to avoid delays.

## 6.6 Assurance & approval plan

6.6.1 The Project Board will be the mechanism for assessing scheme progress. This includes sign-off for each stage completed and approval for commencing the next stage, as set out in the Project Management Toolkit. This methodology enables:

- | Realistic and achievable targets to ensure successful delivery;
- | Deployment of relevant skills and competencies to a project;
- | Compliance with best practice;
- | Key stakeholder input and understanding;
- | Project feedback through lessons learnt; and,
- | A visible audit trail.

6.6.2 The key milestones for RBWM and LEP sign-off are shown below:

- | Decision by BLTB/Thames Valley Berkshire LEP Board on commitment of funding – July 2020;
- | Contract between BLTB, LEP and scheme delivery body produced and signed – August 2020;
- | Detailed design approval – July (Phase 1), October 2020 (Phase 2);
- | Construction contract agreed – September (Phase 1), December 2020 (Phase 2).

6.6.3 These milestones have been built into the project programme and will be monitored by the RBWM Project Manager and reported to the Project Board.

## 6.7 Communications & stakeholder management

6.7.1 The key objectives of the scheme's stakeholder management are to keep stakeholders aware of the schemes progression and give an opportunity for feedback / input to the design process. Key stakeholders include:

- | RBWM elected members;
- | RBWM officers;
- | Neighbouring local authorities;
- | Thames Valley Berkshire Local Enterprise Partnership;
- | Highways England;
- | Developers;

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- | Utility companies;
  - | Local bus companies;
  - | Local businesses;
  - | Local residents / residents' associations;
  - | Road users; and
  - | Local press.

6.7.2 RBWM will ensure public and stakeholder awareness of the scheme by providing consistent, clear, and regular information to those affected by the scheme. This will include information on how groups using the local road network might be affected by works.

6.7.3 RBWM will publicise the scheme in the public domain in advance of construction, including details of the programme, its impact on traffic movements including road closures, etc. This will include:

- | Press releases;
- | Articles on the council website;
- | Social media releases;
- | Articles in 'Around the Royal Borough';
- | Messages on variable message signs around the town centre;
- | Engagement with the Developers' Forum; and
- | Engagement of local businesses through the Town Manager.

6.7.4 Direct engagement with statutory consultees will occur during the detailed design stage of the project and further during the public consultation stage.

6.7.5 The design team along with the project team will undertake these consultation activities in partnership with the Royal Borough's communication team.

## 6.8 Programme/ project reporting

6.8.1 Responsibility for accurate, timely and appropriate communications within the Project Team rests with the RBWM Project Manager to ensure that the Project Board is kept up-to-date with programme developments.

6.8.2 The Project Manager is responsible for leading both Project Team and reporting to the Project Sponsor.

6.8.3 The Project Sponsor is responsible for keeping the lead members aware of the development of the scheme and reporting progress to Overview and Scrutiny Panel.

6.8.4 It is the responsibility of the Project Sponsor and Project Manager to ensure that the Project Board has sufficient information and is involved in all decisions that affect the programme and performance of the project, achievement of the project objectives or deviation from agreed and delegated responsibilities.

6.8.5 Project Team meetings will be held monthly, with the outcomes escalated to the Project Board.

## 6.9 Implementation

6.9.1 The key workstreams required for implementing the project are as follows:

- | Approval of business case;
- | Detailed design (Project Centre);
- | Early site works (through appointed contractor for scheme);
- | Utility works (led by in-house team, carried out by appointed contractor);
- | Construction (through appointed contractors for scheme);
- | Site supervision (led in-house); and

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l Monitoring and evaluation (led in-house).

#### 6.10 Risk management

6.10.1 The risk register detailing scheme risks, implications mitigations and actions is attached in Appendix E. It has been categorised into the four areas of:

- l Strategic;
- l Design;
- l Financial; and
- l Construction.

6.10.2 The key project risks will be managed throughout the planning and implementation of the scheme. The risk register includes the severity of risk. The main issues are summarised below:

- l The capital costs of the scheme may increase because of factors uncovered at the detailed design stage;
- l Statutory undertaker diversion / protection costs may be more than expected;
- l Unknown services struck during construction works may result in delays to programme; and
- l Delays may be incurred during construction due to delays with statutory undertaker diversions and / or access restrictions due to weather / other environmental constraints.

6.10.3 The Risk Register will remain a live document be continually updated throughout the life of the project as existing risks change, new risks are identified, or where further development of the design results in mitigation of risks. This would include appropriate levels of value engineering to optimise value and reduce risk as well as appropriate road safety audits to address any recommendations.

Following confirmation of scheme funding, ownership of the risks will be allocated to those parties best able to manage them.

#### 6.11 Benefits realisation

6.11.1 This section presents the proposed monitoring and evaluation strategy for the project as well as the key decision points. The proposed reporting and approval process will also be summarised.

6.11.2 The following stages of the project programme represent key points where decisions can be undertaken to ensure that the appropriate project viability considerations are undertaken in advance of significant capital commitment:

- l Public consultation stage;
- l Local Enterprise Partnership funding approval; and
- l Internal funding approval.

6.11.3 The Scheme Monitoring and Evaluation Plan will consist of three distinct stages:

- l Stage 1 - Pre-Construction Study;
- l Stage 2 – One Year Post Opening Process Evaluation, Q2 2022; and
- l Stage 3 - Five Year Post Opening Impact Evaluation Study,Q2 2026.

6.11.4 The Council is seeking agreement to the following Key Performance Indicators to monitor the delivery and success of this project:

Table 6.3 – Key Performance Indicators



Core Benefit	Indicator	Target	Additional Data Collection	
Outputs:	6 junction improvements delivered on time / to budget	None	Scheme delivery	100% of schemes
	Carriageways resurfaced	None	Length of new surfacing	400m of carriageways
Outcomes:	Improved traffic flow	Number of vehicles	Increase in traffic flow over 5 years relative to baseline	
	ATC / turning counts	Queue lengths	Reduction over 5 years relative to baseline	
	Video queue length surveys	Journey times	Reduction over 5 years relative to baseline	
	Journey time surveys (manual & Bluetooth)	Improvement in air quality due to improved traffic flow	Annual mean concentration of NOx	
	Reduction in NOx after 5 years relative to baseline	Reduction in collisions at affected junctions	Number of reported slight, serious and fatal casualties	
	Reduction after 5 years relative to baseline	Increased pedestrian / cycle movements where facilities are provided / enhanced	None	
	Number of pedestrian / cycle movements	Number of pedestrian / cycle movements	Increase after 5 years relative to baseline	
	Video surveys			

6.11.5 A Process Evaluation will be undertaken as the construction nears completion. The aim will be to: identify factors influencing the extent to which objectives have been achieved; identify and investigate unintended outcomes; and identify lessons learned.

6.11.6 The process evaluation will involve interviews with key project officers and a process review workshop with key parties and stakeholders. This will include assessment of:

- I Programme management, success factors and key obstacles to delivering the scheme;
- I Project plan assessment, delivery at key milestones, etc.;
- I A review of evidence collated through RBWM's project management and governance procedures;
- I Consultation with key stakeholders to garner a range of views of the operation and success of the scheme;
- I Evolution of the risk register and the effectiveness of the risk management strategy e.g. safety during construction, delays to transport users, impacts on local business during construction;
- I Contract management issues, including handling of early warnings, change controls and value engineering opportunities;
- I If and how the context and rationale behind the scheme has changed; and
- I All costs involved in the management, construction and delivery of the scheme compared to the forecast costs including an assessment of risk and optimism bias in pricing.

6.11.7 This process will inform a formal Project Closedown and associated lessons learned report and log. These reports will be used to assist in the evaluation of the process from start to finish.

6.11.8 As part of the project closedown process a workshop will be held with key members of the client and contractor teams to capture the items that went well and did not go well and if there are additional lessons that need to be learned. This will include a review of the

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impact of stakeholder engagement based upon the feedback that was received during the project, and perceptions of the construction phase obtained via the residents' attitudes surveys.

6.11.9 After completion of the monitoring and impact evaluation, an economic evaluation will be undertaken to assess the accountability of the investment into the scheme through answering the following questions:

- I How do the realised benefits, and therefore, VfM correspond with those estimates derived from the scheme appraisal?
- I Have any unexpected benefits occurred or have other predicted benefits not materialised? and
- I Are on-going benefits expected to change?

6.11.10 The actual outturn costs and movement data will be used to generate a new assessment of cost benefit. This will be supplemented with an assessment of the wider economic benefits generated by the scheme.

## **7. CONCLUSIONS**

7.1.1 The business case demonstrates that there is a strong case for the proposed Maidenhead Housing Sites Enabling Works scheme, with the objectives and outcomes of the scheme satisfying local, regional, and national policies and priorities relating to transportation investment and economic growth. Following extensive design and traffic modelling, the preferred options are considered to present the best solution given the scheme scope, budget, and time constraints.

7.1.2 As demonstrated by the economic analysis, the proposed scheme benefits outweigh the costs, with the initial BCR of the six junction improvements generating a BCR of 5.01 demonstrating very high value for of money. When the impacts of the dependent development are considered the benefits of the scheme significantly increase, producing a BCR of 17.13. The second phase proposal for Braywick Roundabout also presents a very high value for money with a BCR of 3.07.

7.1.3 From the Financial Case, it is demonstrated that the scheme is affordable, with sufficient funds available to deliver the scheme subject to LGF and BRRP funding. RBWM also benefit from having existing framework agreements in place to deliver both the design and construction of the scheme, with RBWM, the consultant and contractor all having experience of delivering schemes of similar scale and complexity.

7.1.4 The scheme is currently being progressed to detailed design, following completion of preliminary design. Subject to approval of this business case, the scheme is on track to be completed by April 2021.



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**MEETING OF THE BERKSHIRE LOCAL TRANSPORT BODY (BLTB) – THURSDAY 15 JULY 2020**

**CONTACT OFFICER: JOSIE WRAGG, CHIEF EXECUTIVE, SLOUGH BOROUGH COUNCIL, LEAD OFFICER TO THE BLTB**

**ITEM 10 – FINANCIAL APPROVAL FOR 2.44 READING BUSES: COMPLETING THE CONNECTION**

**Purpose of Report**

1. To consider giving financial approval to scheme 2.44: Reading Buses Completing the Connection.
2. The ‘Completing the Connection’ project is designed for two core purposes:
  - 2.1. provide a complete travel picture to existing and prospective public transport customers by enabling bus operators across Berkshire to securely store, manage and make available live bus time predictions to customers via the real time information (RTI) system; and
  - 2.2. be scalable, by allowing, for example, the subsequent addition of new or upgraded screens at transport interchanges, bus stops and on-board buses
3. In summary this includes:
  - A new software platform and applications to underpin the RTI system using open data principles to calculate and disseminate to customers live departure information for multiple transport operators;
  - Installation of audio-visual information screens and speakers on 51 local buses, to inform and help all passengers and specifically assist customers with aural or visual impairments;
  - Installation of three large-format bus departure screens at two key railway stations, showing live departure information derived from the RTI system for multiple operators’ bus and coach services; and
  - Development of an online travel shop, allowing customers to purchase and receive tickets either on their mobile or in smartcard format.
4. The scheme was given programme entry status in [March 2020](#).

**Recommendation**

5. You are recommended to give Reading Buses Completing the Connection project full financial approval in the sum of £1,541,243 Local Growth Funds in 2020/21. This is on the terms of the funding agreement set out at paragraph 11 step 5 below, subject to meeting the following conditions:
  - 5.1. Agreement to provision of ongoing operating costs in relation to the investment to demonstrate compliance with state aid requirements. *Details will be agreed with input from a solicitor with state aid expertise and added to the grant letter.*

**Other Implications**

Financial

6. A call for bids process was undertaken in January 2020 and a list of prioritised projects were agreed at the BLTB meeting March 2020. Scheme 2.44 Reading Buses Completing the Connection was a named scheme.
7. This report recommends that Reading Buses be authorised to draw down the capital sum £1,541,243 from the Local Transport Body funding for this scheme.
8. The funding agreement set out at paragraph 11 step 5 sets out the roles and responsibilities, reporting and auditing arrangements, timing and triggers for payments, contributions from other funders, consequences of delay, consequences of failure, claw back, and evaluation requirements at one and five years on.

#### Risk Management

9. The risk management arrangements already put in place by the Local Transport Body are as follows:
  - The [Assurance Framework](#)<sup>1</sup> has been drafted following DfT guidance and has been approved by the DfT for use in allocating capital funds for transport schemes
  - Hatch Regeneris have been appointed as Independent Assessors and have provided a full written report (see [Appendix 2](#)) on the full business cases for the scheme
  - The funding agreement set out at paragraph 11, step 5 makes clear that the financial risk associated with implementation of the scheme rests with the scheme promoter.

#### Human Rights Act and Other Legal Implications

10. Slough Borough Council will provide legal support for the BLTB should any questions arise.

#### **Supporting Information**

11. The scheme will be carried out by Reading Buses.
12. A solicitor with state aid expertise has reviewed the case and indicated that on the provision of the costs provided by Reading Buses being robust, the scheme should be compliant under either Article 56 of the General Block Exemption Regulation or by treating Reading Buses as providing a service of general economic interest. This report is available at Appendix 4. Hatch Regeneris has stated that the financial case appears robust in general but not specifically in relation to state aid compliance. Reading Buses have also provided a response in relation to the state aid review by the solicitors which can be found at appendix 5.
13. The full details of the scheme are available from the [Reading Buses website](#).

A summary of the key points is given below:

Task	Timescale
Detailed designs agreed	August 2020

<sup>1</sup> <http://www.thamesvalleyberkshire.co.uk/berkshire-strategic-transport-forum>

Roll-out ticket shop for mobile & smart ticketing to live environment	November 2020
Rollout RTI system upgrades to live system and sign-off	January 2021
Close out of project	March 2021

Activity	Funder	Cost (approx)
Major scheme funding	Berkshire Local Transport Body	£1,541,243
Other Funding	Reading Buses	£1,045,000
<b>Total</b>		<b>£2,586,243</b>

14. The table below sets out the details of this scheme's compliance with steps 1-5 of paragraph 14 of [Assurance Framework](#)<sup>2</sup>.

Assurance Framework Check list	2.44 Reading Buses Completing the Connection project			
	<p>The Reading Buses 'Completing the Connection' project is designed for two core purposes: 1. To provide a complete travel picture to existing and prospective public transport customers by enabling bus operators across Berkshire to securely store, manage and make available live bus time predictions to customers via the real time information (RTI) system; and; 2. to be scalable, by allowing, for example, the subsequent addition of new or upgraded screens at transport interchanges, bus stops and on-board buses.</p> <p>This scheme was submitted in the January 2020 call for bids and was given 24.5 points and ranked first out of six schemes submitted. See <a href="#">Appendix 1</a>.</p>			
	<b>Factor</b>	<b>Raw score</b>	<b>Weighting</b>	<b>Weighted score</b>
	SEP	3	1.5	4.5
	Deliverability	3	2.0	6.0
	Economic Impact	2	4.0	8.0
	TVB area coverage	2	1.0	2.0
	Natural Capital	3	1.0	3.0

<sup>2</sup> <http://www.thamesvalleyberkshire.co.uk/berkshire-strategic-transport-forum>

Assurance Framework Check list	2.44 Reading Buses Completing the Connection project			
	Social Value	2	0.5	1.0
	Total			24.5
<p>Step 2: Programme Entry: evolution of the scheme from outline proposal to full business case, external view on the business case, and independent assessment (See paragraphs 15 and 16)</p>	<p>Programme Entry status was given to Reading Buses Completing the Connection by the BLTB on <a href="#">12 March 2020</a> (minute 33 refers).</p> <p>The <a href="#">Reading Buses website</a> holds the latest details of the full business case, including the VfM statement certified by the senior responsible officer.</p> <p>Any comments or observations on the scheme received by either TVB LEP or Reading Buses have been fully considered during the development of the scheme.</p> <p>The reports of the Independent Assessor are attached at <a href="#">Appendix 2</a>. The Independent Assessor was asked to report as follows:</p> <ul style="list-style-type: none"> <li>• Completeness – has the promoter prepared a complete Full Business Case submission, when judged against the prevailing advice from the DfT</li> <li>• Accuracy – has the promoter performed the relevant calculations and assessments accurately and without error</li> <li>• Relevance – has the Full Business Case considered all relevant matters, including use of appropriate forecasting models and planning assumptions, and has it included any irrelevant considerations such unduly-optimistic assumptions or out of date modelling data</li> <li>• Value for Money – does the scheme promoter’s Value for Money assessment comply with the prevailing DfT guidance</li> <li>• Evaluation arrangements – has the scheme promoter made provision for appropriate post-implementation evaluation of the scheme.</li> <li>• Remedies – where the independent assessment reveals a gap between the FBC supplied and the standard anticipated by the DfT guidance, then the advice for the LTB should include recommendations for remedial actions required – e.g., collection of further data, sensitivity tests on particular assumptions etc.</li> </ul> <p>In addition, a solicitor was appointed to review compliance with state aid. Their advice is provided at appendix 4, along with a response from Reading Buses at appendix 5.</p>			



Assurance Framework Check list	2.44 Reading Buses Completing the Connection project
Step 3: Conditional Approval	<p>The Independent Assessor has recommended that Full Financial Approval is appropriate. However on the guidance of the state aid solicitor, the following condition is proposed:</p> <p>Agreement to provision of ongoing operating costs in relation to the investment to demonstrate compliance with state aid requirements. <i>Details will be agreed with input from solicitor with state aid expertise and added to the grant letter.</i></p>
<p>Step 4: Recommendation of Financial Approval</p> <ul style="list-style-type: none"> <li>• High Value for Money</li> <li>• Support of the Independent assessor</li> </ul>	<p>The Independent Assessor has identified that the Benefit Cost Ratio (BCR) of the component scheme enhancements are both within the High Value category:</p> <p>Over the 5-year appraisal period the scheme is forecast to generate a 2.82 to 1 benefit to cost ratio. If this is extended over a 10-year period, it rises to 4.14 to 1.</p> <p>DfT has set thresholds of 2.00 (High VfM) and 4.00 (Very High VfM) and schemes with BCRs above these thresholds can be described as having High or Very High Value for Money.</p>
<p>Step 5: Formal Agreement</p> <ul style="list-style-type: none"> <li>• roles</li> <li>• responsibilities</li> <li>• implementation</li> <li>• reporting</li> <li>• auditing</li> <li>• timing and triggers for payments,</li> <li>• contributions from other funders,</li> <li>• consequences of delay,</li> <li>• consequences of failure,</li> <li>• consequences of change to the design or specification of the scheme</li> <li>• claw back,</li> </ul>	<p>The capital grant letter will include the following conditions. <i>In addition, specific reference will be made to the condition outlined above regarding ongoing compliance with state aid, which will be added after further discussion with the appointed solicitor.</i></p> <ul style="list-style-type: none"> <li>• <u>Roles</u>: TVB LEP is a part funder of the scheme. Reading Buses is the scheme promoter and is the relevant highway and planning authority.</li> <li>• <u>Responsibilities</u>: TVB LEP is responsible for allocating the capital finance in accordance with its Assurance Framework. Reading Buses is responsible for all aspects of the design, risk management, insurance, procurement, construction and implementation of the scheme, including its responsibilities as highway and planning authority, any other statutory duties, and any financial or other liabilities arising from the scheme.</li> <li>• <u>Implementation</u>: In addition to any reporting requirements within Reading Buses, the scheme promoter will use the proforma supplied by TVB LEP to make reports on progress of the implementation of the capital scheme to each meeting of the BLTB until the build is complete. In particular, Reading Buses will report on any change in the size, scope or specification of the scheme; and on any substantial savings against the scheme budget whether achieved by such changes to the size, scope or specification of the scheme, or through</li> </ul>

Assurance Framework Check list	2.44 Reading Buses Completing the Connection project
<ul style="list-style-type: none"> <li>• evaluation one and five years on</li> <li>• other conditions of Local Growth Funds</li> </ul>	<p>procurement, or through the efficient implementation of the scheme.</p> <ul style="list-style-type: none"> <li>• <u>Reporting</u>: The scheme promoter must provide accurate, timely, verified and quality assured quarterly monitoring and forecast data, which relate to defined output and outcome indicators agreed between TVB LEP and government as a condition of the Growth Deal. This scheme will not be required to participate in an evaluation as set out in the Growth Deal Monitoring and Evaluation Plan.</li> <li>• <u>Auditing</u>: Reading Buses will keep financial records such that the expenditure on the scheme is readily identifiable, and if and when BEIS, DfT or other government department or the accountable body for TVB LEP requests access to financial or other records for the purposes of an audit of the accounts, Reading Buses will co-operate fully.</li> <li>• <u>Timing and Triggers for payments</u>: See the Claim Proforma – available on request.</li> <li>• <u>Contributions from Other Funders</u>: Reading Buses will contribute £1.045m in regard to project over its five-year life period. In the event that the scheme experiences or it is anticipated that the scheme will experience a shortfall in these contributions, Reading Buses will be required to notify TVB LEP of these developments. The provisions of clauses 8, Consequences of Delay; 9, Consequences of Change to the Design or Specification of the Scheme; or 10, Consequences of Failure will then be applied.</li> <li>• <u>Consequences of Delay</u>: In the event that the scheme experiences minor delays to its overall Business Case programme (no more than 10 weeks), Reading Buses will report these delays and the reasons for them, and the proposed remedial action to the next available meeting of the BLTB. In the event that the scheme experiences major delays to its overall Business Case programme (11 weeks or longer) Reading Buses will be required to seek permission from TVB LEP to reschedule any payments that are due or may be delayed in falling due because of the delay to the overall Business Case programme.</li> <li>• <u>Consequences of Change to the Design or Specification of the Scheme</u>: In the event that Reading Buses wishes to change the design or specification of the scheme such the scheme delivered will vary in any material aspect from the description given in the overall business case, Reading Buses will be required to seek prior written consent</li> </ul>

Assurance Framework Check list	2.44 Reading Buses Completing the Connection project
	<p>from TVB LEP. Failing this permission, no further monies will be paid to Reading Buses after the change becomes apparent to TVB LEP. In addition, consideration will be given to recovering any monies paid to Reading Buses in respect of this scheme.</p> <ul style="list-style-type: none"> <li>• <u>Consequences of Failure:</u> As soon as it becomes apparent to Reading Buses that it will not be possible to deliver the scheme within the current LGF programme, i.e. by the end of 2020/21, written notice shall be given to the accountable body for TVB LEP. No further monies will be paid to Reading Buses after this point. In addition, consideration will be given to recovering any monies paid to Reading Buses in respect of this scheme.</li> <li>• <u>Claw back:</u> If the overall scheme achieves savings against budget, these savings will be shared by TVB LEP and the other funders noted above in proportion to the amounts set out in the Financial Profile. The accountable body for TVB LEP reserves the right to claw back any amounts of grant that have been spent on purposes other than the scheme as approved and any repayments due as a consequence of changes to the design or specification of the scheme or scheme failure.</li> <li>• <u>Evaluation One and Five Years On:</u> Reading Buses will produce scheme evaluations One and Five years after practical completion that comply with DfT guidance.</li> <li>• <u>Other Conditions of Local Growth Funds:</u> Reading Buses will acknowledge the financial contribution made to this scheme through Local Growth Funds and follow the '<a href="#">Growth Deal Identity Guidelines</a>' – see link here:  <a href="http://www.thamesvalleyberkshire.co.uk/getfile/Public%20Documents/Strategic%20Economic%20Plan/Logos%20for%20branding/GROWTH%20DEAL%20IDENTITY%20GUIDELINES%20280219.pdf?inline-view=true">http://www.thamesvalleyberkshire.co.uk/getfile/Public%20Documents/Strategic%20Economic%20Plan/Logos%20for%20branding/GROWTH%20DEAL%20IDENTITY%20GUIDELINES%20280219.pdf?inline-view=true</a></li> </ul> <p>It will also give due regard to the Equality Act 2010 - Public Sector and with the Public Services (Social Value Act) 2012, particularly through the employment of apprentices across the scheme supply chain.</p>

## Conclusion

15. It is the conclusion of the Independent Assessor that there is a strong overarching case for the scheme, with good strategic alignment, high overall value for money from investment, and robust proposals for delivery.

***Background Papers***

16. The LTB and SEP scoring exercise papers are available on request.

## Appendix 1 - Local Growth Deal list of prioritised schemes agreed March 2020

Weighting	1.5	2	4	1	1	0.5				
Factor	SEP	Deliv- erable	Econo mic Impact	TVB area	Natural Capital	Social Value	Total Weigh ted score	Rank	Contribution Sought	Cumulative spend
<b>LGF Eligible Projects</b>										
Reading Buses: Completing the Connection	4.5	6	8	2	3	1.0	24.5	1	1,541,243	1,541,243
Superfast Broadband - Extension	4.5	6	8	2	1	0.5	22	2	46,920	1,588,163
2.29 Wokingham: Winnersh Triangle Park and Ride - Extension	4.5	4	8	1	2	0.5	20.0	3	1,411,142	2,999,305
2.24 Newbury: Railway Station improvements - Extension	4.5	4	8	1	1	1.0	19.5	4	640,000	3,639,305
2.30 TVB Smart City Cluster Extension	4.5	6	4	2	2	0.5	19	5	283,620	3,922,925
Slough Langley High Street (phases 1, 2 & 3)	4.5	2	8	2	1	0.5	18.0	6	4,000,000	7,922,925

## **Thames Valley Berkshire Local Enterprise Partnership**

### **Independent Assessment Summary Report: Reading Buses 'Completing the Connection' Scheme**

**June 2020**

**[www.hatchregeneris.co.uk](http://www.hatchregeneris.co.uk)**

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## Executive Summary

- i. This technical note provides an independent assessment of the Reading RTI 'Completing the Connection' Scheme Business Case submission to the Thames Valley Berkshire Local Enterprise Partnership (TVB LEP).

## Scheme Summary

- ii. The full business case submission sets out the case for investment in a range of enhancements to customer information provision and ticketing enhancements. The 'Completing the Connection' project is stated to be designed for two core purposes:
  - provide a complete travel picture to existing and prospective public transport customers by enabling bus operators across Berkshire to securely store, manage and make available live bus time predictions to customers via the real time information (RTI) system; and
  - be scalable, by allowing, for example, the subsequent addition of new or upgraded screens at transport interchanges, bus stops and on-board buses
- iii. In summary this includes:
  - A new software platform and applications to underpin the RTI system using open data principles to calculate and disseminate to customers live departure information for multiple transport operators;
  - Installation of audio-visual information screens and speakers on 51 local buses, to inform and help all passengers and specifically assist customers with aural or visual impairments;
  - Installation of three large-format bus departure screens at two key railway stations, showing live departure information derived from the RTI system for multiple operators' bus and coach services; and
  - Development of an online travel shop, allowing customers to purchase and receive tickets either on their mobile or in smartcard format.

## Review Findings

### Conclusions

- iv. The overall scheme is considered to align well with strategic priorities and will encourage travel by sustainable modes by improving information provision and enhancing options for ticketing. The measures combine well as an integrated package of improvements. The outcomes of a separate external State Aid assessment is required to ensure compliance with these regulations.
- v. The overall economic case for the package of measure is forecast to deliver at least 'high' value for money, and potentially 'very high'. This is based upon the value to existing bus users from the enhanced provision. Whilst not captured within the assessment, the scheme should also encourage increased bus usage deriving higher benefits, including highway decongestion.

- vi. The financial case appears robust, with binding quotes for the supply and installation of the separate scheme measures. The financial risks for delivery will be the responsibility of the suppliers. The on-going operating costs are well understood and RBL are fully committed to covering these funding these costs for a minimum 5-year period but more likely, the full 10-year life-expectancy of the infrastructure measures.
- vii. The commercial and management cases are generally considered to be acceptable, although limited in detail in some areas. The risks to delivery appear relatively limited and are subject to mitigation measures.

## **Recommendations**

- viii. There appears to be a strong overarching case for the scheme, with good strategic alignment, high overall value for money from investment, and robust proposals for delivery.
- ix. On this basis, we recommend the scheme for approval.

## **1. Introduction**

- 1.1 This report provides an independent assessment of the Full Business Case (FBC) submitted by Reading Buses Limited (RBL) for a range of enhancements to customer information provision and ticketing enhancements.
- 1.2 The report considers the evidence presented and whether it represents a robust case for the investment of Thames Valley Berkshire Local Enterprise Partnership (TVB LEP) growth deal funds.
- 1.3 The independent assessment has applied criteria from TVB LEP assurance framework and the requirements for transport scheme business cases set out within the Department for Transport (DfT) transport Appraisal Guidance (TAG).

## **Submitted Information**

- 1.4 The independent assessment process for the 'Completing the Connection' submission has been conducted on the following set of documentation submitted by RBL:
  - Appraisal Specification Report (ASR) (4th June 2020)
  - Full Business Case (FBC) Report (25th June 2020)
- 1.5 Whilst no formal Options Appraisal Report has been submitted, an options assessment has been presented as part of the ASR document.
- 1.6 In addition to these formal documents, Hatch Regeneris have engaged with RBL and their consultants, Jacobs, throughout March to June 2020 to discuss the requirements of the final business case submission and comment upon the acceptability of the proposed appraisal approach and input assumptions and parameters.



## **Report Structure**

- 1.7 This Independent Assessors Report responds to the formal submission of documentation, as well as the informal engagement process with RBL and Jacobs, to provide a review of information provided, assess its suitability and robustness against TVB LEPs assurance requirements, and provide recommendations in relation to the approval of LEP funding for the proposed scheme.
- 1.8 The report is structured as follows:
- Section 2: Appraisal Specification Report – presents a high-level review of the ASR, including commentary upon the options assessment process, and the acceptability of the proposed appraisal approach to be adopted
  - Section 3: Full Business Case Submission – presents an initial summary of scheme elements included in business case submission, alongside the details presented within each of the five 'cases' (Strategic, Economic, Financial, Commercial, Management). It also sets out the recommendations to the LEP Local Transport Body relating to the suitability of the scheme for funding.

## **2. Appraisal Specification Report**

### **Overview**

- 2.1 The final Appraisal Specification Report (ASR) was submitted for assessment and reviewed by Hatch Regeneris in early June 2020, after previous iterations in April 2020. The final document provides:
- An overview of the project, including its aims, the project scope, and the wider policy context;
  - An overview of the objectives and intended outcomes;
  - A summary of the options assessment process and the identification of the preferred option; and
  - The proposed appraisal methodology in relation to the assessment of the economic value of the scheme.
- 2.2 A teleconference was held with Jacobs to discuss the broad approach.

### **Review**

- 2.3 The ASR sets out an overview of the context and the issues surrounding the need for the development of the scheme.
- 2.4 It provides a clear assessment of the aims and the objectives of the investment, in how it will directly enhance information provision to public transport users across Berkshire and enhance the experience, and ease of use, of existing service provision. In doing so, it will support wider aspirations of economic growth by maximising public transport capacity and encouraging mode shift from private car.

- 2.5 The option assessment process considers a range of diverse option for addressing the five identified scheme objectives. This includes:
- More frequent bus services
  - Increased bus lanes
  - Subsidised bus fares
  - Upgrades to real-time information (RTI) and smart ticketing
  - Improvement to walking & cycling routes
- 2.6 A structured approach has been applied to determine the relative merits of each option, applying a five-point scale to score each option against each objective. This provides a transparent assessment of how the preferred option has been identified.
- 2.7 The appraisal methodology set out within the ASR focuses primarily upon the approach to assessing monetised benefits within the Economic Case. It should be noted, however, that the telecom that accompanied the appraisal specification process discussed all required aspects of the 'five case' transport business case approach and the need to adopt Dft Transport Appraisal Guidance (TAG).
- 2.8 The approach to assessing and monetising the economic benefits is considered to be robust and is consistent with DfT TAG requirements. The assumptions and data source outlined are considered to be appropriate. The ASR proposes that benefits will be captured through Generalised Journey Time (GJT) savings experienced by the user, as per the guidance set out in TAG. These will include the value that passengers experience from:
- Real Time Information (RTI);
  - Audio announcements;
  - On-bus displays; and
  - Simplified ticketing.
- 2.9 The analysis will be reliant upon the assessment of underlying demand on different parts of the public transport network, including rail/bus interchange at Reading and Newbury Stations, patronage on 30 defined bus routes that will benefit from on-board information provision and demand for Online Ticketing facilities. Whilst specific sources for this information are not presented, it is understood that RBL will be able to provide, or source, the necessary data.
- 2.10 The proposal to conduct a COVID-19 sensitivity test is also considered a sensible suggestion.
- 2.11 The applicant was provided with the following specific comments:
- It was noted that an underlying assumption is to not apply any growth. Does this reflect forecast future patronage levels on buses or station interchange?
  - Given one of the objectives is to "Enable and encourage use of local buses instead of private vehicles" will the FBC demonstrate that this outcome is likely to occur i.e. demand for bus will increase as a result of the scheme? (this could utilise case study evidence, if available)
  - It would be useful to understand the 30 bus routes and the key centres served (a map would be ideal). This would be useful evidence in relation to Objective 1.

- It is noted that 10% Optimism Bias will be applied. This is fine in principle, as long as it is clear that the scheme is sufficiently well developed to reflect the level of detail that would be typically expected at FBC stage.

### 3. Full Business Case

#### Overview

- 3.1 The full business case submission sets out the case for investment for a range of enhancements to customer information provision and ticketing enhancements. The 'Completing the Connection' project is stated to be designed for two core purposes:
- provide a complete travel picture to existing and prospective public transport customers by enabling bus operators across Berkshire to securely store, manage and make available live bus time predictions to customers via the real time information (RTI) system; and
  - be scalable, by allowing, for example, the subsequent addition of new or upgraded screens at transport interchanges, bus stops and on-board buses
- 3.2 In summary the project includes:
- A new software platform and applications to underpin the RTI system using open data principles to calculate and disseminate to customers live departure information for multiple transport operators;
  - Installation of audio-visual information screens and speakers on 51 local buses, to inform and help all passengers and specifically assist customers with aural or visual impairments;
  - Installation of three large-format bus departure screens at two key railway stations, showing live departure information derived from the RTI system for multiple operators' bus and coach services; and
  - Development of an online travel shop, allowing customers to purchase and receive tickets either on their mobile or in smartcard format.
- 3.3 Bus passengers in all six districts of Reading, Wokingham, Bracknell Forest, Royal Borough of Windsor and Maidenhead, Slough and West Berkshire will benefit from this project.

#### Key Input Assumptions and Parameters

- 3.4 The overarching business case is considered particularly reliant upon the following key assumptions:
- All scheme elements will be completed and operational by April 2021
  - A 5-year appraisal period (with full funding commitment), with 10-year sensitivity test (the actual life expectancy of the infrastructure assets)
  - The number of passengers at both the railway stations and on the buses will remain constant during the appraisal period (i.e. no assumed growth)
  - 5% of passengers will use the Online Shop (with sensitivity tests for 2.5% and 7.5%)
  - Costs and benefits discounted to 2010 prices (3.5% discount rate)
  - 10% Optimism Bias from TAG (for intelligent transport systems at FBC stage)

## **Independent Assessor Comment**

- 3.5 It is recognised that a 10-year appraisal period would normally be appropriate for a technological investment of this nature but, given that a formal revenue funding commitment is only in place for a 5-year period, it is agreed that it is only appropriate that the central case forecasts should consider this shorter duration. In reality, it is highly likely that benefits will accrue over a 10-year period and so this provides as useful sensitivity test.
- 3.6 The assumed zero growth rate in demand/patronage across the appraisal period is considered acceptable. Whilst it is likely that rail demand (and hence rail/bus interchange) is likely to increase over the period, it is more challenging to forecast standalone bus demand in the current climate. The sensitivity test undertaken to assess the impact of COVID-19 will provide a useful understanding of lower bus patronage levels.
- 3.7 It is understood that there is no specific case study evidence to benchmark the precise level of passengers who will use the Online Shop. The 5% assumptions is considered conservative, and it is considered good practice to have the sensitivity tests applying 2.5% and 7.5%.
- 3.8 The assumptions around discounting and optimism bias are all considered acceptable and consistent with DfT Transport Analysis Guidance.

## **Strategic Case**

- 3.9 The Strategic Case provides details on the wider context, the rationale for the scheme, and makes the case for why public sector investment is required.
- 3.10 The introduction sets out the context of bus provision across Berkshire, along with research evidence around the impact of congestion on bus services and the need for measures, such as information provision and clear ticketing, to encourage public transport usage.
- 3.11 An overall description of the project and the specific aims (see Section 3.1 above) are presented, followed by a detailed assessment of the policy context for the scheme. This references national, regional and local transport policy, including the Bus Services Act, Bus Open Data Service, TVB LEP SEP and LIS, and the six Berkshire local authority Local Transport Plans.
- 3.12 The case for change is established, including the impact of no change resulting in a lack of customer confidence in outdated public transport information provision, the inability to improve customer confidence of bus travel, and the subsequent ability to attract more bus users. The current levels of information provision and ticketing systems are set out, with the short-comings identified.
- 3.13 The main issues facing existing and potential public transport customers are set out, including: incomplete information about bus service options; lack of live onward travel information at rail stations; and limited availability of audio-visual real time

‘next stop’ information on board local buses that hampers access to employment and other opportunities for visually or sensory-impaired customers.

- 3.14 The internal drivers for change are presented in broad terms and the strategic fit is reiterated, including the geographic coverage of the scheme.
- 3.15 The scheme objectives and intended outcomes are reiterated (as presented within the ASR – see Section 2.4 above). A logic model is then presented that indicates the relationship between the five scheme objectives, the resources / inputs required, the outputs, and the direct and indirect outcomes. These key outcomes are as follows:
- Higher passenger satisfaction with bus travel in the region
  - More useful management information on bus service performance to help refine timetables to reflect real-life traffic conditions.
  - More use of buses by passengers who currently struggle with audio or visual impairments
  - Less use of cash transitions and more use of ‘smart’ ticketing to speed up bus boarding times
  - Modal shift from the private car to the bus.
- 3.16 RBL recognise that, due to variations in factors external to this project (e.g. traffic congestion, the economy, etc.), evaluating bus patronage as a measure for success is unlikely to be particularly accurate. The main measure that will be applied is, therefore, bus passenger satisfaction levels, through the annual Transport Focus surveys.
- 3.17 The four scheme elements are presented in detail, including where the measures will be delivered, in terms of locations and bus routes, as well suppliers of technology elements.
- 3.18 Reference to stakeholder engagement with GWR (around the information displays at stations) and other bus operators (about using the RTI system) is made, and support from local authorities for the scheme is identified. It is commented that passenger representation groups, such as Bus Users UK, do not normally comment on projects of this scale.
- 3.19 RBL indicates that, since the scheme represents an extension to existing provision, there are inter-dependencies; however, there are no technological constraints to implementation. The bus departure screens at the railways station require co-operation and agreement of GWR at Reading and Newbury Stations, and Network Rail at Reading Station, however, there are no planning requirements as they are defined as free-standing equipment.
- 3.20 The inter-relationship with project partners (Great Western Railways, Network Rail, R2P UK, Passenger Technology Group) are set out.
- 3.21 No other internal or external factors, nor any other projects, are considered to have inter-dependencies with the project.
- 3.22 The five options considered are re-presented (as set out within the ASR – see Section 2.5 above).

## Independent Assessor Comment

- 3.23 The Strategic Case is considered to presents a comprehensive overview of the policy context, issues, and objectives for enhancements to public transport information and ticketing provision across Berkshire.
- 3.24 The policy context is well established, with a clear understanding of the priorities of national, regional and local bodies. The importance of encouraging travel by public transport is clearly stated, along with the role that 'live' travel information provision and clear ticking plays in giving people the confidence to travel via these modes. The evidence of strategic fit with TVB LEP priorities is demonstrated and the project will deliver benefits across the LEP area.
- 3.25 The impact of no change demonstrates not only the lost opportunity to encourage greater public transport travel, but also the potential negative impact that could occur if existing bus users lose confidence in existing travel information systems. It is clearly shown where current provision is limited and the principle issues that are identified reiterate the lost opportunities for encouraging travel for all users - in particular for visually or sensory-impaired customers.
- 3.26 The scheme objectives are considered to be focussed, with a clear set of outputs and outcomes presented for each objective within the subsequent logic chain.
- 3.27 The measure of success are considered pragmatic and it is agreed that using passenger demand as a measure for success would be challenging, albeit may still provide helpful contextual information. The Transport Focus surveys provide a clear annual mechanism to identify if the satisfaction levels with information provision and ticketing have improved.
- 3.28 The scope of the project is clearly defined with details presented around the specification of each of the four elements and the location of measures.
- 3.29 The list of stakeholders is logical and reasonably comprehensive. It is not clear how many other bus operators have been engaged about the project and the opportunities for them to be involved to-date. It is recognised that GWR are supportive but there is no formal documented support from Network Rail, albeit there is no reason to suspect that they would be anything other than supportive. Letters of support from Reading and West Berkshire Councils are included with the submission.
- 3.30 Whist inputs from bus passenger user groups would have been beneficial (e.g. to verify the design of the scheme meets passengers' needs), it is recognised that the scheme is relatively small scale and would be expected to receive positive support.
- 3.31 The section on constraints and dependencies establishes that there are relatively limited internal or external factors that will affect the delivery of the scheme. In terms of overall approach, RBL are constrained to existing systems and suppliers, since the measures will build upon existing technologies and systems; however, these systems are considered to meet all the necessary requirements. The main dependency relates to necessary approvals from GWR and Network Rail, but we

recognise that GWR are fully supportive of the scheme and there are no reasons for Network Rail not to support the scheme that will benefit rail users.

- 3.32 The options assessment process was reviewed with the submission of the ASR and considered appropriate (see Section 2 above).
- 3.33 In conclusion, the project has clear strategic policy alignment at national, regional and local levels. It is recognised that there is a strong need to encourage public transport usage to reduce the dependency upon private car trips and that a key element of this is to provide potential users with the confidence to use these modes by providing accurate, 'live' travel information and ease of ticketing provision.
- 3.34 An independent assessment is being conducted in isolation to this independent assessor report to confirm the position of the project in relation to State Aid.

### **Economic Case**

- 3.35 The Economic Case provides an assessment scheme options and then considers the level of demand, types of benefits, scheme costs, and provides an overall assessment of value for money.
- 3.36 The options appraised summarises the assessment process undertaken within the ASR and how the preferred scheme options has been identified.
- 3.37 The main assumptions for the appraisal process are set out (see Section 3.4 above) and identifies how the improvements in bus service facilities will be captured through the application of Generalised Journey Time savings, as set out within the DfT Transport Analysis Guidance.
- 3.38 The main scheme benefits from the scheme are associated with:
  - Real Time Information (RTI) provision;
  - Audio announcements;
  - On-board Displays; and
  - Simplified ticketing.
- 3.39 The overall modelling approach adopted is set out considering trips by three journey purposes: business, commuting and other. Around 80% of trips are assumed to be within the 'other' category.
- 3.40 The forecast demand for RTI display screens at rail interchanges is presented, along with bus passenger data for the 30 routes that will benefit from new on-board information provision. The forecast demand for the Online Travel Shop is also considered, with sensitivity tests to account for uncertainties.
- 3.41 The scheme costs are presented in terms of the capital investment requirements, along with the on-going operating costs over a 5-year period.
- 3.42 A sensitivity test to take into account some of the uncertainties caused by Covid-19 is set out.

- 3.43 The potential positive distributional impacts are set out, demonstrating how RBL serve the local communities and reinvest locally. The potential social and environmental impacts are also described in broad terms.
- 3.44 A value for money statement is provided demonstrating that over the 5-year appraisal period the scheme is forecast to generate a 2.82 to 1 benefit to cost ratio. If this is extended over a 10-year period, it rises to 4.14 to 1.
- 3.45 The outcomes of the sensitivity test indicate that demand would need to fall by at 29% below pre-Covid-19 levels for the BCR to fall below 2 to 1 (over a 5-year appraisal period). Similarly, if only 2.5% of passenger use the Online Shop (instead of 5%) the BCR falls to 2.71 to 1 and increases to 2.93 to 1 if 7.5% of passenger use it.

### **Independent Assessor Comment**

- 3.46 The Economic Case is well formulated and presents clear information on the approach adopted, the tools utilised, and the forecast economic costs and benefits.
- 3.47 The options assessment process reiterates the information presented within the ASR and demonstrates that consideration has been given to alternative approaches to delivering the scheme objectives.
- 3.48 The assumptions and parameters presented are all in-line with DfT Transport Analysis Guidance (TAG), specifically the TAG Databook, and are considered to provide the basis for a robust assessment process.
- 3.49 The approach to assessing levels of demand associated with each new element of bus service provision has been undertaken in a logical and sufficiently robust manner. The assessment of rail/bus interchange at Newbury Station has utilised specific bus boarding data at the station stops and the sense checks provide by RBL confirm this is an appropriate assessment of rail/bus interchange.
- 3.50 Whilst the same approach could not be applied for Reading Station (where, due to the city centre location, non-rail users will board buses at the station), the alternative approach, applying rail/bus interchange rates at major west coast mainline station, is considered suitable, albeit less accurate than actual outturn data.
- 3.51 Forecast usage of on-board bus information provision has utilised actual bus patronage data for the 30 routes on which the buses fitted with the new equipment will operate. This is considered to be an accurate assessment of demand.
- 3.52 RBL acknowledge that forecasting the likely usage of the Online Travel Shop is more challenging as there is limited case study evidence that can be applied. The central case forecast of 5% of bus users is considered to be a relatively conservative approach and further confidence in the outputs is provided through sensitivity tests for a lower (2.5%) and higher (7.5%) level of usage.



- 3.53 The approach adopted to incorporating the scheme costs within the economic case is considered appropriate, with the initial capital cost applied with a 10% optimism bias, and then on-going operating costs for the infrastructure of £209,000 pa.
- 3.54 The breakdown of scheme benefits is provided, highlighting the extent to which each individual element contributes to the overall estimation of scheme benefits. This indicates that the on-bus displays deliver the majority of the benefits (reflecting the proportion of capital cost to be spent on this element), but the significant benefits are also provided by the rail station displays and online shop and demonstrate value for money from all elements.
- 3.55 The assessment of distributional impacts is relatively overarching in nature but highlights the role that RBL plays in serving the local communities across Berkshire. The assessment of social impacts is also high level, but identifies important role of buses in serving disadvantaged groups, such as young people, older people, people on low incomes jobseekers, and disabled people.
- 3.56 Whilst the assessment of environmental impacts is limited in nature it is recognised that the scheme is likely to encourage bus usage and could encourage mode shift from private car usage, with associated benefits in terms of local air quality and emissions. The scheme is considered unlikely to have any negative environmental impacts.
- 3.57 The overall value for money assessment provides confidence that the scheme is likely to deliver at least 'high' value for money from investment and, on the basis that future revenue funding is formally secured from RBL to cover the operational costs between year 5 and year 10, then the value for money should be 'very high'. This provides a good degree of certainty that the scheme represents high value from public sector investment.
- 3.58 Whilst the full extent of Covid-19 upon public transport market remains unknown, the sensitivity analysis provides confidence that even if demand levels do not fully return to pre-Covid levels, then the scheme will continue to represent 'high' value for money.
- 3.59 The sensitivity tests for varying levels of usage of the Online Shop indicates that the outcome are not unduly sensitive to the assumed level of usage and that it does not affect the overall case for investment.

## **Financial Case**

- 3.60 The Financial Case provides an assessment of the affordability of the proposed scheme and its funding arrangements.
- 3.61 Reference is made to formal sign-off for the financial provision from RBL by the Chief Financial Officer, as well as the position on why the project does not constitute State Aid.
- 3.62 A breakdown of the four main capital cost elements of the project is presented:
- Core, multi-operator, RTI system = £ 306,250

- Bus Departure Screens at rail stations = £ 108,000
- On-bus audio-visual customer information screens = £ 978,843
- Online shop = £ 98,150

- 3.63 Reference is made to the fact that these all relate to formal quotes from supplies for the provision and installation of the provision. The quotes are out-turn prices and so allow for inflation.
- 3.64 The capital costs include a £50,000 allowance for a project manager to oversee the successful delivery of the project.
- 3.65 The estimates of revenue costs have been provided but the relevant suppliers of the capital equipment (R2P and Passenger Technology Group) and cover ongoing software licenses, hosting and maintenance of servers, hardware failure, and technical support.
- 3.66 The spend profile identifies that all capital spend will be within the financial year 2020/21, whilst the operating costs will extend over an initial, fully committed, period of 5 years, but more likely 10 years in total (to match the life expectancy of the capital asset).
- 3.67 The LEP contribution will cover 100% of the capital costs and make up 60% of the overall costs within the first 5-year period.
- 3.68 RBL has made provision in its forward planning for a revenue contribution of £1.045 million. RBL will cover any unexpected cost overruns.

### **Independent Assessor Comment**

- 3.69 Overall the financial case for the scheme is considered strong.
- 3.70 The breakdown in the cost estimates provided demonstrates that each of the main cost elements is well understood. It is recognised that each of these elements represents a binding quote, based upon out-turn prices, for delivering each element of the scheme. As such, any risk associated with delivering each element of the project lie with the individual supplier, with contingencies including within their quotes.
- 3.71 The only financial risks associated with the project would relate to circumstances where a supplier was unable to deliver against their quote, or with the on-going revenue support required. Formal sign-off has been provided that clearly demonstrates RBLs commitment to fund the revenue element over the next 5-year period, with the intension to continue beyond this to cover the full 10-year life expectancy of the capital assets.
- 3.72 The operating costs are considered to reflect an accurate representation of the annual costs that will be incurred by RBL to maintain and operate the information and online systems. It is noted that RBL intend to operate the systems over the 10-year life-expectancy of the assets, but that they can only formally commit to 5-years of financing at this stage.

- 3.73 It is noted that the LEP will be solely be responsible for the capital investment on the project, with the match-funding element from RBL relating to revenue cost only, albeit RBL have stated they will cover any cost overruns, in the unlikely event they occur.

### **Commercial and Management Cases**

- 3.74 The Commercial and Management Cases are presented in combination providing information upon the procurement strategy, evidence of previous project delivery, governance, project planning, as well as identification of risk, and monitoring and evaluation plans.
- 3.75 The procurement strategy is presented in relation to obtaining quotes from existing suppliers and RBLs previous record in procurement of these types of technologies. It highlights that the original RTI systems (upon which this project will expand upon) were subject to a full competitive tendering process.
- 3.76 Evidence of similar bus-related ITS projects is presented in terms of ticketing and audio-visual information provision.
- 3.77 An overview of governance, organisational structures and roles is presented identifying a Leadership Team, as well as the proposed enrolment of a dedicated Project Manager for delivery of the scheme. Reporting structures are outlined.
- 3.78 A project plan with key milestones is set out covering the general preliminary requirements, as well as the individual timescales for the central RTI systems upgrade, the rail interchange displays, the on-bus RTI screens, as well as the online ticket shop.
- 3.79 Reference is made to communications and stakeholder management and then the risks and mitigation measures are presented. Medium level risks identified include: political support for public transport agenda; cost overruns; maintaining implementation and maintenance programmes; and supplier staff resource. All risks have mitigating actions identified.
- 3.80 A brief monitoring and evaluation plan is described, outlining usage data as a potential source of data but with passenger satisfaction surveys as a key metric.

### **Independent Assessor Comment**

- 3.81 The information provided within the combined commercial and management cases, whilst succinct, provides sufficient evidence to demonstrate that the project will be procured in an appropriate manner and that RBL will establish a robust process for delivery.
- 3.82 Whilst no outputs-based specification is directly provided, there is sufficient detail provided elsewhere within the FBC to demonstrate that the individual scheme elements have been clearly defined and that the supplier quotes reflect these requirements.

- 3.83 It is recognised that the procurement strategy is based solely around obtaining quotes from existing suppliers. Whilst this limits the competitive nature of process, it is recognised that the procurement of the original systems was based upon a fully competitive process. Given the nature of the scheme is incremental to existing systems, and the timeframes for delivery, the approach adopted is considered necessary and acceptable.
- 3.84 There is strong evidence provided around the delivery of previous projects of a similar nature that provides assurance that RBL has the experience to deliver the requirements of this project.
- 3.85 The information provided on governance and project roles, whilst relatively high level, demonstrates that a structure is in place to manage the delivery of the project. It is noted that a dedicated project manager will need to be recruited and so it will be important that an appropriate candidate is secured for this role. Whilst no specific assurance and approval processes are detailed it is understood that these will be established by the Leadership Team.
- 3.86 The project plan demonstrates that RBL have a clear programme for delivery of each project element and that this should be comfortably achievable by March 2021. The last element to complete is scheduled to be the on-bus RTI screens in February 2021.
- 3.87 There is no specific reference to programme and project dependencies. It is recognised that RBL will need to work with Network Rail and GWR to install the information displays at Reading and Newbury Rail Stations. Whilst there is no reasons to indicate any necessary agreements will delay the programme, this will still need to be managed carefully.
- 3.88 The communications and stakeholder management process indicates that both Network Rail and GWR will be kept regularly updated on issues surrounding the information screens at the rail stations. Information is also provided around how RBL intend to inform other stakeholders informed (e.g. local bus passenger user groups).
- 3.89 An overarching risk register is provided outlining a range of risk, most of which are considered to have a low likelihood of occurrence and none are considered to have a potentially high severity impact. The mitigating measures outlined are considered sufficient to minimise the risk of any occurrence.
- 3.90 There is no specific benefits realisation plan, but it is recognised that RBL will seek to maximise the impact of the measures to attract new patronage to their bus services. The monitoring and evaluation plan is brief but provides assurance that RBL have identified key metrics that they will need to capture to evaluate the impact of the scheme.
- 3.91 There is no specific discussion of contingency planning for unforeseen events e.g. suppliers are unable to delivery on the requirements or a suitable project manager cannot be appointed swiftly enough, albeit some of these are covered by the risk mitigation measures.

## Summary and Conclusions

### Summary

3.92 The review of the five cases can be summarised below:

- The Strategic Case demonstrates clear policy alignment and presents a strong case for intervention for all elements of the scheme based upon the need to encourage public transport usage through enhanced information provision and ticketing options.
- The scheme will help meet a range of identified gaps in information and ticketing provision, either related to a complete absence, or due to existing provision becoming obsolete. A clear set of objectives and intended outcomes are established.
- There are limited constraints and inter-dependencies for delivery. In terms of overall approach, RBL are constrained to existing systems and suppliers as the measures will build upon existing technologies and systems; however, these systems are considered to meet all the necessary requirements.
- Whilst a number of the elements of the package are open-access to all potential bus operators, the scheme does incorporate the delivery of equipment directly on-board RBL buses. An independent assessment is being conducted in isolation to this independent assessor report to confirm this does not constitute State Aid or is subject to exemptions.
- The Economic Case demonstrates that the overall scheme will deliver at least 'high' value for money from investment. The approach adopted to assess the benefits is fully compliant with DfT Transport Analysis Guidance. The majority of benefits are derived through the on-bus audio-visual displays, but both the rail station displays and the Online Shops deliver significant benefits as well.
- The analysis is based upon an assumption of no underlying growth over the period of assessment. In reality, it is accepted that the measures should encourage additional bus usage over and above the reference case without the scheme. This should result in additional benefits not captured within the appraisal, particularly where they may be mode shift from private car use and associated highway decongestion impacts.
- The future year forecasting is clearly complicated by the impact of Covid-19. Public transport usage has been significantly impacted in the short-term and it is unclear over what time period the recovery will take place. By the time the scheme is fully operational (April 2021), there is a reasonably probability that demand for bus services will have substantially recovered. The sensitivity testing has demonstrated that, even if demand remains 29% below pre Covid-19 levels, the scheme will still offer 'high' value for money. Furthermore, the scheme will offer significant benefits in encouraging greater usage.
- A robust Financial Case is presented with a breakdown of costs between scheme elements. These are based upon binding quotes from existing suppliers and so should not be subject to variation. Any risk of cost variations will be covered by the suppliers and, it is assumed, that they have included sufficient contingencies within their quotes.
- The LGF funding allocation will cover 100% of the £1,541,243 capital investment costs. RBL have fully committed to covering the on-going operating costs (£209,000 per annum) for a minimum of 5-years. This equates to £1,045,000 over that period. Whilst RBL have not formally committed to

further funding, it is there intension to cover on-going costs for a further 5-years to match the life-expectancy of infrastructure provision. The private sector match-funding element will therefore equate to between 40% and 57.5%.

- The Commercial and Management Cases provide sufficient information to conclude that the project will be procured and delivered in an appropriate, and successful, manner.
- The procurement approach is straightforward, albeit is restricted to existing suppliers, as the circumstances of the project (as an extension to existing systems) and the timeframes mean an open procurement approach is infeasible. It is recognised, however, that the procurement of original systems was subject to a competitive tendering process and this represents an extension of that process.
- The project plan is considered robust and there appear to be limited risks to delivering the project prior to March 2021. RBL is required to work with both external suppliers, as well as Network Rail and GWR, to deliver specific project elements, but processes are in place.

## Conclusions

- 3.93 The overall scheme is considered to align well with strategic priorities and will encourage travel by sustainable modes by improving information provision and enhancing options for ticketing. The measures combine well as an integrated package of improvements. The outcomes of a separate external State Aid assessment is required to ensure compliance with these regulations.
- 3.94 The overall economic case for the package of measure is forecast to deliver at least 'high' value for money, and potentially 'very high'. This is based upon the value to existing bus users from the enhanced provision. Whilst not captured within the assessment, the scheme should also encourage increased bus usage deriving higher benefits, including highway decongestion.
- 3.95 The financial case appears robust, with binding quotes for the supply and installation of the separate scheme measures. The financial risks for delivery will be the responsibility of the suppliers. The on-going operating costs are well understood and RBL are fully committed to covering these funding these costs for a minimum 5-year period but more likely, the full 10-year life-expectancy of the infrastructure measures.
- 3.96 The commercial and management cases are generally considered to be acceptable, although limited in detail in some areas. The risks to delivery appear relatively limited and are subject to mitigation measures.
- 3.97 It is our conclusion that there appears to be a strong overarching case for the scheme, with good strategic alignment, high overall value for money from investment, and robust proposals for delivery.
- 3.98 On this basis, we recommend the scheme for approval.

## Appendix 3

# **Reading RTI - 'Completing the Connection' Full Business Case Document FBC | rev 1.0 June 2020 Reading Buses for Thames Valley Berkshire LEP**

Full Business Case  
Reading Buses

Jacobs Consultancy Ltd.

1 The Square, Temple Quay  
2nd Floor  
Bristol, BS1 6DG  
United Kingdom  
+44 (0)1179102580  
+44 (0)1179102581  
[www.jacobs.com](http://www.jacobs.com)

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Appendix A. Simplified map of the 30 bus routes that would benefit from the fitting of on-bus displays

Appendix B. Email of support from Great Western Railway

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Appendix D. Business Case Methodology Appraisal Summary Report

Appendix E. Sign-off from the Finance Director for Reading Buses

Appendix F. Letter from Reading Buses on State Aid.

## Executive Summary

This report presents the Full Business Case (FBC) from Reading Buses for 'Completing the Connection' which is a package of customer information and ticketing enhancements for local bus services throughout the Thames Valley Berkshire (TVB) region and adjoining areas.

The bid is for:

- § A core, multi-operator Real Time Information (RTI) system;
- § Three bus departure screens at rail stations – two at Reading and one at Newbury;
- § Audio-visual customer information installations on 51 buses which serve 30 different bus routes in the TVB area; and
- § An online travel shop - enabling smart travel via app or smartcard.

This package of measures supports national and local policies including the TVB Local Enterprise Partnership (LEP) Strategic Economic Plan and the TVB LEP Local Industrial Strategy, as well as the six local authority Local Transport Plans. These highlight the need for a more accessible transport network which would provide an equal and inclusive service for all, which would be supported by the provision of audio-visual displays on buses and at railway stations. They also seek to make it easier to interchange between modes of transport, which this proposal will also address.

Implementation of this project would bring benefits to all six unitary authorities: Bracknell Forest Borough, Reading Borough, Royal Borough of Windsor & Maidenhead, Slough Borough, West Berkshire District and Wokingham Borough Councils

It is a compliant bid in accordance with the Department for Transport's Transport Appraisal Guidance, and as such presents a Strategic Case, an Economic Case, a Financial Case, a Commercial Case and a Management Case.

The proposals follow the principles and promote the Department for Transport's Bus Open Data programme

It is a low risk project using two trusted existing suppliers and can be delivered within the current financial year 2020/21. Reading Buses have considerable experience of delivering similar transport technology projects such as this. The three bus departure interchange displays at the railway stations have the full support of Great Western Railway (GWR) as the principal train operator.

This bid is for a total of £2,586,243 (out-turn prices) of which £1,541,243 (60%) is for the capital costs and is being sought from the TVB LEP. The remaining £1,045,000 is the ongoing revenue costs for a 5-year period to maintain the RTI system and new displays and will be funded by Reading Buses directly.

The Benefit Cost Ratio (BCR) in the central case over a 5-year period is 2.82, but the equipment has an asset life of 10 years, and over a 10-year period the BCR is 4.14.

## Acronyms and Abbreviations

•	ASR	Appraisal Summary Report
•	BCR	Benefit Cost Ratio
•	DfT	Department for Transport
•	FAT	Factory Acceptance Test
•	FBC	Full Business Case
•	GJT	Generalised Journey Time
•	GWR	Great Western Railway
•	ITS	Intelligent Transport Systems
•	NPC	Net Present Cost
•	NPB	Net Present Benefit
•	NPV	Net Present Value
•	PSV	Public Service Vehicle
•	RTI / RTPi	Real Time Information / Real Time Passenger Information
•	SAT	Site Acceptance Test
•	TAG/WebTAG	Transport Appraisal Guidance
•	TVB LEP	Thames Valley Berkshire Local Enterprise Partnership

## 1. Introduction

### 1.1 Purpose and structure of this report

This report presents the Full Business Case (FBC) for a package of customer information and ticketing enhancements for local bus services throughout the Thames Valley Berkshire (TVB) region and adjoining areas. Government guidance states that the FBC should:

- § “provides details of the project’s overall balance of benefits and costs against objectives and set out plans for monitoring and evaluating these benefits when required;
  - § confirm the strategic fit and the case for change;
  - § provide the business and financial rationale for the project;
  - § detail the proposed contract management resourcing, processes and benefit realisation plans;
  - § show how the return would justify the overall investment of time and money;
- and
- § continue to be used to align the progress of the project towards achieving business objectives.”

The Strategic Case is presented in Section 2 and has been developed using headings outlined within the relevant Department for Transport (DfT) guidance document. It outlines the economic and policy context within which the scheme is developed, objectives and rationale for investment.

Section 3 of the report presents the Economic Case, which assesses whether the scheme offers value for money. This section includes a summary of the approach to, and headline results of the economic modelling.

Section 4 presents the Financial Case which provides evidence on the costs of the scheme and funding sources. It includes the financial profile.

The Commercial and Management Cases are presented in Section 5. The Commercial Case outlines the procurement strategy and implementation timescale. The Management Case ensures that the project is deliverable. It presents the project planning, governance, risk management, communications and stakeholder management, benefits realisation and assurance.

## 1.2 Supplementary documentation

Additional documents are included to support this bid in the Appendices.

- § Appendix A is a simplified map of the 30 bus routes that would benefit from the fitting of on-bus displays to 51 buses of three bus operators.
- § Appendix B is a letter of support from GWR as operator of most of the rail services at both Reading and Newbury railway stations.
- § Appendix C is the letters of support from local authorities.
- § Appendix D is the Business Case Methodology Appraisal Summary Report from June 2020.
- § Appendix E is a letter of sign-off for this bid from the Finance Director for Reading Buses.
- § Appendix F is a letter from Reading Buses to set out their position on this bid and to explain why this bid should not be considered to be State Aid.

## 2. Strategic Case

This section sets out the Strategic Case for the 'Completing the Connection' scheme. It explains the wider context, presents the rationale for the scheme and makes the case for why the investment is required.

### 2.1 Introduction

Reading Buses is a leading operator of local bus services throughout the TVB region, covering the wider Reading area and with routes serving Newbury, Fleet, Slough and Heathrow Terminal 5. Reading Buses has also won many national awards, including most recently in 2019, silver in the 'Top National Bus Depot' award - making Reading Buses second in the UK.

Now the parent of a group comprising three highly experienced public transport operators that help deliver over 90,000 journeys per day, Reading Buses' track record of progressive investment in its routes, vehicles and supporting services has helped spur passenger growth of 48% when compared with 2009 figures. Reading Buses is committed to working with the TVB Local Enterprise Partnership (LEP), local authorities and other stakeholders including other public transport providers, in order to deliver high quality connections that enable access to education, employment, leisure and shopping.

Recent research by Greener Journeys has confirmed local experience that, owing to congestion, bus journey times in urban areas are rising on average by 1% per annum, in turn requiring additional and unsustainable outlay by operators such as Reading Buses to maintain frequency. Greener Journeys have calculated that for every 10% decrease in operating speeds there is an associated 8% increase in operating costs. If passed on to customers that can lead to a 5.6% reduction in patronage, in turn contributing to further congestion.

On the other side of the equation, Greener Journeys have identified that a 10% reduction in journey times will enable 50,000 people to access employment.

Evidence presented by Transport Focus to the House of Commons Transport Select Committee in October 2018 underlined the need for customers to:

§ Have access to Real Time Information so they know when their bus will arrive; and

§ Know the cost of the journey and how they can pay for it.

This adds to research findings presented by Greener Journeys, emphasising that the primary factor in encouraging a shift from private to public transport is speed and convenience of services, followed closely by quality of information and thirdly ticketing.

## 2.2 Project description

The 'Completing the Connection' initiative will improve connectivity to, from and within towns, development sites and transport hubs across the TVB region. It seeks to complement high quality public transport services delivered by Reading Buses, Courtney Buses in eastern Berkshire and Newbury & District Ltd in West Berkshire – with significantly enhanced customer information for multiple operators' routes and ticketing enhancements. It will help enable and encourage employees of local businesses, residents and visitors to switch to public transport for some or all of their journeys.

The 'Completing the Connection' initiative has specifically been designed to:

§ Provide a complete travel picture to existing and prospective public transport customers by enabling and spurring bus operators across Berkshire to securely store, manage and make available live bus time predictions to customers via the RTI system; and

§ Be scalable, by allowing, for example, the subsequent addition of new or upgraded screens at transport interchanges, bus stops and on-board buses.

Coupled with investment in new vehicles, marketing and – in conjunction with stakeholders including local authorities and Heathrow Airport Ltd - publicity for key urban and inter-urban routes, this initiative will assist in making the bus a more attractive option both for local and longer-distance journeys. It will do this by providing richer information content and smart ticketing through multiple media.

Our proposals follow the principles and promote the Department for Transport's Bus Open Data programme.

A vibrant public transport network is key to supporting Town Centre economies. Surveys carried out by the Reading Business Improvement District indicate that two thirds of visitors to Reading Town Centre arrive by bus.

## 2.3 Policy context

This section outlines the national and local transport and planning policies that the scheme needs to consider. The emphasis throughout is to demonstrate the extent that the scheme is aligned to priorities and policies.

National

§ National Planning Policy Framework (NPPF)

§ Bus Services Act 2017

§ Bus Open Data Service Regional and Local

§ TVB LEP Strategic Economic Plan

§ TVB LEP Local Industrial Strategy

Due to the widespread reach of the three bus operators' services, this proposal covers the Unitary Authorities (UA), listed below, all of whose transport plans are therefore relevant transport policy:

- § Reading Borough Council Local Transport Plan 4 (2020 – 2036)
- § West Berkshire Council Local Transport Plan 3 (2011 – 2026)
- § Royal Borough of Windsor and Maidenhead Local Transport Plan 3 (2012 – 2026)
- § Wokingham Borough Council Local Transport Plan 3 (2011 – 2026)
- § Bracknell Forest Borough Local Transport Plan 3 (2011 – 2026)
- § Slough Borough Council Local Transport Plan 3 (2011 – 2026)

### 2.3.1 National Planning Policy Framework

The NPPF published by the Ministry for Housing, Communities and Local Government (MHCLG) sets out the planning policies expected to achieve sustainable development. The NPPF seeks to promote growth whilst creating a high-quality built environment underpinned by vibrant communities.

This proposal needs to be considered against the following relevant policies within the NPPF:

- § Promoting sustainable transport (policy 9): This states that opportunities to promote public transport are identified and pursued and the environmental impacts of traffic and transport infrastructure are identified, assessed and taken into account. Furthermore, supporting development that reduces greenhouse gases and reduces congestion, facilitates the use of sustainable modes of transport and develops strategies for the provision of viable infrastructure. 'Completing the Connection' will contribute to this policy by reducing congestion throughout the wider area by increasing bus patronage. The changes will also help to increase accessibility and connectivity via multiple public transport modes for new and existing developments.
- § Achieving well-designed places (policy 12): Good design is seen as a key aspect of sustainable development and indivisible from good planning. It should also create places that are safe, inclusive and accessible with a high standard of amenity for existing and future users. The 'Completing the Connection' scheme will allow further development by improving accessibility and reducing congestion, which will help in ensuring that new developments can function well and are created as safe and accessible environments for all.

### 2.3.2 Bus Services Act 2017

The Department of Transport's (DfT) Bus Services Act 2017 presents local authorities with new powers to bring about change and unlock potential for growth in the bus industry. Regulations have been made under new open data provisions and ticketing powers to make it easier for passengers to use buses and move between different transport modes through access to timetables, fares and routes.

The Bus Services Act allows for the establishment of multi-operator ticketing schemes that can accept contactless bank cards, mobile technology and smart cards and provide a number of different ticketing options. The provision of this type of ticketing scheme is an aim of this scheme.

It also provides guidance for planning improvements to bus services which can contribute to:

- § Providing inclusive services for passengers:

- Audible and visible information identifying routes and upcoming stops.
  - Ensure that ticketing systems, such as websites are accessible to those needing to use them.
- § Improving environmental outcomes.
- § Tackling congestion:
  - Bus pricing – ensuring pricing is clear and encourages frequent use, that services are affordable and seen to represent value for money when compared with other means of travel.
  - Better integration – a bus journey is usually only one stage of a door to door trip. Buses need to integrate with other forms of transport, with the transition made as seamless as possible
  - Smart transport innovations can be used to tackle congestion in new ways, in line with local needs. These innovations include: Data initiatives – to enable users to make informed travel choices through the provision of reliable real time, user specific information.
  - Cooperative Intelligent Transport Systems – using technology to allow vehicles to communicate with other transport systems.

The 'Completing the Connection' Scheme looks to provide improvements in all of these areas. Through the sharing of data between local operators and the presentation of this data through new audio-visual output on-board 51 extra buses the scheme looks to increase inclusivity of bus travel, and tackle congestion by making bus travel more popular. The provision of screens at railway stations will also improve integration of the bus services with other transport modes. Improvements to the ticketing system will help accessibility and ensure more consistent and across operator prices, including the provision of smart cards.

### 2.3.3 Bus Open Data Service

Published by DfT in January 2020 the Open Data Service aims to make it easier to travel by bus wherever you are in England. They are making accurate timetable data available so passengers can; plan their journeys with confidence, spend less time waiting and find the best value tickets available.

Bus operators will be required to provide the relevant information to DfT by the dates shown in Table 2 1 below. 'Completing the Connection' will facilitate the collation of data of local bus operators into one area to not only be used locally but also can be passed onto DfT for inclusion in this scheme well within the timetable shown.

**Table 2 1: Bus Open Data Timetable**

Date	Event
31 December 2020	Obligation to provide bus timetable data to the Bus Open Data Service.
7 January 2021	Obligation to provide vehicle location and basic fares and tickets data to the Bus Open Data Service.
7 January 2023	Obligation to provide complex fares and ticket data to the Bus Open Data Service.

The aims of this service and the scheme line up in looking to increase bus patronage by improving the passenger experience by reducing frustration around bus arrival times and allow time savings for passengers. Increasing the information available to passengers including fares, ticket options and vehicle location will further drive improvements in bus patronage.

### **2.3.4 Thames Valley Berkshire Local Enterprise Partnership Strategic Economic Plan**

The TVB LEP Strategic Economic Plan covers the period from 2015 – 2021. It notes:

“The vibrancy of our business community will be internationally envied. The ambition and creativity of our established businesses will be energised through strong, knowledge-rich, networks. Our workforce will be the lifeblood of our economy: young people will be inspired and older workers valued. Our infrastructure will match the scale of our ambition and potential. And people will choose Thames Valley Berkshire as the place to live and work”

“However, the transport and communications infrastructure on which we rely is simultaneously a local, national and international resource. It is very congested. This in turn is threatening to undermine our intrinsic growth potential. It is therefore essential to invest in it and also to encourage local sustainable transport networks that promote active travel on foot, on bicycle and on public transport”.

#### **2.3.4.1 Thames Valley Berkshire Local Industrial Strategy**

The TVB Local Industrial Strategy was published in November 2017 and aims to improve the areas overall productivity performance and ensure future economic growth is more inclusive. Within this it sets out five Foundations of Productivity in order to interrogate the causes of productivity performance. One of the five foundations is Infrastructure.

Under Infrastructure the document highlights ‘Transport and Congestion’ and that transport-related stakeholders have noted that ‘the appetite for virtual and IT-enabled solutions is growing quickly.’ It notes that ‘Berkshire is ripe for intelligent mobility – one of the Grand Challenges from the 2020 Industrial Strategy White Paper. There is also widespread recognition that behavioural changes will need to be a central part of the solution. This will require more flexibility from employers over working hours, and a greater commitment to sustainable transport modes. Relatively small changes (such as the provision of bicycle storage facilities at more railway stations) could make a big difference in terms of the efficiency and capacity of the transport network overall.’

The small changes as proposed in this scheme can be seen as similar to bicycle storage in making a big difference to the efficiency and desirability of the bus service. An increase in bus patronage will help remove other users from the road and can help to reduce congestion.

#### **2.3.5 Reading Borough Council Local Transport Plan 4 (2020 – 2036)**

Reading is currently developing its Local Transport Plan (LTP) 4 to cover the period up to 2036, which outlines key objectives for transport in Reading. The salient key objectives are listed below with policy relevant to the scheme highlighted:

- § Enabling Sustainable and Inclusive Growth - Enable sustainable growth and connect communities so that everyone can benefit from Reading’s success.
- § Connecting People and Places - Promote the use of sustainable modes of transport by providing attractive alternatives to the private car, helping to provide a transport network that is fast, affordable, connected and resilient.
- Policy RTS3 | Equality and Inclusivity

2.3.6: We will work with transport operators to deliver an accessible network for all, taking action to address barriers caused by physical infrastructure.

2.3.7: We will continue to work with partners to deliver public transport, such as bus, community transport and taxi operators, that is affordable and accessible to all and reduce inequalities in our communities.



- **Policy RTS7 | Public Transport**

3: We will continue to build on the well-established bus and rail connections and work with partners across Reading and the wider region to establish an accessible, affordable reliable and sustainable, integrated public transport network.

3.1: We will support the evolution of public transport as technologies advance and new types of services become viable.

§ Embracing Smart Solutions - Use technology to manage the network efficiently and allow informed travel choices, whilst enabling Reading to become a smart, connected town of the future.

- Policy RTS6 | Smart Solutions and Innovation

3.2: We will embrace the latest technologies to improve the efficiency and resilience of the transport network for the benefit of our residents.

3.3: We will continue to promote Reading as a town that actively encourages and supports the testing of innovative solutions to defined transport challenges.

- **Policy RTS29 | Travel Information**

4.0: We will support and promote the use of a wide range of data and technology to influence travel behaviour and manage the transport network.

4.1: We will work with partners to deliver high quality, accessible, real-time data to assist users to make sustainable travel choices, recognising the differing needs of travellers.

**4.2: West Berkshire Council Local Transport Plan 3 (2011 – 2026)**

The West Berkshire LTP3 covers the period from 2011 – 2026 and it sets out a number of Local Transport Goals, the ones relevant to the scheme have been set out below, with further policy relevant to the scheme presented.

§ To improve travel choice and encourage sustainable travel;

§ To support the economy and quality of life by minimising congestion and improving reliability on West Berkshire's transport networks;

§ To maintain, make best use of and improve West Berkshire's transport networks for all modes of travel;

- Policy LTP SC3 New Technology - The Council will work with partners to embrace and facilitate the use of new technologies in transport to reduce carbon emissions, reduce congestion and make travel smarter.

- Policy LTP NMP2 Intelligent Transport Systems - The Council will seek to develop further use of Intelligent Transport Systems to help manage transport networks and to provide better information to transport users.

i. This can include Real Time Passenger Information (RTPI) systems provide passengers at bus stops with up to date information on bus services. Other information-based systems, such as customer information points at local rail stations, can also provide the travelling public with useful information on service times and availability.

- Policy LTP PT1 Bus Services - The Council, in partnership with local bus operators, will seek to:

i. Provide safe, integrated and efficient bus services that permit easy interchange with other modes of transport and that meet the travel needs of customers who choose not to use, or are unable to use, a private car.

iii. Promote the availability of bus services through appropriate marketing, in conjunction with other initiatives such as ticketing and customer information improvements.

iv. Improve access to bus services and promote the use of vehicles that are accessible to all customers including those with a disability (as defined in the [Equalities Act]).

- Policy LTP PT5 Passenger Transport Information, Promotion and Ticketing - The Council, in partnership with local transport operators and user groups, will look to provide and improve transport information, promotion and ticketing through:

ii. Continuing the delivery and improvement of Real Time Information on the District's bus and rail networks (including audible announcements) to support and enhance other forms of customer information.

iv. Extending ways in which information can be made available, such as text and mobile internet.

vii. Continuing to actively promote and develop integrated ticketing initiatives and smartcard options.

- **Policy LTP PT6 Infrastructure and Interchange –**

The Council, in partnership with local transport operators will seek to:

i. Facilitate provision of appropriate facilities at transport interchange locations including rail stations and coachways, at individual bus stops and at other nodes on the public transport network in accordance with a prioritised programme

iii. Deliver adequate, easily-understood signage to assist customers when using interchanges

**5.1 Royal Borough of Windsor and Maidenhead Local Transport Plan 3 (2012 – 2026)**

The Windsor and Maidenhead LTP3 covers the period from 2012 to 2026 and it sets out a number of Over-Arching Objectives, listed below alongside Policies that are relevant to the scheme:

§ To improve access to everyday services and facilities for everyone.

- Policy ASF10: Interchange - The Council will work with public transport operators and the rail industry to deliver improved interchange between transport modes through the creation of new / enhanced facilities, particularly within town centre locations and at rail stations.

- Policy ASF11: Travel Information - Working in partnership with public transport providers, the Council will improve the quality, timeliness and accessibility of travel information to enable people to make the best travel choices for their particular journey, making use of new and emerging technologies where these add value for the end user.

- Policy SEG2: Smarter Choices - A programme of Smarter Choices initiatives designed to influence travel behaviour and encourage a modal shift from private car use to public transport, walking and cycling, will be implemented to complement investment in new transport infrastructure

§ To improve quality of life and minimise the social, health and environmental impacts of transport.

- Policy ASF12: Access for All - The Council will seek to improve access to everyday services and facilities in a way that considers the needs of all transport users, particularly the young, the elderly, people with mobility impairments, and those on low incomes.

## 5.2. Wokingham Borough Council Local Transport Plan 3 (2011 – 2026)

The Wokingham LTP3 covers the period from 2011 to 2026 and it sets out a number of goals for the region, some of which are relevant to the scheme:

- § Highways Goal: “To have a resilient, safe highway network that balances capacity for all users, enhances the economic prospects of the Borough, and promotes sustainable travel.”
- § Public Transport Goal: “To promote an integrated and inclusive public transport network that provides a convenient, acceptable, reliable and affordable alternative to car travel. “
- § Smarter Choices and Demand Management Goal: “To enable people who live, visit and work in the Borough to make informed, safe and sustainable travel decisions from a range of transport options.”

## 5.3 Wokingham Borough Council Public Transport Plan (2011 – 2026)

Wokingham have also produced a Public Transport Plan as a supplementary document to the LTP, this details key strategic objectives for public transport in the authority as well as a number of policies relevant to the scheme:

- § Objective 1: To work with train operating companies and Network Rail to address station access and conditions and the range of destinations available.
- § Objective 2: To work in partnership with bus operators to deliver high quality and effective services, linking both rural locations and urban centres.
  - B7 - Monitor and ensure a quality waiting environment - To work with all partners to ensure a quality waiting environment is maintained. This might include the re-negotiation of advertiser funded bus shelter contracts.
  - B10 - Identify funding opportunities for improvements to all services
  - B11 - Improve accessibility for vulnerable or isolated residents - To ensure that Community Transport is delivered as an effective service to those who operate it as well as those who use it. This will include a review of existing pickup and set down points in key locations.
- § Objective 3: Ensuring the best use of limited funding for Council supported bus services.
- § Objective 4: Using technology to make bus services more efficient and easier use.

- ITS2 – Real time passenger information (RTPI) - The Council will explore the feasibility of further integration of Wokingham Borough’s existing RTPI system with those in surrounding authorities. This will include:

Expanding the existing RTPI system to cover the Reading journey to work area;

Encouraging operators to equip new vehicles with on-board displays that incorporate audio announcements; and

Integrating audio announcements into key bus stops, e.g. business parks.

- § Objective 5: To work with partners to effectively promote information concerning public transport to all user groups.
  - Com3 – Promote services and improve public transport information - Promote public transport services, to include:
    - Provide improved transport information at key stops; and
    - Provide information through a range of media and formats.

- § Objective 6: Create the necessary framework for improved public transport environmental sustainability

#### 5.4 **Bracknell Forest Borough Local Transport Plan 3 (2011 – 2026)**

The Bracknell Forest LTP3 covers the period from 2011 to 2026 and sets out a number of local transport objectives as well as relevant policy to the scheme:

- 2) Maintain and improve, where feasible, the local transport network.
- 4) Encourage and promote accessibility by sustainable modes of transport.

- § Policy TP3 Buses - The Council aims to increase the use and availability of buses, and to continue improving passenger satisfaction and bus punctuality through:

- Partnership working with bus operators and other interested parties.
- Promoting bus travel and making up-to-date information including Real Time Information available.
- Promoting easy and efficient ticketing for bus use.
- Seeking to improve connections between bus and train services.

#### 5.5 **Slough Borough Council Local Transport Plan 3 (2011 – 2026)**

The Slough Brough Council LTP 3 covers the period from 2011 – 2026, it sets out a number of objectives for this LTP which they aim to achieve in terms of transport, including the below, which also have further salient information from the plan included:

- § To make sustainable transport options accessible to all:
- Delivering an accessible transport network - investment in the provision of audio announcements at bus stops and on-board buses to assist those with visual impairments.

- Public transport information - We will carry on working with operators to ensure that transport information is consistent, effective and provided in various easy to understand formats. As well as making information more accessible our aim is to create a better journey experience for public transport users by providing better information through real time information systems and stop specific timetable and network information

- Fares and ticketing

- § To improve the journey experience of transport users across Slough's transport networks:

- Public transport interchanges – Building on LTP2, transforming the way people interchange between services in the town centre with a modern transport hub used by local bus services and those into the wider Thames Valley.

- Ticketing and information - In the short term we will work with the rail and bus operators to promote existing bus/rail combined tickets. However, we foresee advances in multi-operator ticketing and development of smart card and mobile phone technology, all aimed at making journey planning easier and more convenient.

Information is another vital ingredient of improving passenger journeys. We will work with bus and rail operators to improve the provision of information, ranging from displays at bus stops and on buses, to journey planning, (including Traveline) and more Internet-based information.

- § To ensure that the transport system helps Slough sustain its economic competitiveness and retain its position as an economic hub of the South East:

- Better bus travel information - When reliability is poor, passengers are particularly reliant on information about when the next bus will arrive.

However, even when reliability is improved, providing real-time passenger

information at bus stops or at work or home enhances the quality of the service and passenger choice.

## 5.6 Local Transport Plan Summary

As can be seen above the LTPs for all of the local authorities included very similar policies, that would be supported by the introduction of this scheme.

They highlighted the need for a more accessible network which would provide an equal and inclusive service for all, which would be supported by the provision of audio-visual displays on buses and at railway stations.

Also featured in policy in all LTPs was the need for smart solutions, real time information, big data or ability to make smarter choices, this scheme will directly help to improve the amount of information and particularly real time information that will be available to passengers both on bus services and rail stations and on the internet. This information will aid passengers in making smarter choices in the way they travel and improve the attractiveness of the service.

Improved ticketing options were also highlighted, and this scheme will provide wider ticketing options and more options in how to obtain a ticket.

The authorities also committed to better interconnectivity between transport modes, providing more information about continued bus travel at railway stations will help encourage more people to use the bus to continue their journey from rail stations, providing an improved connection between these modes.

Increase in patronage of sustainable transport modes is also highlighted in all the LTPs as a way to reduced congestion and to respond to the climate change and reducing emissions from transport. This scheme looks to increase the attractiveness and efficiency of using bus travel in the local area, therefore increasing its patronage.

The case for change

Impact of not changing

The consequences of a 'do nothing' option would be:

- 1) A reduction in customer confidence in presently available RTI which relies on legacy software and can result in bus departure predictions not being available for bus journeys, and these incidences will increase as the system gets older and more out-dated;
- 2) Non-availability of audio-visual information which can otherwise increase customer confidence when travelling on local bus services; and
- 3) Failure to meet the sub-region's strategic objectives of supporting the local economy and providing accessibility to the labour market for all.

A legacy RTI system is in operation, using an outdated platform that is subject to intermittent outages. The legacy RTI system is difficult to import data into and extract reports from and requires considerable manual intervention. In addition, the data feed to the estate of RTI on-street signs currently comes from a separate interface – thus requiring a separate data load - instead of being fully integrated into a single portal. This is a legacy from when the ageing roadside signs was the responsibility of the local authority. The project will address these significant shortcomings.

The current ticketing system also has significant short-comings. For example, passengers using the 'mTicket' app on their smartphones must have a separate log-in and account details if they also want to purchase tickets online using a web-browser. Also, the 'Bus to Work' tickets are a different software system, and again do not integrate with the other bus

ticketing options. Similarly, it is currently difficult for parents/guardians to purchase tickets via the current online facility and 'gift' them to a young person in their care. The new online ticket office will address these deficiencies.

Incomplete picture available of bus travel options, for existing and potential customers

Opportunity to promote and actively encourage local bus operators of all sizes across TVB to participate in a multi-operator RTI initiative developed to adhere to Open Data standards and established RTI data transfer protocols and enable a complete picture of bus travel options to be presented to customers.

Lack of live information on onward bus travel opportunities at rail stations This project encompasses provision of 3 bus RTI information screens at rail stations, to raise the profile of multiple operators' bus services by providing arriving rail passengers with live information on local bus services that allow onward travel.

Limited availability of audio-visual real time 'next stop' information on board local buses, hampering access to employment and other opportunities for visually or sensory-impaired customers This scalable project includes the fitting of 51 buses from three bus operators across the TVB area with internal audio-visual equipment to give real time 'next stop' and relevant customer service information and provide reassurance for customers travelling who may be unfamiliar with, or unable to sense their location on, the bus route that they are using.

## **5.7 Internal Drivers for Change**

This scalable initiative aims to significantly enhance the provision and content of live journey planning information, coupled with increased availability of smart ticketing across the six local authority areas in which Reading Buses operate. The enhanced RTI system would include the latest, low-power information screens, located at two major rail interchanges and on-bus audio and visual screens on 51 buses to provide real time locational information to passengers.

The system will be configured to allow for addition and dissemination of live information for multiple operators' services, while the proposed online shop will allow customers to easily purchase and renew mobile and smartcard-based travel tickets for our range of local bus and coach services. This initiative tallies with national, regional and sub-regional objectives to tackle congestion, enable economic growth and - through enabling modal shift in favour of the bus, helping to indirectly reduce transport-related emissions and help meet wider climate change objectives.

## **5.8 Strategic Fit**

This project reflects a key tenet of TVB LEP's Strategic Economic Plan which is to achieve better connectivity through improving sustainable transport links for residents to education, employment, learning and retail opportunities. It tallies with the priority of ensuring that economic potential is not constrained by labour supply and with the concepts of strengthening networks and making the towns in TVB genuine hubs in the ideas economy. The concept of 'Completing the Connection' is also in line with the priority, identified by the majority of the Berkshire Unitary authorities, to reduce or offset transport-related emissions and reduce climate change impacts in accordance with diverse declarations of Climate Emergencies.

Further, the project ties in not only with each authority's Local Transport Plan Policy objectives that emphasise the desire to see provision of accurate, comprehensive public transport information, but also with the Government policy as reflected in the Bus Services Act 2017 and secondary legislation, particularly in respect of Open Data.

## **5.9 Local Authorities:**

Implementation of this project would bring benefits to all six unitary authorities: Bracknell Forest Borough, Reading Borough, Royal Borough of Windsor & Maidenhead, Slough Borough, West Berkshire District and Wokingham Borough Councils

#### 5.10 **Parliamentary Constituencies:**

Implementation of this project would be of benefit to eight constituencies: Newbury, Reading West, Reading East, Wokingham, Bracknell, Maidenhead, Windsor and Slough. This initiative will help to support economic growth in the Thames Valley region by enhancing local connectivity, delivering value for money by improving the utilisation of existing highway infrastructure, encouraging more efficient journey choices and improving digital connectivity. It will also support the strategic objective of encouraging sustainable transport choices, objectives in each area's Local Transport Plan, and the aim to reduce overall carbon emissions.

## 6 **Objectives and Intended Outcomes**

### 6.1 **Objectives**

A series of objectives and their intended outcomes for the scheme have been identified and are presented in Table 2.3 below.

Objective	Intended Outcome
1)	Support and drive further economic growth in the local area
2)	Enable and encourage use of local buses instead of private vehicles.
3)	Enable and encourage easy interchange between public transport modes, and other sustainable modes.
4)	Significantly improve the availability, accuracy and content of live information for local public transport services, coupled with greater resilience in the underlying RTI system.

- |    |   |   |  |
|----|---|---|--|
| 1) | Support and drive further economic growth in the local area   | § | Support and drive further economic growth in the local area through reduction of congestion, increasing capacity and increasing efficiency on the local transport network  |
| 2) | Enable and encourage use of local buses instead of private vehicles.  | § | Increase the number of people using local buses in the TVB LEP area.   |
|    |   | § | Support the concept of sustainable commercial and residential development across the TVB LEP area.   |
| 3) | Enable and encourage easy interchange between public transport modes, and other sustainable modes.  | § | Improve access to, and visibility of, live bus information at specific rail stations where it is possible to interchange between rail and bus services.  |
|    |   | § | Provide a complete picture of upcoming bus and coach departures for onward travel, for arriving customers at specific rail stations, also augmented by consistent and complete RTI available on mobile devices.  |
| 4) | Significantly improve the availability, accuracy and content of live information for local public transport services, coupled with greater resilience in the underlying RTI system. | § | Deploy improved algorithms as part of new software on a proven, advanced platform to underpin the RTI system and accurately calculate anticipated time to departure for multiple operators' local bus routes. Subsequently disseminating that information to multiple customer and media outputs including apps, journey planners, bus stop screens and foyer screens. |
|    |   | § | Increase the use of and improve content relayed to customers via, the service status messaging component of the RTI system. Make it easier to compose, authorise, despatch and clear down (remove) disruption information on bus stop screens and foyer screens  |
|    |   | § | Significantly improve availability and content of next stop and customer service information on board 51 buses on 30 different bus routes, through the installation and configuration of additional in-bus audio-visual screens and speakers.  |
|    |   | § | Improve accessibility for all, by increasing the proportion of buses operated by Reading Buses, Courtney and Newbury and District with audio and visual information on-board from 62% to 100%.   |

- § Deliver a scalable system that will allow for further incremental or large-scale enhancements e.g. upgrading of legacy bus stop information screens.
- 5) Allow personalised purchase of mobile or smartcard-based tickets. § Improve facility to purchase tickets in advance of a journey or on the move, via an online shop. Thus, enabling easy purchase of mobile or smartcard-based tickets for travel with the format suitable to customer's requirements.
- § Reduce the amount of on-bus cash transactions to speed up journey-time and reduce risk of Covid19

## Context and Rationale

Significantly enhance customer information for multiple operators' routes and ticketing enhancements with smart and mobile ticketing. It will help enable and encourage employees of local businesses, residents and visitors to switch to public transport for some or all of their journeys and help economic growth in the region.

Objectives    Resources/ Input    Outputs    Direct & Indirect Outcomes

The aims/ objectives of the scheme are: In order to achieve the set of activities to fulfil these aims/ objectives we need the following: We anticipate that, once accomplished these activities will produce the following deliverables: We anticipate that if accomplished these outputs will lead to the following change:

- Support and drive further economic growth in the local area.
- Enable and encourage use of local buses instead of private vehicles.
- Enable and encourage easy interchange between public transport modes, and other sustainable modes.
- Make live passenger information available.
- Allow personalised purchase of mobile or smartcard-based tickets. • One core, multi-operator RTI system.
- Three bus RTI departure screens at two rail stations.
- audio-visual customer information installations on 51 buses.
- An online shop enabling smart travel via app or smartcard. • More reliable and better quality RTI data for buses from multiple operators in the region
- Easier and better-informed interchange between rail passengers and bus services at Reading and Newbury stations.
- Useful audible and visual RTI on 51 buses not currently equipped.
- Easier and more convenient ticket purchase via smart or mobile media. • Higher passenger satisfaction with bus travel in the region.
- More useful management information on bus service performance to help refine timetables to reflect real-life traffic conditions.
- More use of buses by passengers who currently struggle with audio or visual impairments.
- Less use of cash transitions and more use of 'smart' ticketing to speed up bus boarding times.
- Modal shift from the private car to the bus.

## 6.2 Measures for success

As other factors such as bus timetables, bus routes, fares, traffic congestion and the economy will not remain constant, it is impossible to measure success by passenger numbers as all these other factors will also have an influence. Therefore, the success of



the 'Completing the Connection' would be measured through passenger satisfaction, measured by survey and through customer feedback.

Reading Buses undertakes an annual survey of passenger satisfaction through the independent watchdog, Transport Focus. This is normally undertaken between September and December each year. In 2019 they interviewed 858 passengers. The survey covers many different aspects of a passenger's journey experiences, but include the passenger's journey purpose; their reason for choosing the bus; whether passengers checked arrival times and if so, how; at-stop facilities; waiting times and punctuality; satisfaction with the bus; how tickets were purchased; and on-bus features including on-bus information displays.

## **Scheme Elements**

### **Scheme element 1 - Core, multi-operator RTI system**

One core RTI system developed in accordance with Open Data and RTIG standards, with multiple operators being encouraged and enabled to add their data to the system to provide a complete picture to customer. Incorporating:

- ☐ enhanced algorithms and content management;
- ☐ facilities for secure, importing, compartmentalised storage and management of schedule data by each respective operator to ensure commercial confidentiality;
- ☐ calculation and appropriate dissemination of Real Time departure predictions;
- and
- ☐ enhanced user software interfaces for the tracking system and timetable

database management portal and licences.

This would be delivered by the existing RTI supplier for the TVB area, R2P, due to their proven track record in delivering RTI with Reading Buses; also that this offers the most cost-effective solution to upgrade the existing RTI system, rather than discontinue it and start again from scratch with an all-new RTI system; and due to the short timescale to deliver this project in this financial year.

### **Scheme element 2 - Bus Departure Screens at rail stations**

Three large bus departure screens at rail stations. In accordance with the requirements of GWR, these will be weighted free-standing 49" flat-screens, including Bluetooth audio trigger for announcements. The cost of these elements include supply, installation, configuration, testing and licences for the software.

Reading station is a priority for these two bus departure screens, one for the north exit and one for the south exit, as this is by far the largest station in terms of number of passengers in the TVB region. Newbury station is also a priority as this station is seeking addition investment to provide wider footways, safer crossing facilities, enhanced bus stop facilities and reduced vehicle speeds. The preferred scheme for the station building improvements includes a new ticket hall and gate-lines on the north side, additional secure cycle parking and cycle hub, increased retail and vending machines, improved passenger waiting facilities and toilets.

This element would also be delivered by the existing RTI supplier, R2P, given their track record on delivering RTI displays elsewhere in the region and to eliminate any risk of non-compatibility of the new bus departure screens with the upgraded core RTI system.

### **Scheme element 3 – Audio-visual customer information screens on buses**

51 audio-visual installations on buses operating across the TVB LEP region, providing customers with Next Stop, connecting train and relevant customer service information. These are for fitting on 51 double deck buses, so will have one 19" full-colour flat screen display, and one 28" flat screen display on each bus, plus eight speakers fitted in total. They also include an on-bus computer to control the display context on each bus. Again, the cost of these elements include supply, installation, configuration, testing and licences for the software.

This element would also be delivered by R2P given their track record on delivering audio-visual on-bus RTI display screens for Reading Buses and to eliminate any risk of non-compatibility of the new bus departure screens with the upgraded core RTI system.

Appendix A contains a schematic map of the 30 bus routes that currently do not have on-bus display screens but will benefit from the fitting of the audio-visual screens on 51 buses, and these are listed below:

Table 2.5: Bus routes to benefit from the 51 on-bus display screens

Operator	Route(s)
Newbury and District	Kennections route 2
Newbury and District	Kennections route 3
Newbury and District	Kennections route 4
Newbury and District	Kennections route 6
Newbury and District	Kennections route 8
Newbury and District	Kennections route 9
Newbury and District	1A
Newbury and District	1C
Newbury and District	103
Reading Buses	Claret 21
Reading Buses	Claret 21a Spritzer
Courtney Coaches	Bracknell 53
Courtney Coaches	Bracknell 108/150
Courtney Coaches	Bracknell 151
Courtney Coaches	Bracknell 156
Courtney Coaches	Bracknell 157/8
Courtney Coaches	Bracknell 171/172
Courtney Coaches	Bracknell 194
Courtney Coaches	RBWM 4/238/239
Courtney Coaches	RBWM 5/7/9
Courtney Coaches	RBWM 8
Courtney Coaches	RBWM 10/10A/10S
Courtney Coaches	RBWM 16/16A
Courtney Coaches	RBWM F10
Courtney Coaches	Slough 459
Courtney Coaches	Slough/RBWM 2/S5
Courtney Coaches	Slough/RBWM 15
Courtney Coaches	Wokingham 121/122/123/124
Courtney Coaches	Wokingham 128/129
Courtney Coaches	Wokingham / Bracknell Forest 299/598/125A/125B

### **Scheme element 4 - Online shop enabling smart travel via app or smartcard**

Online shop delivering smart travel. This will:

- § Allow the online shop to be managed by their Reading Buses staff (prices, tickets, descriptions, etc.);
  - § Provide mTicket and smartcard sales, the latter being achieved through integration with Unicard;
  - § Deliver a single login for both the website and app;
  - § Enable customers to choose how their ticket is received (mTicket or smartcard);
  - § Give customers the option to set up a recurring payment option for specific ticket(s);
- and
- § Provide reports for both mTicket and smartcard sales.

## 2.7 Stakeholder engagement

Consultation has taken place with GWR who are fully supportive of the proposal for bus RTI departure screens for Reading and Newbury railway stations. An email of support is given in Appendix B.

Letters of support from local authorities are included in Appendix C.

Discussions have also taken place to make other operators aware of the plan by Reading Buses to upgrade and enhance the existing RTI system and to offer them the opportunity to use it using secure operator management software and dedicated sections of the database for their commercially confidential data.

Passenger representative groups such as Bus Users UK do not normally comment on relatively small passenger information and ticketing projects such as this.

### Inter-dependencies

As these project elements are enhancing the existing RTI and ticketing systems currently in use with current suppliers, there are no potential technical constraints to adding these new elements. For the 51 on-bus audio-visual display screens, these are already in use on other Reading Buses vehicles, and the supplier had a good track record of successfully installing them on similar vehicles and their compatibility with the core RTI system.

For the bus departure screens at the railway stations, these will require the co-operation and agreement of GWR at Reading and Newbury stations, and Network Rail at Reading station. However, the displays are free-standing (although weighted down to stop them being moved), so do not require planning permission. As noted above, GWR has already been consulted and are fully supportive of this proposal.

This project is not dependent on any other internal or external factors, nor any other projects.

Table 2 6 below sets out the main inter-dependencies with the project partners.

Table 2 6: Inter-dependencies with the project partners

Partner	Status
Great Western Railway	Essential partner for provision of bus departure information at Reading and Newbury rail stations;
Network Rail	Essential partner for provision of bus departure information at Reading rail station;
R2P UK Limited	Specialist supplier - implementation and management of Real Time Information systems – central RTI system, on-bus audio and visual RTI displays, and three large interchange RTI displays – 2 at Reading Station and 1 at Newbury Station
Passenger Technology Group	Specialist supplier – delivery of mobile and smart passenger transport ticketing

Not an inter-dependency as such, but it is worth noting that the very significant Crossrail (the Elizabeth Line) scheme will serve Reading railway station, and when it is open will offer significantly increased travel opportunities for employment.

## 2.9 Options considered

Five options were considered in accordance with achieving the scheme objectives, Table 2 7 describes the shortlisted options identified.

Table 2 7: Option descriptions

### OptionDescription

#### **Option 1:** Operate a more frequent bus service

§ Operate a higher frequency of buses on bus routes in the six district council areas

#### **Option 2:** Increase the number of bus lanes

§ Increase the number of bus lanes in the in the six district council areas

#### **Option 3:** Subsidise reductions in bus fares

§ Give bus operators subsidies to reduce bus fares

#### **Option 4:** Upgrade to RTI system and smart ticketing

§ Core, multi-operator RTI system.

§ Three bus departure screens at rail stations.

§ 51 interior audio-visual customer information installations on buses.

§ Online Shop - enabling smart travel via app or smartcard.

#### **Option 5:** Improvements to walking and cycling routes

§ New and improved cycle lanes in the six district council areas

§ New and improved walking routes

§ New and improved signage, waymarking and cycle stands

The next chapter sets out the Economic Case including the options appraisal.

## 3. Economic Case

### 3.1 Introduction

The Economic Case assesses options to identify all their impacts, and the resulting value for money, to fulfil Treasury's requirements for appraisal and demonstrating value for money in the use of taxpayers' money.

### 3.2 Options appraised

Table 3-1 below sets of a qualitative assessment of whether the five options meet the five defined objectives with a simple scoring system of:

++ strong positive

+ weak positive

\* neutral

- weak negative

-- strong negative

Table 3.1: Option Assessment

Objective 1: Supporting and driving further economic growth in the local area

Objective 2: Enable and encourage use of local buses instead of private vehicles.

Objective 3: Enable and encourage easy interchange between public transport modes, and other sustainable modes. Objective 4: make live passenger information available Objective 5: Allow personalised purchase of mobile or smartcard-based tickets

Option 1: Operate a more frequent bus service	++	++	+	*	*
Option 2: increase the number of bus lanes	+	+	*	*	*
Option 3: Subsidise reductions in bus fares	+	++	*	*	*
Option 4: Upgrade to RTI system and smart ticketing	++	++	++	++	++
Option 5: Improvements to walking and cycling routes	++	-	+	*	*

Option 4 (upgrade to RTI system and smart ticketing) has the strongest positive score in the qualitative assessment of the five options against the four defined objectives. Therefore, this is the option taken forward as part of this business case bid for funding.

### 3.3 Appraisal period

The four elements of this project (the core RTI system; the on-bus audio-visual display screens; the rail station bus departure screens; and the online ticket office) all have a design life of 10 years. However, as Reading Buses can only currently commit to funding the revenue costs for a 5-year period, this 5-year period has been used in the appraisal as the central case. As Reading buses expects to be able to fund the revenue costs for 10 years, an alternative assessment period of 10 years is also given in this FBC for comparison purposes.

### 3.4 Assumptions

A benefit-cost ratio (BCR) quantifies the benefit received to the economy for every £1 invested in the scheme.

The main non-project specific economic appraisal parameters and assumptions are drawn from the requisite units of the DfT's appraisal guidance, contained in various TAG guidance units and the TAG databook. Key assumptions made for the economic assessment are as follows:

- ☐ Modelled opening year 2021; with preparation, installation and testing all in the financial year 2020/2021.
- ☐ Appraisal period. We have run two scenarios, the central case is for 5 years as noted above, but with an alternative assessment period of 10 years for comparison purposes.
- ☐ Price base year and base year for discounting = 2010.
- ☐ Discount rate = 3.5% for 10 years from the current year.
- ☐ PVC includes annual running cost expenditure of £209k per year.
- ☐ Scheme costs have 10% optimism bias applied. The scheme is considered a standard ITS scheme at FBC stage with procurement completed and firm quotes received. It is not therefore (a) innovative, (b) mostly unique or (c) involves high degree of complexity/difficulty. As such, an optimism bias of 10% on the costs is considered appropriate.
- ☐ The number of passengers at both the railway stations and on the buses will remain constant during the appraisal period (i.e. no assumption on growth). This is a conservative assumption as the improved passenger information will increase demand for services, but this demonstrates the strength of the case with the base level of demand in socio economic terms. However, a sensitivity test in relation to the implications of Covid-19 has been undertaken, as described below.

The improvements to the facilities (the bus services) are captured through Generalised Journey Time (GJT) savings experienced by the user, as per the guidance set out in TAG. Section M3.2.1 of the WebTAG data book provides the GJT values for many of the public transport improvements proposed as part of this intervention; the values of which are set out in Table 3.2 below.

Table 3.2: Generalised time savings & applied proportions (source TAG Databook v1.13 2020; Table M3.2.1)

Measure      Generalised Journey Time Saving (bus users) in minutes

RTI	1.47
Audio Announcements	1.22
On-Screen Displays	1.90
Simplified Ticketing	0.84

### 3.5 Modelling approach

Table A1.3.4 of the TAG Databook provides proportions of trips and persons that fall into three distinct journey purpose categories, those being business, commuting and other trips. This information is provided for a range of daily time periods (peak / interpeak), days of the week and transport modes. For the purposes of this analysis the proportions applied related to an all-week average for bus user trips (note - TAG uses the term 'public service vehicle' – PSV), the values for which are presented in the below table.

Table 3.3: Trip purpose by mode (Person trips, PSV user, all-week average, source TAG Databook v1.13 2020; Table A1.3.4)

Trip purpose (PSV user)	Value
Business	1.86%
Commuting	18.00%
Other	80.14%

#### 3.5.1 Existing demand for RTI display screens at rail interchanges

To model the time savings realised by the passengers interchanging from rail to bus at the two rail interchanges of Reading and Newbury Stations, the annual number of passengers estimated to be interchanging between the two modes was used.

For Newbury Station, the estimate is based on actual passenger boarding data from the on-bus ticket machines. This was 6,687 passengers for the month of October 2019, so factored by 12 months to give an annual number of passengers of 80,244. Of these, as Newbury Station is a short distance from the town centre and has a limited local catchment, it is assumed that 80% of the passengers boarding buses at the Newbury Railway Station bus stop are railway passengers. 80% of 80,244 is 64,195 passenger per year interchanging from rail to bus at Newbury Station. As a logic check, according to the Office of Rail Regulation (ORR) official published statistics, the number of annual rail passengers at Newbury Station is 1,665,096, so the estimate of 64,195 interchanging from rail to bus is 3.9%, which seems reasonable.

For Reading Station this is not so easy to estimate from bus passenger boardings as the bus services stop at a large number of different bus stops both north and south of the railway station and estimating the number of bus passengers who alighted from rail services from bus passenger boarding numbers is impractical. However, a recent study at two other large mainline railway stations on the Great Western Mainline showed that at one station 14% of rail passengers exiting the station were interchanging with bus services for onward travel, and at a second station it was 16%. Therefore, an average of the two (15%) has been taken and applied to Reading Station for this economic evaluation.

The number of passengers (boarding and alighting) at Reading is given by the ORR as 17,080,738. Given only 50% of these will be alighting, this gives 8,540,369. Of these, 15% are estimated to be interchanging with the bus, giving 1,281,055. All bus and rail passenger figures given here are pre-Covid-19.

Table 3.4: Annual passengers, interchanging between rail and bus

Station	Interchanging passengers from rail to bus/yr
Reading	1,281,055
Newbury	64,195
Total	1,345,250

### 3.5.2 Existing On-bus patronage Demand (on bus audio and visual)

To model the generalised journey time savings realised by the bus users on the 51 buses with the new audio and visual displays, bus passenger data for the 30 different routes that these 51 buses will operate was provided by the three bus operators. Factors were applied to the daily or monthly data to give a total of 3,890,320 passengers on these 30 routes per annum.

### 3.5.3 Forecast demand for Online Travel Shop

To model the time savings realised by the passengers using the Online Shop for smart travel via app or smartcard the annual number of passengers estimated to use this was used. The annual number of all passengers on all bus services for the three bus companies of Reading Buses, Courtney Buses and Newbury and District Buses is 27,526,000.

It is estimated that 5% of passengers will get this benefit, given many purchases are for multi-journey trip tickets, some passengers have free concessionary passes, and some users will continue to use cash. However, a sensitivity test of 2.5% and 7.5% passengers using the online travel shop has also been undertaken.

### 3.6 Scheme cost

The total scheme cost is £2,586,243 in out-turn prices, which is £1,541,243 of capital, and £1,045,000 of revenue for 5 years. The breakdown of the capital scheme cost is shown in section 4.

Annual maintenance and operation costs are £209,000 per year with this expenditure assumed to start when the system goes live in 2021. Reading Buses have committed to funding the scheme operation costs for the initial 5 years of operation and will review the success of the system at that point. On this basis scheme economics have been generated assuming a 5-year and 10-year period of operation.

### 3.7 Distributional impacts

Reading Buses is acknowledged through multiple national awards as one of the UK's leading bus operators and is one of eight remaining municipally owned bus companies, and as such places the community it serves at the heart of everything it does. All returns from operations are reinvested locally to deliver the best possible services. Reading Buses are Reading's 10th largest employer and are proud of their record in developing young talent, including recruiting and apprentice engineers, and promoting diversity.

### 3.8 Social and environmental impacts

Buses are used more often by disadvantaged groups such as young people, older people, people on low incomes jobseekers, and disabled people. By improving information about buses through RTI, improving the accessibility of buses to passengers when on the bus through the new audio-visual information displays screens, new rail station bus departure displays, and an online travel office offering more user-friendly ticket options, bus travel will become more accessible to these disadvantaged social groups, giving a small positive improvement.

Similarly, by making buses more accessible, it is expected that there will be an increase in bus use, including attracting people out of private cars, which will bring an overall environmental benefit from a reduction in congestion and emissions. This benefit will only be a small positive improvement overall, and therefore has not specifically been used in the business case, but it should still be noted as a positive benefit of this bid.

### 3.9 Value for Money Statement

Achieving value for money is described by DfT as “using public resources in a way that creates and maximises public value”. Value for money considers the economic, social and environmental impacts of the proposal across 10 years.

Present Value of Benefits (PVB) scheme benefits are built up of the three categories which are calculated independently:

§ PVB of on-bus displays = £3,528,618

§ PVB of rail station displays = £574,890

§ PVB of online ticket office = £336,092

PVB total of the three scheme elements above = £4,439,600.

Present Value of Costs (PVC) total of all scheme elements = £1,573,331.

Please note that the core RTI system is needed for both the on-bus displays and the rail station displays so the cost was divided equally to work out the individual cost.

The economic impacts estimated for the scheme based on the modelling approach are detailed in Table 3.5

Table 3.5: Scheme Summary and Value for Money Statement – scenario 1 (5 years) – Central Case

Total project cost £2,586,243 (Out-turn prices)

Scheme PVC £1,573,331 (2010 values and prices)

Optimism Bias of 10% included in the scheme assessment

Scheme Opening Year 2021

5 Year benefit assessment from 2021 – 2025

Net Quantified Benefits 5-year transport benefits (2010 prices and values)

Benefit Stream

5 Years PVB

Present Value of Benefits (PVB) £4,439,600

Present Value of Costs (PVC) £1,573,331

Net Present Value (NPV) £2,866,268

Benefit to Cost Ratio 2.82

VfM indicator A BCR of 2.82, achieving high value for money

Sensitivity Analysis A sensitivity analysis has been undertaken in the light of Covid-19 to show the level of patronage that would still be needed to get a BCR of 2.0.

This showed that even with a reduction of 28% of the pre-Covid-19 this investment returns a BCR of 2.0.

Table 3.6: Scheme Summary and Value for Money Statement – scenario 2 (10 years) – alternative case

Total project cost £3,631,243 (Out-turn prices)

Scheme PVC £2,047,012 (2010 values and prices)

Optimism Bias of 10% included in the scheme assessment

Scheme Opening Year 2021

10 Year benefit assessment from 2021 – 2030

Net Quantified Benefits 10-year transport benefits (2010 prices and values)



## Benefit Stream

### 10 Years PVB

Present Value of Benefits (PVB) £8,469,097  
Present Value of Costs (PVC) £2,047,012  
Net Present Value (NPV) £6,422,085  
Benefit to Cost Ratio 4.14

VfM indicator\* A BCR of 4.14, achieving very high value for money

### 3.10 Sensitivity Tests

Given the current concerns about the effect of the Covid-19 pandemic on bus passenger numbers in the future, a sensitivity test has been undertaken to show the level of patronage that would still be needed to get a BCR of 2.0. This has shown that if passenger numbers dropped by 29% from current levels, then a BCR of 2.0 would still be returned.

A sensitivity test has also been undertaken on the percentage of passengers using the online travel shop. The core assumption is 5%, but tests of 2.5% and 7.5% have been undertaken. If only 2.5% of passengers use the online travel shop, the BCR (central case, 5 years) decreases from 2.82 to 2.71, and If 7.5% of passengers use the online travel shop, the BCR (central case, 5 years) increases from 2.82 to 2.93.

The next chapter sets out the Financial Case.

## 4. Financial Case

### 4.1 Introduction

The financial case concentrates on the affordability of the proposal and its funding arrangements. It presents the financial profile of the scheme.

A Business Case Methodology Appraisal Summary Report was written in June 2020 to set out the approach to modelling the business case, and a copy of this can be seen in Appendix D.

#### 4.2 Chief Financial Officer sign off

The Finance Director for Reading Buses has signed-off this FBC. A letter from the Finance Director is included in Appendix E.

#### 4.3 State Aid

Appendix F has a letter from Reading Buses to explain why this bid is not considered to be State Aid.

### 4.4 Scheme Cost

#### 4.4.1 Scope of capital works

The total investment in public transport information and ticketing improvements is £2,586,243 in out-turn prices (£1,541,243 capital and £1,045,000 revenue). The complementary package of measures of the core RTI system, the railway station departure screens and the audio-visual screens on the buses will all be supplied by the current RTI provider, R2P due for compatibility with current systems and for speed of implantation. The work has been carefully scoped between Reading Buses and R2P and a formal, binding quotation has been obtained. This quote also includes a reasonable allowance of risk. The online ticket shop will be provided by Passenger Technology Group, again an existing supplier to ensure compatibility. As with the RTI elements described above, the work has been carefully scoped between Reading Buses and Passenger Technology Group and a

formal, binding quotation has been obtained. This quote also includes a reasonable allowance of risk

Any potential additional capital cost over-runs will be covered by Reading Buses.

The breakdown of the capital costs is shown in Table 4 1 below.

Table 4 1: Capital Elements

Cost Heading	Cost (£)	Supplier
1 core, multi-operator RTI system	£306,250	R2P
3 Bus Departure Screens at rail stations	£108,000	R2P
Audio-visual customer information screens on 51 buses	£978,843	R2P
1 Online shop enabling smart travel via app or smartcard	£98,150	Passenger
Technology Group		
1 Project Manager	£50,000	To be confirmed
<b>TOTAL</b>	<b>£1,541,243</b>	

#### 4.4.2 Project Management

It is proposed that an experienced project manager would be appointed by Reading Buses for the duration of the project to ensure successful delivery to time, to budget and to meet project expectations. This is accounted for the capital elements above.

#### 4.4.3 Revenue costs

As part of the scoping of the above works and quotations, both R2P and Passenger Technology Group have given quotations for the ongoing revenue costs of the RTI and ticketing systems. These total £209,000 per annum and cover ongoing software licenses, hosting and maintenance of servers, hardware failure, and technical support.

#### 4.4.4 Inflation

Inflation is included within the core scheme costs, which are informed by out-turn prices. Supplier quotes have been given and are binding and protect against inflation. As such, no additional inflation layer has been included on top of the scheme cost estimates.

#### 4.5 Spend Profile and Funding Sources

Table 4 2: Capital and Revenue Spend over 5 years (£) – Out-turn prices  
2020/21

TVB LEP funding	£1,541,243
Reading Buses	£1,045,000
<b>Total</b>	<b>£2,586,243</b>
% Capital to overall cost	60%

Reading Buses has made provision in its forward planning for a revenue contribution of £1.045 million from their own budgets towards running costs associated with the substantially-enhanced RTI system and ticketing facility, covering five financial years. The next chapter sets out the commercial and management case.

### 5. Commercial & Management Case

#### 5.1 Introduction

This section provides a commercial and management case for the scheme.

The promoter of the scheme is Reading Buses. The management case assesses whether a proposal is deliverable.

The scheme comprises of information technology systems which are well understood and unlikely to present any significant delivery challenges.

#### 5.2 Procurement strategy

The scheme would be delivered by Reading Buses, and quotations have been obtained from existing suppliers due to the upgrade of the existing embedded systems for

compatibility reasons and for best value. The existing RTI systems supplied by R2P was previously competitively tendered by the local authorities, and similarly for the existing ticketing system this was competitively tendered by Reading Buses.

If a new procurement exercise was undertaken, the costs of replacing all the elements of the existing RTI system and ticketing system would by far outweigh any cost saving that may be made through retendering.

Reading Buses has a strong record in procuring and delivering such IT projects. The use of existing suppliers to build upon the existing systems also offers best value for money compared to replacing the whole systems with all-new suppliers.

### 5.3 Evidence of similar projects

Reading Buses has an excellent track record of successfully delivering bus-based ITS projects. This includes the roll-out of the 'Ticketer' electronic ticket machines (ETMs) across the whole bus fleet to offer passengers a modern and user-friendly on-bus ticketing solution, including acceptance of contactless payments and smartcards. These ETMs also give the locational information to feed into the central RTI system to enable predictions of arrival time to be made and disseminated. This means the delivery of the online ticket office for mobile and smart ticketing is low risk.

Reading Buses also has extensive experience of delivering on-bus audio and visual information via the display screens and speakers fitted in buses. This means the delivery of the display screens for the additional buses as part of this bid are very low risk as the bus types have already been surveyed and had examples fitted by the supplier.

Reading Buses also has 12+ years' experience of central RTI systems to national Real Time Information Group (RTIG) standards, including the data inputs required, and the outputs to feed information to a range of display types, websites, and mobile-based apps. Again, this makes that part of this bid low risk.

### 5.4 Governance, organisational structure & roles

Progress of the project will be reviewed by the Reading Buses Leadership Team as part of their fortnightly meetings. These are chaired by Reading Buses' Chief Executive Officer.

A dedicated Project Manager with a background in procurement and implementation of ITS will be recruited by Reading Buses on a short-term contract basis to ensure that the project is delivered on time and within specification and budget, seeking additional financial authorities as necessary.

The Leadership Team also consists of:

- ☐ Finance Director
- ☐ Chief Engineer
- ☐ Service Delivery Director
- ☐ HR Director

A fortnightly highlight report would be submitted by the Project Manager for review and discussion. The two Operations Managers from the smaller depots could join in on calls as necessary, especially in terms of progress with the installation of the on-bus audio-visual RTI screens.

There will also be a Project Board every two months to specifically focus on progress on this project in more detail than will be possible in the fortnightly Leadership Team meetings.

### 5.5 Project plan

The key milestones are set out in Table 5.1 below.

Table 5.1: Key Milestones

Milestone Description	Date
Bid submission and Inception	
FBC submission	end Jun 2020

Full Approval expected Jul 2020  
 Confirm orders with suppliers end Jul 2020  
 Appoint an experienced project manager end Jul 2020  
 Formulate and agree detailed project plan in conjunction with the two suppliers and stakeholders Aug 2020  
 Central RTI Systems upgrade  
 Test central RTI system upgrades offline Dec 2020  
 Rollout RTI system upgrades to live system and sign-off Jan 2021  
 Rail interchange displays  
 Confirm programme with GWR and Network Rail, and commence draft Risk and Method Statements Aug 2020  
 Agree fitting arrangements for rail interchange displays Oct 2020  
 Factory Acceptance Tests (FATs) for rail interchange displays Dec 2020  
 Fitting of rail interchange displays at Newbury and Reading and Site Acceptance Tests (SATs) and sign off Jan 2021  
 On-bus RTI screens  
 FATs of the first sets of on-bus equipment Nov 2020  
 on-bus installations (51 buses in total), SATS and sign-off Dec 2020 – Feb 2021  
 Online ticket shop  
 FAT of online ticket shop for mobile and smart ticketing Oct 2020  
 Roll-out ticket shop for mobile and smart ticketing to live environment, SAT and sign-off Nov 2020  
 Close-out  
 Close out of project Mar 2021  
 Monitoring and Evaluation Report to TVB LEP Apr 2022

## 5.6 Communications and stakeholder management

The Project Manager will be regular contact with the suppliers and stakeholders, including GWR and Network Rail for the installation of the three RTI display screens at the two railway stations.

Regular feedback will also be given to the TVB LEP on progress and assurance that the project will be delivered on time and to budget.

Externally, Reading Buses will maintain contact with local passenger groups and through satisfaction surveys to ensure that the information presented on the on-bus audio-visual displays and rail station bus departure screens is presented in a clear, accessible and easy-to-understand way.

## 5.7 Risks, Constraints and Dependencies

Reading Buses have agreed to cover the revenue costs of running the substantially-enhanced RTI system and ticketing facility for the next five financial years. This will ensure their ongoing operation over this time.

Reading Buses have long-established, strong working relationships with the two suppliers of R2P and Passenger, and are very confident that, working with them, the Completing the Connection initiative will deliver tangible benefits to existing and potential public transport users. The upgrade to the central RTI system will also enable additional capability and components such as updated at-stop RTI display screen equipment to be added at a later stage as additional funding allows.

The principal risks associated with project delivery and mitigation measures that have been identified or implemented are shown in Table 5.2 below.

Table 5.2: Risks and mitigation measures

Risk Likelihood

(H / M / L) Severity

(H / M / L) Mitigating actions

Changes to political agenda or composition at local or sub-regional level M M

Pursuing means to offset transport emissions and reduce climate change impacts is a primary issue for majority of the Berkshire Unitary Authorities;

Local Transport Plan Policy objectives highlight desire to enhance provision of accurate, comprehensive public transport information provision, also reflected in Bus Services Act; and

Members and senior officers at local authorities have been made aware of age and capability limitations of legacy RTI systems.

Cost over-runs in relation to capital works and/or system maintenance L M

Robust programme and Task Management, documenting of changes, ongoing close liaison with principal suppliers and highlight reports to Project Board.

Failure to achieve spend profile L L Scrutiny of cost estimates, close monitoring of and liaison with the contractor and of invoicing; keep stakeholders informed and retain their buy-in.

Failure to keep to implementation and/or maintenance programme L M Robust project management by designated, specialist Project Manager;

Documentation of changes; and

Close liaison with principal suppliers and with partners in respect of necessary permissions.

Supplier bankruptcy L L As the principal suppliers are now part of larger groups, this is considered low risk.

Lack of supplier staff resources L M Robust project management by designated, specialist Project Manager; and

Close liaison with principal suppliers and good existing supplier relationships.

Lack of client staff resources L L Intention to appoint designated, specialist Project Manager on fixed term contract, augmented by in-house knowledge.

Problems and delays in fitting and maintaining on-bus RTI equipment M L

Supplier has a proven track record, coupled with qualified, experienced staff; Full surveys and method statements will be requested for each vehicle type before fitting.

## 5.8 Monitoring and evaluation

Reading Buses will produce a monitoring and evaluation report in April 2022 to cover one full year from the delivery of the elements of this project. This will report on the operations of the upgraded central RTI system and the benefits it has brought to Reading Buses and other operators in the TVB region, and the same for the online ticket office for smart and mobile ticketing. This will include overall figures on usage and passenger and staff feedback.

The report will also contain an evaluation of the benefits of the on-bus RTI screens for audio and visual RTI, taken from passenger satisfaction surveys and customer feedback through all the usual channels made available by Reading Buses. These channels include phone calls, emails and social media feedback, as well as the annual Passenger Focus Bus Passenger Survey as noted earlier.

The report will also evaluate the benefits of the three interchange displays for bus RTI at Reading and Newbury stations in the same way.

Legally Privileged and Confidential

## **Thames Valley Berkshire LEP Limited**

### **Advice in relation to State aid and proposed funding to Reading Buses**

**6th July 2020**

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## **Advice to Thames Valley Berkshire LEP Limited in relation to State aid and proposed funding to Reading Buses**

### **Background and Instructions**

Thames Valley Berkshire LEP Limited (the LEP) is considering the award of approximately £1.5 million in Local Growth Funding (LGF) to Reading Transport Limited (Reading Buses), a wholly owned subsidiary of Reading Borough Council (the Council) since 1901. It is run on an arms length basis from the Council.

The funding is requested for a project called “Completing the Connection” which has the aim of enabling and encouraging employees of local businesses, residents and visitors to switch to public transport for some or all of their journeys to, from and within Thames Valley Berkshire.

The project will involve:

- New core Real Time Information (RTI) software and applications that will allow the secure storage and management of bus location and schedule data for multiple operators' bus routes, coupled with dissemination of accurate Real Time bus departure predictions. The aim is to provide intending customers with a complete picture of the travel opportunities available to them. This will be made accessible to bus operators across the sub-region, with compartmentalised facilities to import, manipulate and export bus operational data in open data format, enabling generation of live departure predictions for display on downstream customer information systems.
- Deployment of advanced audio-visual display equipment at rail stations and on-board buses, with the station displays capable of showing departures for multiple operators' bus services and helping to assist travel for people with visual or aural impairments. The station concourse screens will show live departure information for services run by all operators who are maintaining current, accurate data within the RTI system core, or relaying it via a SIRI-format data feed.
- Creation of an online travel shop, allowing customers to purchase and receive tickets either on their mobile or in smartcard format. The available ticket products will include some multi-operator products such as the Connect suite of tickets sold and accepted on bus routes in West Berkshire.

Reading Buses has said that it intends to ensure that the RTI system and associated public display outputs will be openly accessible to other local bus operators running services in Thames Valley Berkshire, in competition with Reading Buses and otherwise.

We are asked to advise whether there will be State aid to Reading Buses as a result of the proposed funding.

## Executive Summary

In summary, we consider that the LEP could rely on either Article 56 of the General Block Exemption Regulation or treat Reading Buses as providing a service of general economic interest so there are, in principle, State aid compliant routes. In each case, there are criteria to be fulfilled and in each case the two key requirements are to ensure that:

- Reading Buses is not being funded to a greater extent that it needs to be (in the context of the relevant route taken); and
- Operators (including Reading Buses) benefiting from the Project pay their way on a market price basis, recognising that the establishment of a market price will not necessarily an easy or clear cut task as transport authorities do not charge for other comparable systems. Alternatively, charging operators for their share of operating costs should be adequate for this purpose.

We understand that Reading Buses has provided the information required. If the LEP is satisfied that the figures add up (either for Article 56 or for SGEI) and the funding agreement fulfils the relevant requirements, then the funding should be State aid compliant.

At a practical level, in the case of Article 56, the LEP will need Reading Buses to provide the numbers to show that the funding is no more than gap funding i.e. (in essence) the capital costs of the project minus the operating profit (discounted operating revenues minus discounted operating costs over the accounting lifetime of the assets acquired through the funding). The sums paid by Reading Buses and other operators to use the assets funded by the LEP would count as the operating revenues and, as noted below, Reading Buses should be asked to demonstrate that these are (as far as possible) market prices). There would have to be some monitoring provisions in the funding agreement to make sure that the figures remain within the thresholds (alongside the LEP's usual monitoring) and there would have to be a clawback of funding if, in the future, it could be seen that the funding was greater than the "gap".

As far as the SGEI route is concerned, Reading Buses should demonstrate to the LEP that:

- (a) that the funding is no greater than the costs of the project (and can include a reasonable profit); and
- (b) that the costs of setting up the project and running it are no more than required by a typical well-run and adequately resourced provider. Most of the costs will presumably fall within the category of hardware, software and other equipment and will be procured, so it will be fairly clear that the costs are appropriate. Any other costs (internal costs, for example) should be justified on the basis that they are not excessive and reflect a cost effective and efficient operation. The absence of any profit element will help with justifying this and we understand that Reading Buses has provided information in its application and business case.

Otherwise, as with the Article 56 route, Reading Buses should be asked to demonstrate that the usage charges (as far as possible) reflect market prices. There should be an act of entrustment from the Council and the funding agreement should set out the required details.



## **Advice**

We have had the benefit of having discussed the proposed activities with the LEP and Reading Buses and talked around the possible State aid solutions and this has been very helpful.

## **Is it State Aid?**

Article 107 of the Treaty on the Functioning of the European Union lays down the basis general rule prohibiting State aid measures:

“Any aid granted by a Member State or through State resources in any form whatsoever which distorts or threatens to distort competition by favouring certain undertakings or the production of certain goods shall, in so far as it affects trade between Member States, be incompatible with the internal market”.

Broken down into separate tests, in order to be considered State aid, a particular measure must meet all of these criteria:

- It is granted by the State or through State resources;
- It favours certain undertakings or the production of certain goods (i.e. it is selective rather than being of general application);
- It distorts or threatens to distort competition; and
- It affects or is able to affect trade between Member States.

This means that each measure that falls under the definition may not be implemented before receiving the approval of the Commission.

The most obvious recipient of aid is Reading Buses:

Is the aid being granted by the State or through State resources?

Reading Buses will be receiving aid from the State in that it will (if successful in its application) be receiving a grant from central government resources via the LEP's accountable body.

## **Is it an undertaking?**

State aid can only be received by entities which are “undertakings” for the purposes of State aid regulation. An undertaking is an entity which engages in “economic activity”, which means that it offers goods and services on a market which could, at least in principle be carried out by a private operator in order to make profits. This will be the case whether or not the activity is carried out by a public sector body and/or on a not for profit basis. This was made clear in Glöckner, a case about emergency transport services and patient transport services and reiterated by a further decision concerning healthcare transport services in Tuscany.

There are exceptions to this where a public sector body is carrying out certain “public functions” but it seems to us that Reading Buses will not amount to a public sector body carrying out public functions. If Reading Buses only provided services to the Council, there would be a respectable argument that it was not offering goods and services on a market and therefore was not an undertaking. This derives from the argument that the Council and Reading Buses would form a single economic undertaking (in competition terms) and that neither would be operating on a market in this context. However, Reading Buses operates

on an arm's length basis from the Council and is offering goods and services on a market (where there are competitors) and therefore it is acting as an economic undertaking. Is Reading Buses receiving a selective advantage?

Reading Buses is receiving public funding specifically to assist its operating on a market which competitor bodies are not and is (at least potentially) receiving an economic advantage from this. There may be additional benefits to it compared to other bus operators or potentially compared to rail operators (although they may benefit as well). It is, therefore, receiving a selective advantage.

There may be an argument for saying that what is proposed is the equivalent of public realm infrastructure i.e. it is the equivalent of a road or a bridge (or a bus lane, for that matter) because there is no charge for it and all bus operators (and rail operators, where relevant can use it). However, it is a fairly bold argument and the LEP may not wish to rely on it.

### **Does the aid distort or threaten to distort competition?**

For the purposes of Article 107 of the TFEU, a measure distorts or threatens to distort competition where it is liable to improve the competitive position of the aid recipient over its competitors. The test is very sensitive and in all but the most unusual cases it is safe to assume that when the State grants a benefit to an undertaking, that benefit will provide an advantage capable of distorting or threatening to distort competition. There is no requirement that the distortion is significant or material. In this case, the competitive position of Reading Buses may improve compared to its competitors because it has received a cost subsidy to operate this system and, accordingly, this criterion is likely to be met.

### **Does the aid affect, or is it able to affect trade between Member States?**

Similarly to the question of whether a measure distorts or threatens to distort competition, the question as to whether a measure affects or is able to affect trade between Member states is sensitive and will often be triggered if the criteria discussed above are met. However, where a measure has a very localised effect, it may be that it can be said that there is no effect on trade between Member states.

Decisions over the last few years from the European Commission suggest that when considering whether a particular measure has effects which are purely local, the courts will consider whether:

- the beneficiary of the aid competes in a market in which undertakings from other EU countries participate (i.e. is there an European market in the goods or services provided by the beneficiary); and
- whether there is European investment in the sector in which the beneficiary operates?

Decisions over the last few years from the European Commission suggest that when considering whether a particular measure has effects which are purely local, the courts will consider whether:

- the beneficiary of the aid competes in a market in which undertakings from other EU countries participate (i.e. is there an European market in the goods or services provided by the beneficiary); and
- whether there is European investment in the sector in which the beneficiary operates?

It is difficult for us to say with certainty that there is competition within the EU internal market between operators of buses and that there is European investment in that market in the UK. However, the Commission noted in its approval of the UK's Ultra Low Emission Bus (ULEB) scheme as follows:

"In addition, the scheme strengthens the position of these enterprises in relation to their competitors in the Union and therefore has potentially distorting effects on competition. In view of the fact that the scheme concerns a sector where undertakings from any Member State can operate, the aid is likely to affect trade between Member States."

It is also worth noting that the Commission said in its 2015 Notts and Derby decision in relation to a much smaller and localised scheme that:

"Whereas the impact of CTOs on competition in the UK already appears very small, the impact on the broader EU market would be negligible. Indeed. It seems unlikely that EU companies would be interested in providing special transport services on any significant scale to local communities in the UK or that CTOs would seek to offer such services on a significant scale in other MS."

Thus while there was considered to be little actual or potential trade, there was at least some.

On the whole, it would therefore be difficult to argue that any benefit to Reading Buses would not have the potential to affect trade between Member states.

All the State aid tests have, therefore, been met as far as Reading Buses is concerned. What are the potential solutions?

## **Possible exemptions**

### **Article 56 of the General Block Exemption Regulation**

We have considered the exemptions that might be available and Article 56 (Aid for local infrastructures) of the General Block Exemption Regulation (GBER) is likely to be applicable.

How it applies here and what special conditions are relevant:

Article 56 applies to funding for the construction or upgrade of local infrastructures which concerns infrastructure that contribute at a local level to improving the business and consumer environment and modernising and developing the industrial base. There is no further definition from the Commission, although Recital 75 of GBER notes that:

"A number of measures taken by Member States with regard to local infrastructures do not constitute aid because they do not fulfil all the criteria of Article 107(1) of the Treaty, for example because the beneficiary does not carry out an economic activity, because there is no effect on trade between Member states, or because the measure consists of

compensation for a service of general economic interest which fulfils all the criteria of the Altmark case-law”.

That said, the Commission also takes the view that infrastructure which is purely local is unlikely to affect trade, trade might be affected directly or indirectly – hence why Article 56 of GBER exempts aid for local infrastructure.

In our view the provision of the information and associated infrastructure for the reasons explained by Reading Buses is capable of amounting to the provision of local infrastructure within the meaning of Article 56.

The LEP should note that infrastructures which may be supported using Articles 14 to 55 of GBER (ie. everything other than regional aid) may not be assisted through Article 56. There is no obvious other category for exemption under GBER.

In terms of the specific requirements, for Article 56 to apply, the infrastructure must be made available to interested users on an open, transparent and non-discriminatory basis. The price charged for the use or the sale of the infrastructure must correspond to market price. We understand that Reading Buses has not been able to find any evidence of is investigating what a market price might be (not least because transport authorities do not charge for use of central systems. The important point here is that the payment of a market price is to ensure that there is no State aid to any bus (or other) operator that benefits from the project. This will include Reading Buses, of course, so it should also pay a market price to benefit from the project. Any sums paid either by Reading Buses or by other operators should go towards the project - whether capital or operating costs. It is helpful to note that the Commission has commented, in the context of transport infrastructure, that incremental cost coverage by users, where other methodologies aren't possible, will exclude aid to those users. Reading Buses has suggested having the operators cover the operating costs, so that should be adequate.

Any concession or other entrustment to a third party to operate the infrastructure must be assigned on an open, transparent and non-discriminatory basis, having due regard to the applicable procurement rules (i.e. via OJEU). We assume that any provider (and operator?) of the hardware and software required will be procured via a competitive tender.

### **Aid limits:**

The aid amount to Reading Buses must not exceed the difference between the eligible costs and the operating profit of the investment. (i.e. the aid amount = the investment costs – the operating profit). Operating profit is defined in Article 2(39) of GBER as being "the difference between the discounted revenues and the discounted operating costs over the relevant lifetime of the investment, where this difference is positive".

The Commission has said that the “relevant lifetime” is defined as “the lifetime of the investment that can be assimilated to the depreciation period in most accounting systems.” so Reading Buses’s accountants should assess what is the most appropriate period.

The operating profit must either be deducted from the eligible costs ex ante, on the basis of reasonable projections, or through a claw-back mechanism. So, it is possible to use either an advance definition of aid levels as an alternative to a claw-back based on

actual revenues and costs. “Reasonable projections” must be verified by appropriate analysis and this should be kept for audit purposes.

Accordingly, Reading Buses must (in order to demonstrate that Article 56 will apply) be able to show the LEP that the grant funding from it will not be greater than the difference between the eligible costs incurred by Reading Buses in developing the infrastructure and the operating profit (if any) made by Reading Buses from it over of the relevant lifetime of the investment.

### **Eligible costs:**

The exemptions in GBER allow for the funding of ‘eligible costs’. These are types of costs that can be funded using the particular exemption being relied upon under GBER. The eligible costs under Article 56 are the investment costs in tangible and intangible assets. Tangible assets are assets consisting of land, buildings and plant, machinery and equipment (so this includes the hardware required for the infrastructure, for example). Intangible assets are assets that do not have a physical or financial embodiment, such as patents, licences, know-how or other intellectual property.

### **Notification threshold:**

The threshold for individual notification to the Commission is €10 million for the project, so significantly higher than the costs involved.

### **General GBER considerations**

There are a number of other, more general, considerations which are relevant to the funding by the LEP to Reading Buses and the use of GBER and these (mostly) apply whichever article is used:

- The project must deliver commercial benefits to Reading Buses.
- The project would not be able to proceed at all or at the same scale or speed without the funding.
- The aid must have an incentive effect i.e. there has been a written application before the project has started and Reading Buses must be able to show a material increase in scope, amount spent or speed of completion of the project as a result of the funding.
- Eligible costs must be supported by clear and itemised documentary evidence.
- Aid must be transparent (i.e. it must be possible to calculate precisely the gross grant equivalent of the aid in advance). This will be satisfied if the sums to be provided are set out in the grant agreement with Reading Buses.
- The total amount of public support measures for the project must be taken into account, whatever the source. Aid exempted by one part of GBER may be cumulated with any other aid exempted under another part of GBER provided that those aid measures apply to different identifiable eligible costs. This is presumably not relevant, given that only Article 56 is likely to apply.
- Aid exempted by one part of GBER may not be cumulated with any other aid exempted under another part of GBER or under the De Minimis Regulation or with any other public funding which relates to the same (either partly or wholly

overlapping) eligible costs if that cumulation exceeds the highest aid intensity or aid amount applicable to the aid in question under GBER.

- The recipient must not be an “undertaking in difficulty” – the definition in GBER is fairly long and complex but this relates to undertakings being in financial difficulty.

Once aid has been provided under GBER, the LEP must submit a notification through the BEIS state aid unit and publish details of the aid measure on its website. This is set out at Article 9 of GBER. We can provide further information on this if necessary.

## **Services of General Economic Interest**

A service of general economic interest (SGEI) is a service of an economic nature that public authorities identify as being of particular importance to citizens, but which are not supplied by market forces alone, or at least not to the extent and under the conditions required by society. Their provision may therefore require public intervention. There are a range of SGEI activities, including postal services, public transport itself and a wide range of health and social services. SGEI are carried out in the public interest under conditions defined by the State, which imposes a public service obligation on the providers.

The Commission has said in its Quality Framework for Services of General Interest that SGEIs are economic activities which deliver outcomes in the overall public good that would not be supplied (or would be supplied under different conditions in terms of objective quality, safety, affordability, equal treatment or universal access) by the market without public intervention.

As an SGEI provision may not generate a sufficient profit for the provider, public service compensation might be needed to offset the additional costs stemming from the public service obligation.

Member states have discretion as to which services they classify as SGEIs, but the Commission has a residual oversight to make sure that Member states’ decisions on this are not completely outside the SGEI parameters.

We understand that a project of this nature would not be undertaken by a private sector operator on its own initiative, as it simply would not pay its way. We also understand that some local authorities set up systems comparable to those proposed for the project as part of their public functions. They use their statutory powers to do so. It would be helpful to understand whether there are any specific powers to enable them to this.

If not, then a local authority could presumably use its general powers of competence under the Localism Act 2011.

We have read the very helpful letter from the Council in which it explains:

“Reading Borough Council, in partnership with Reading Buses, has a successful history of delivering real time information systems over many years and in 2019 Reading Buses took over complete operation of the existing real-time system from the Council on the basis it would remain open to all operators. This project will, through the provision of a new real time information system platform, significantly increase the accuracy, availability and

content of information of the system. This will benefit multiple operators' services, current and potential bus passengers, and enable easier rail to bus interchange at major hubs, complemented by ticketing system enhancements. The Council supports this scalable and deliverable scheme which is intended to enable and encourage employees of local businesses, residents and visitors to switch to public transport for some or all of their journeys. This will also support economic growth in Reading and the Thames Valley by enhancing local connectivity and encouraging sustainable transport choices."

The Council also notes that it is

"happy to entrust to Reading Buses the continued delivery of open standards-based Real Time Information on the premise that the system will be available to other local public transport operators providing that those operators meet reasonable costs associated with the system, principally in relation to data transmission/communications costs, and undertake or fund data management and importing in accordance with appropriate standards themselves."

This is, therefore, a good base for dealing with the project as an SGEI and dealing with the funding as for an SGEI would mean (if the arrangements are compliant as a whole) that the provision of State aid to Reading Buses would not amount to illegal State aid.

### **What needs to be done?**

The easier SGEI option would be based on the Commission's 2012 Decision (the SGEI decision), but this cannot be used in relation to land transport.

Accordingly, the Council and the LEP will need to apply the criteria set out in Case C-280/00 *Altmark Trans v Regierungsprasidium Magdeburg* [2003] (*Altmark*).

In the *Altmark* ruling, the ECJ set out a four stage test which, if met, means that public service compensation does not constitute state aid.

1. The recipient must have public service obligations to discharge which are clearly defined.
2. The parameters on which the compensation is calculated must be established in advance in an objective and transparent manner.
3. The compensation must not exceed that which is necessary to cover all or part of the costs incurred in the discharge of the public service obligations (taking into account the relevant receipts and a reasonable profit).
4. The level of compensation needed must be determined on the basis of an analysis of the costs which a typical undertaking, well run and adequately equipped, would have incurred.

In short, therefore, the Council and the LEP could rely on *Altmark* if they ensure the following:

- There must be clear obligations on Reading Buses to provide the public service obligations using the funding provided. This will form the "act of entrustment" which entrusts the public service obligation on Reading Buses.
- The LEP (and the Council) establishes in advance the compensation required by a typical well-run and adequately resourced provider to comply with those obligations,

and ensures that the aid element in the subsidised price does not exceed this. It is important to note that this is not necessarily the costs of Reading Buses, which may be different to those of a typical well-run provider so, if basing this on Reading Buses' costs the LEP (and the Council) ought to carry out sufficient due diligence to show that these costs do not exceed those which would be incurred by a typical well-run provider. It is helpful to note that Reading Buses has already provided evidence of its supply arrangements and costs.

The agreement with Reading Buses must include:

- the methodology for calculating the compensation;
- a mechanism for the LEP/Council to monitor Reading Buses' costs to ensure that the permitted levels of compensation are not exceeded; and
- a claw back mechanism to recover any aid exceeding that which is permissible, or any aid in the event of a State aid breach.

Reading Buses would also have to have a separate accounting procedure for the project and ring fence the use of the funded assets.

So in terms of the practicalities, there would have to be an act of entrustment from the Council to Reading Buses for the SGEI and this would have to cross refer to the funding agreement between the LEP and Reading Buses to deal with the levels of compensation and clawback and so on. An alternative would be to roll the act of entrustment into the LEP's funding agreement, with the Council as a party to that agreement. We have seen both types of arrangements.

For completeness, the SGEI arrangements deal with provision of funding to Reading Buses to set up the project. As with the Article 56 solution, it is still important to ensure that a market price is paid to benefit from the project to ensure that there is no State aid to any bus (or other) operator, including Reading Buses, that benefits from the project. This is clearly anticipated by the Council. As with the Article 56 estimate of market pricing, this is more of an art than a science and the LEP should ensure that Reading Buses benchmarks the pricing as best it is able.

## **SGEI De Minimis**

The Commission has established ceilings up to which it believes that aid will not affect trade or competition. Aid for the provision of an SGEI not exceeding a ceiling of €500 000 over any period of three fiscal years is, under the SGEI DE Minimis Regulation, deemed not to affect trade between Member states and/or not to distort or threaten to distort competition and therefore does not fall under Article 107. We mention this for completion as the threshold is considerably lower than the level of funding proposed.

The providers of the systems and software and any other suppliers enabling the project to be carried out

It is important to ensure that the providers and suppliers appointed by Reading Buses do not benefit from State aid as a result of the LEP funding.

The public funding of goods, works and services through open and non-discriminatory public tenders, performed according to public procurement rules does not normally involve



State aid. As a general principle, an OJEU compliant (or comparable) tender process (whether directly procured or let under a compliant framework) should ensure that providers are not being remunerated at greater than market rates and are thus not receiving State aid. If a competitive procurement is not possible for any reason then Reading Buses should ensure that the rates are robustly benchmarked to ensure that the providers are not being paid at better than market rates. The LEP funding conditions will presumably have their own robust requirements for procurement down the chain of funding in any event.

**Browne Jacobson LLP**

## Appendix 5 – Response from Reading Buses

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To Bill Hicks Head of Infrastructure, Thames Valley Berkshire LEP Ltd, 100 Longwater Avenue  
Green Park READING RG2 6GP

06 July 2020

Dear Bill,

Re: Completing the Connection proposal

I write further to our previous correspondence in respect of the above project and to the advice note provided to the Local Enterprise Partnership by Browne Jacobsen.

We consider that, in taking on legacy Real Time Information (RTI) components from local authorities and in our stated commitment to establish the new RTI core system in order that it is available for other operators to import their data into - so as to provide a fuller travel information picture to intending customers - our proposal is in line with the Services of General Economic Interest (SGEI) strand outlined in the Browne Jacobsen advice note.

Reading Buses can demonstrate clear evidence of delivering public service obligations - our purpose is to deliver public bus services and it is a condition of our Public Service Vehicles Operator's licence that services we register are provided; further, we operate services on behalf of local authorities in line with contracts issued by local authorities, therefore we have public service obligations that we deliver against.

Further, we consider that the prior proposal and Full Business Case, as independently reviewed on the LEP's behalf, clearly identify robust costs associated with our proven, contracted suppliers delivering this project under our instructions and within the tight timelines in which implementation is intended to be substantially complete.

Yours sincerely,

Clive Tombs Commercial Manager Clive Tombs

Commercial Manager

07769 099 992

[clivetombs@reading-buses.co.uk](mailto:clivetombs@reading-buses.co.uk)

**Reading**buses

Great Knollys Street

Reading RG1 7HH



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**MEETING OF THE BERKSHIRE LOCAL TRANSPORT BODY (BLTB) – THURSDAY 15 JULY 2020**

**CONTACT OFFICER: Josie Wragg, Chief Executive, Slough Borough Council, Lead Officer to the BLTB**

**Item 11 – Financial Approval for 2.40 Windsor Town Centre Package**

**Purpose of Report**

1. To consider giving financial approval to scheme 2.40 Windsor Town Centre Package.
2. The proposed scheme sets out the case for investment in public realm enhancements within proximity of Windsor Castle and wider, small-scale, wayfinding interventions, both of which aim to increase visitor expenditure within the town. The public realm enhancements will be on Castle Hill and St. Alban's Street, directly outside the visitor entrance to Windsor Castle.
3. It seeks to improve the visitor experience as well as increase visitor expenditure, and so generate economic growth, by taking advantage of the opportunity presented by the high number of visitors to Windsor Castle. This shall be achieved by enhancing the public realm adjacent to the entrance to Windsor Castle, making the area more pleasant, and expanding the pedestrian area for visitors. This will support local businesses to improve their offer (e.g. through increased use of street cafes), as well as enhancing the look and feel of the area and improve the overall visitor experience.

**Recommendation**

4. You are recommended to give scheme 2.40 Windsor Town centre package full financial approval in the sum of £1,562,500 Local Growth Funds in 2020/21. This is on the terms of the funding agreement set out at paragraph 11 step 5 below.

**Other Implications**

Financial

5. In [January 2019](#) a re-prioritisation exercise was undertaken in advance of previously allocated Growth Deal Funds and returned to the Growth Deal "pot" for re-allocation. Scheme 2.40 Windsor Town Centre package is funded from this reallocation. See Appendix 1.
6. This report recommends that the RBWM be authorised to draw down the capital sum £1,562,500 from the Local Transport Body funding for this scheme.
7. The funding agreement set out at paragraph 11 step 5 sets out the roles and responsibilities, reporting and auditing arrangements, timing and triggers for payments, contributions from other funders, consequences of delay, consequences of failure, claw back, and evaluation requirements at one and five years on.

Risk Management

8. The risk management arrangements already put in place by the Local Transport Body are as follows:

- The [Assurance Framework](#)<sup>1</sup> has been drafted following DfT guidance and has been approved by the DfT for use in allocating capital funds for transport schemes
- Hatch Regeneris have been appointed as Independent Assessors and have provided a full written report (see [Appendix 2](#)) on the full business cases for the schemes
- The funding agreement set out at paragraph 11, step 5 makes clear that the financial risk associated with implementation of the scheme rests with the scheme promoter.

#### Human Rights Act and Other Legal Implications

9. Slough Borough Council will provide legal support for the BLTB should any questions arise.

#### **Supporting Information**

10. The scheme will be carried out by the Royal Borough of Windsor and Maidenhead.
11. The full details of the scheme are available from the [RBWM Council website](#)<sup>2</sup>.

A summary of the key points is given below:

Task	Timescale
Preliminary designs	July - Oct 2020
Detailed designs	August – December 2020
Construction	Start October 2020
Completion	April 2021

Activity	Funder	Cost (approx)
Scheme development	RBWM	£500,907
Major scheme funding	Berkshire Local Transport Body	£1,562,500
Section 106 agreements		£350,000
<b>Total</b>		<b>£2,413,407</b>

12. The table below sets out the details of this scheme's compliance with steps 1-5 of paragraph 14 of [Assurance Framework](#)<sup>3</sup>.

Assurance Framework Check list	2.40 RBWM: Windsor Town Centre Package
	This scheme sets out the case for investment in public realm

Assurance Framework Check list	2.40 RBWM: Windsor Town Centre Package			
	<p>enhancements within proximity of Windsor Castle and wider, small-scale, wayfinding interventions, both of which aim to increase visitor expenditure within the town. The public realm enhancements will be on Castle Hill and St. Alban’s Street, directly outside the visitor entrance to Windsor Castle.</p> <p>This scheme was submitted and was given 21.5 points and ranked ninth out of sixteen schemes submitted. See <a href="#">Appendix 1</a>.</p>			
	Factor	Raw score	Weighting	Weighted score
	SEP	3	1.5	4.5
	Deliverability	2	2.0	4.0
	Economic Impact	2	4.0	8.0
	TVB area coverage	3	1.0	3.0
	Natural Capital	1	1.0	1.0
	Social Value	2	0.5	1.0
	Total			21.5
	Step 2: Programme Entry: evolution of the scheme from outline proposal to full business case, external view on the business case, and independent assessment (See paragraphs 15 and 16)	<p>Programme Entry status was given to Windsor Town Centre package by the BLTB on <a href="#">31 January 2019</a> (minute 34b refers).</p>		
<p>The <a href="#">RBWM Council website</a><sup>4</sup> holds the latest details of the full business case, including the VfM statement certified by the senior responsible officer.</p>				
<p>Any comments or observations on the scheme received by either TVB LEP or RBWM have been fully considered during the development of the scheme.</p>				
<p>The reports of the Independent Assessor are attached at <a href="#">Appendix 2</a>. The Independent Assessor was asked to report as follows:</p> <ul style="list-style-type: none"><li>• Completeness – has the promoter prepared a complete Full Business</li></ul>				

<sup>1</sup> <http://www.thamesvalleyberkshire.co.uk/berkshire-strategic-transport-forum>

<sup>22</sup> [https://www3.rbwm.gov.uk/info/200133/strategies\\_plans\\_and\\_policies/229/strategic\\_economic\\_plan](https://www3.rbwm.gov.uk/info/200133/strategies_plans_and_policies/229/strategic_economic_plan)

<sup>3</sup> <http://www.thamesvalleyberkshire.co.uk/berkshire-strategic-transport-forum>

<sup>vii</sup> [https://www3.rbwm.gov.uk/info/200133/strategies\\_plans\\_and\\_policies/229/strategic\\_economic\\_plan](https://www3.rbwm.gov.uk/info/200133/strategies_plans_and_policies/229/strategic_economic_plan)

Assurance Framework Check list	2.40 RBWM: Windsor Town Centre Package
	<p>Case submission, when judged against the prevailing advice from the DfT</p> <ul style="list-style-type: none"> <li>• Accuracy – has the promoter performed the relevant calculations and assessments accurately and without error</li> <li>• Relevance – has the Full Business Case considered all relevant matters, including use of appropriate forecasting models and planning assumptions, and has it included any irrelevant considerations such as unduly-optimistic assumptions or out of date modelling data</li> <li>• Value for Money – does the scheme promoter's Value for Money assessment comply with the prevailing DfT guidance</li> <li>• Evaluation arrangements – has the scheme promoter made provision for appropriate post-implementation evaluation of the scheme.</li> <li>• Remedies – where the independent assessment reveals a gap between the FBC supplied and the standard anticipated by the DfT guidance, then the advice for the LTB should include recommendations for remedial actions required – e.g., collection of further data, sensitivity tests on particular assumptions etc.</li> </ul>
Step 3: Conditional Approval	The Independent Assessor has recommended that for this addendum that Full Financial Approval is appropriate.
<p>Step 4: Recommendation of Financial Approval</p> <ul style="list-style-type: none"> <li>• High Value for Money</li> <li>• Support of the Independent assessor</li> </ul>	<p>The Independent Assessor has identified that the Benefit Cost Ratio (BCR) of the component scheme enhancements are both within the High Value category:</p> <p>Windsor Town Centre Package: 2.3: 1.</p> <p>DfT has set thresholds of 2.00 (High VfM) and 4.00 (Very High VfM) and schemes with BCRs above these thresholds can be described as having High or Very High Value for Money.</p>
<p>Step 5: Formal Agreement</p> <ul style="list-style-type: none"> <li>• roles</li> <li>• responsibilities</li> <li>• implementation</li> <li>• reporting</li> </ul>	<ul style="list-style-type: none"> <li>• <u>Roles</u>: TVB LEP is a part funder of the scheme. RBWM is the scheme promoter and is the relevant highway and planning authority.</li> <li>• <u>Responsibilities</u>: TVB LEP is responsible for allocating the capital finance in accordance with its Assurance Framework. RBWM is responsible for all aspects of the design, risk management, insurance, procurement, construction and implementation of the scheme, including its responsibilities as highway and planning authority, any other statutory duties, and any financial or other liabilities arising</li> </ul>



Assurance Framework Check list	2.40 RBWM: Windsor Town Centre Package
<ul style="list-style-type: none"> <li>• auditing</li> <li>• timing and triggers for payments,</li> <li>• contributions from other funders,</li> <li>• consequences of delay,</li> <li>• consequences of failure,</li> <li>• consequences of change to the design or specification of the scheme</li> <li>• claw back,</li> <li>• evaluation one and five years on</li> <li>• other conditions of Local Growth Funds</li> </ul>	<p>from the scheme.</p> <ul style="list-style-type: none"> <li>• <u>Implementation</u>: In addition to any reporting requirements within RBWM, the scheme promoter will use the proforma supplied by TVB LEP to make reports on progress of the implementation of the capital scheme to each meeting of the BLTB until the build is complete. In particular, RBWM will report on any change in the size, scope or specification of the scheme; and on any substantial savings against the scheme budget whether achieved by such changes to the size, scope or specification of the scheme, or through procurement, or through the efficient implementation of the scheme.</li> <li>• <u>Reporting</u>: The scheme promoter must provide accurate, timely, verified and quality assured quarterly monitoring and forecast data, which relate to defined output and outcome indicators agreed between TVB LEP and government as a condition of the Growth Deal. This scheme will not be required to participate in an evaluation as set out in the Growth Deal Monitoring and Evaluation Plan.</li> <li>• <u>Auditing</u>: RBWM will keep financial records such that the expenditure on the scheme is readily identifiable, and if and when BEIS, DfT or other government department or the accountable body for TVB LEP requests access to financial or other records for the purposes of an audit of the accounts, RBWM will co-operate fully.</li> <li>• <u>Timing and Triggers for payments</u>: See the Claim Proforma – available on request.</li> <li>• <u>Contributions from Other Funders</u>: RBWM will contribute £500,907 capital and £350,000 S106 in regard to Windsor Town Centre package in 2020/21. In the event that the scheme experiences or it is anticipated that the scheme will experience a shortfall in these contributions, RBWM will be required to notify TVB LEP of these developments. The provisions of clauses 8, Consequences of Delay; 9, Consequences of Change to the Design or Specification of the Scheme; or 10, Consequences of Failure will then be applied.</li> <li>• <u>Consequences of Delay</u>: In the event that the scheme experiences minor delays to its overall Business Case programme (no more than 10 weeks), RBWM will report these delays and the reasons for them, and the proposed remedial action to the next available meeting of the BLTB. In the event that the scheme experiences major delays to its overall Business Case programme (11 weeks or longer) RBWM will be required to seek permission from TVB LEP to reschedule any</li> </ul>

Assurance Framework Check list	2.40 RBWM: Windsor Town Centre Package
	<p>payments that are due or may be delayed in falling due because of the delay to the overall Business Case programme.</p> <ul style="list-style-type: none"> <li> <p><u>Consequences of Change to the Design or Specification of the Scheme:</u> In the event that RBWM wishes to change the design or specification of the scheme such the scheme delivered will vary in any material aspect from the description given in the overall business case, RBWM will be required to seek prior written consent from TVB LEP. Failing this permission, no further monies will be paid to RBWM after the change becomes apparent to TVB LEP. In addition, consideration will be given to recovering any monies paid to RBWM in respect of this scheme.</p> </li> <li> <p><u>Consequences of Failure:</u> As soon as it becomes apparent to RBWM that it will not be possible to deliver the by the end of April 2021, written notice shall be given to the accountable body for TVB LEP. No further monies will be paid to RBWM after this point. In addition, consideration will be given to recovering any monies paid to RBWM in respect of this scheme.</p> </li> <li> <p><u>Claw back:</u> If the overall scheme achieves savings against budget, these savings will be shared by TVB LEP and the other funders noted above in proportion to the amounts set out in the Financial Profile. The accountable body for TVB LEP reserves the right to claw back any amounts of grant that have been spent on purposes other than the scheme as approved and any repayments due as a consequence of changes to the design or specification of the scheme or scheme failure.</p> </li> <li> <p><u>Evaluation One and Five Years On:</u> RBWM will produce scheme evaluations One and Five years after practical completion that comply with DfT guidance.</p> </li> <li> <p><u>Other Conditions of Local Growth Funds:</u> RBWM will acknowledge the financial contribution made to this scheme through Local Growth Funds and follow the '<a href="http://www.thamesvalleyberkshire.co.uk/getfile/Public%20Documents/Strategic%20Economic%20Plan/Logos%20for%20branding/GROWTH%20DEAL%20IDENTITY%20GUIDELINES%20280219.pdf?inline-view=true">Growth Deal Identity Guidelines</a>' – see link <a href="http://www.thamesvalleyberkshire.co.uk/getfile/Public%20Documents/Strategic%20Economic%20Plan/Logos%20for%20branding/GROWTH%20DEAL%20IDENTITY%20GUIDELINES%20280219.pdf?inline-view=true">here:</a>  <a href="http://www.thamesvalleyberkshire.co.uk/getfile/Public%20Documents/Strategic%20Economic%20Plan/Logos%20for%20branding/GROWTH%20DEAL%20IDENTITY%20GUIDELINES%20280219.pdf?inline-view=true">http://www.thamesvalleyberkshire.co.uk/getfile/Public%20Documents/Strategic%20Economic%20Plan/Logos%20for%20branding/GROWTH%20DEAL%20IDENTITY%20GUIDELINES%20280219.pdf?inline-view=true</a></p> </li> </ul> <p>It will also give due regard to the Equality Act 2010 - Public Sector and with the Public Services (Social Value Act) 2012, particularly through the employment of apprentices across the scheme supply</p>

<b>Assurance Framework Check list</b>	<b>2.40 RBWM: Windsor Town Centre Package</b>
	chain.

## Conclusion

13. It is the conclusion of the Independent Assessor that the overall case for investment in the Windsor Town Centre Package scheme is strong, albeit the delivery of the project will need to be carefully managed, including the development of the final scheme costs, the required consultation and engagement processes, and overall risk management. On this basis, Hatch Regeneris recommend the scheme for approval.

## Background Papers

14. The LTB and SEP scoring exercise papers are available on request.

## Appendix 1 - Local Growth Deal list of prioritised schemes agreed in July 2018

	Weighting Factor	1.5	2	4	1.5	0.5	0.5			GD3	
	Factor	SEP	Deliverable	Economic Impact	TVB area	Natural Capital	Social Value	Total Score	Rank	£m Bid for	Cumulative
2.31	Slough: Stoke Road Area Regeneration	4.5	6	12	3	1	1.5	28	1=	7,650,000	Programme entry July 18
2.32	Maidenhead: Housing Sites Enabling Works	4.5	6	12	3	1	1.5	28	1=	4,660,000	Programme entry July 18
2.33	GWR: Maidenhead to Marlow Branch Line Upgrade	4.5	6	8	4.5	1	1.5	25.5	3	1,525,000	Programme entry July 18
2.35	Reading: Reading West Station Upgrade	4.5	6	8	3	1	1.5	24	4=	3,100,000	3,100,000
2.36	Wokingham: Coppid Beech Park and Ride	4.5	6	8	3	1.5	1	24	4=	2,400,000	5,500,000
2.37	Bracknell: A322 A329 Corridor Improvements	4.5	6	8	3	0.5	1.5	23.5	6=	1,200,000	6,700,000
2.38	Theale: Theale Station Park and Rail Upgrade	4.5	6	8	3	1	1	23.5	6=	4,000,000	10,700,000
2.39	Wokingham: Coppid Beech northbound on-slip widening	4.5	6	8	3	0.5	1	23	8	2,322,431	13,022,431
2.40	Windsor: Town Centre Package	4.5	4	8	3	1	1	21.5	9	1,562,500	14,584,931
2.41	Slough: SMaRT Phase 3 A4 West Park and Ride	4.5	2	8	3	0.5	0.5	18.5	10	4,160,000	18,744,931
	Wokingham: Barkham Bridge	3	4	8	1.5	0.5	1	18	11	4,235,641	
	Slough: A355 Route Enhancement Phase 2	4.5	2	8	1.5	0.5	0.5	17	12	3,600,000	
	Slough: Town Centre to M4 Junction 6 Link	3	2	8	1.5	0.5	1	16	13	9,600,000	
	Wokingham: Tan House Crossing	4.5	2	4	1.5	1	1	14	14	1,200,000	
	Slough: Chalvey Regeneration	3	2	4	3	0.5	0.5	13	15	28,000,000	
	Wokingham: California Crossroads	1.5	4	4	1.5	0.5	1	12.5	16	3,581,129	

**Appendix 2**

**Thames Valley Berkshire Local Enterprise Partnership**

**Independent Assessment Summary Report:**

**Windsor Visitor Economy**

**July 2020**

**[www.hatchregeneris.co.uk](http://www.hatchregeneris.co.uk)**

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## **Executive Summary**

- i. This technical note provides an independent assessment of the Windsor Visitor Economy (WVE) Scheme Business Case submission to the Thames Valley Berkshire Local Enterprise Partnership.

## **Scheme Summary**

- ii. The full business case submission sets out the case for investment in public realm enhancements within proximity of Windsor Castle and wider, small-scale, wayfinding interventions, both of which aim to increase visitor expenditure within the town.
- iii. The public realm enhancements will be on Castle Hill and St. Alban's Street, directly outside the visitor entrance to Windsor Castle, encompassing the area outlined below:
- iv. The wider wayfinding interventions are presented on the diagram below:

- 1.1 The overall funding request from the LEP is for £1.563 million (65%) of a forecast total scheme cost of £2.413 million.

## **Review Findings**

### **Conclusions**

- v. The strategic case demonstrates alignment with strategic priorities and provides clear underlying evidence of the need to delivery urban realm and wayfinding to support the local visitor economy.
- vi. The approach to assessing the economic benefits is generally robust and demonstrates the scheme should deliver high value for money, including positive environmental and social impacts.
- vii. The financial case appears reasonably sound but could be subject to variation post preliminary and detailed design. There is considered to be a reasonable level of contingency to support a robust case for investment. The RBWM funding is included within their Capital Programme for 2020/21 and RBWM have committed to managing any potential cost overruns.
- viii. The commercial and management cases are generally robust, but some information is limited in nature. The main areas for concern relate to the need for statutory consultation, as well as the management of risk to project and programme delivery.

### **Recommendations**

- ix. It is our conclusion that overall case for investment in the scheme appears strong, albeit the delivery of the project will need to be carefully managed, including the development of the final scheme costs, the required consultation and engagement processes, and overall risk management.
- x. On this basis, we recommend the scheme for approval.

## **1. Introduction**

- 1.1 This report provides an independent assessment of the Full Business Case (FBC) submitted by Royal Borough of Windsor and Maidenhead (RBWM) for public realm enhancements within proximity of Windsor Castle and wider, small-scale, wayfinding interventions.
- 1.2 This report considers the evidence presented by RBWM and whether the package of measures presents a robust case for the investment of Thames Valley Berkshire Local Enterprise Partnership (TVB LEP) growth deal funds.
- 1.3 The independent assessment has applied criteria from TVB LEP assurance framework and the requirements for transport scheme business cases set out within the Department for Transport (DfT) WebTAG.

## **Submitted Information**

- 1.4 The independent assessment process for the Windsor Visitor Economy (WVE) submission has been conducted on the following set of documentation submitted by RBWM and their consultant team (Project Centre):
  - Full Business Case Report (6th July 2020)
- 1.5 Whilst no formal Appraisal Specification Report or Option Appraisal Report was submitted by the Applicant, and the overall approach to be adopted and how the options have been developed, has been discussed at a series of meetings with RBWM and Project Centre between February 2019 and June 2020.

## **Report Structure**

- 1.6 This Independent Assessors Report responds to the formal submission of documentation, as well as the informal engagement process with RBWM and their consultants, to provide a review of information provided, assess its suitability and robustness against TVB LEPs assurance requirements, and provide recommendations in relation to the approval of LEP funding for the proposed scheme.
- 1.7 The report is structured as follows:
  - Section 2: Option Assessment – provides a high-level review of the process undertaken to develop the scheme options and its acceptability.
  - Section 3: Appraisal Specification – presents a high-level review of the proposed approach to the full business case appraisal and its acceptability
  - Section 4: Full Business Case Submission – presents a summary of scheme elements included in business case submission, alongside the details presented within each of the five 'cases' (Strategic, Economic, Financial, Commercial, Management). It also sets out the recommendations to the LEP Local Transport Body relating to the suitability of the scheme for funding.



## **2. Option Assessment**

### **Overview**

- 2.1 No formal Option Appraisal Report was submitted for this scheme; however, the scheme options have been developed as part of wider masterplanning work for Windsor Town Centre. As part of these proposals, a new dedicated coach park is to be developed at Alma Road. This requires the temporary relocation of the current coach park to King Edward VII car park, with a shuttle bus service to be run between the relocated coach park and Thames Street. This will change the dynamic of visitor movements across the town and provides the opportunity to influence behaviour.
- 2.2 In support of the wider masterplanning work, a series of scheme options have been considered for enhancing core areas of public realm in Windsor Town Centre. These options were developed in liaison with key stakeholders, including Windsor Castle. During the stakeholder consultation and scheme development, the following key priorities, issues and constraints were identified:

#### Priorities:

- Space that enhances the Town Centre and setting of Windsor Castle;
- Improve visitor experience;
- Economically advantageous to businesses;
- Security requirements' and
- Requirements of Windsor Castle as major stakeholder .

#### Issues and constraints:

- Access arrangements to the Castle;
  - Visitor queuing arrangements and how they should be protected;
  - Coach drop-off arrangements;
  - The setting of Queen Victoria's statue;
  - Access and dropping off for taxis and private hire area and access;
  - New entrance layout for visitors;
  - Existing private parking;
  - Space allocation and delineation; and
  - Quality, look, and feel of the Castle and Town.
- 2.3 Four scheme options were developed in response to these requirements, with the spatial scope of the scheme being the primary variable. The public realm works within each core area were all proposed to include paving and surface material enhancements and new street furniture:

- OPTION 1: Closure of Castle Hill and part of St. Alban's Street to the visitor centre. Bollards and gates to create modal filters and enclose the area
  - OPTION 2: Same as Option 1, with the St. Alban's Street pedestrian extent extended to the junction with St. Alban's Close
  - OPTION 3: Same as Option 2, with the Castle Hill footway widened on the south side to narrow the carriageway road width to 6m
  - OPTION 4: This option presents a wider enhancement area, extending Option 3 to include Thames Street between Park Street and Jubilee Arch. Carriageway width to be reduced
- 2.4 Based upon the further discussions with stakeholders, Option 3 was identified as the preferred option to be taken forward, which includes a low height kerb to be built out on the southern footway to delineate the carriageway area to support the requirements for ceremonial events at the castle.
- 2.5 The wider wayfinding elements of the scheme have been developed by assessing visitor footfall on key routes across the town and understanding how that might alter with the new temporary coach car park location. The key routes have been overlaid with an assessment with current provision to identify where new wayfinding measures are required.

## **Review**

- 2.6 Whilst a formal option appraisal is not presented, it is clear that the identification of the preferred scheme option for the urban realm improvement has been through a rigorous process, including extensive consultation. It also fits in with wider development aspirations for the town.
- 2.7 A range of alternative design options have been considered, with the preferred options selected to best meet the requirements of local stakeholders.
- 2.8 The approach to identifying the wayfinding measures is also considered robust, with a detailed understanding of current and future visitor footfall and the need for additional provision at key locations.

## **3. Appraisal Specification**

### **Overview**

- 3.1 Whilst no formal Appraisal Specification Report was submitted by the Applicant, the overall approach to be adopted has been discussed during a variety of meeting with RBWM and Project Centre, from February 2019 through to June 2020.
- 3.2 These discussions focused upon:
- The description of the scheme and the location of the proposed improvements;

- The objectives of the scheme;
- An understanding of the local visitor economy and key routes around the town for visitors;
- An overview of the current town centre provision for visitors; and
- The proposed appraisal methodology, with a specific focus upon the approach to the Economic Case.

## **Review**

- 3.3 The primary purpose of the discussions were to agree how the proposed enhancements will impact upon visitors to Windsor, and specifically the Castle, and how it may influence their behaviour in terms of the routes they use, the amount of time they dwell in specific areas, and the amount they spend within the local visitor economy.
- 3.4 Based upon initial evidence presented, it was agreed that current levels of spend amongst visitors to Windsor is relatively low, and that key reason for this is that routes through the town, and the local urban realm, do not encourage visitors towards key shopping locations and to spend time dwelling within these area.
- 3.5 It was agreed that assessing the potential impact of the scheme on increasing the level of average spend amongst visitor was a key benefit. This could be captured through case study evidence assessing the impact of other urban realm scheme upon local retail turnover and increased retail employment.
- 3.6 In addition, it is agreed that the urban realm improvements, by themselves, will deliver direct benefits to all visitors who use and dwell within them. It was agreed that the Transport for London (TfL) Valuing Urban Realm Toolkit (VURT) was an appropriate tool for assessing this impact.

## **4. Full Business Case**

### **Overview**

- 4.1 The full business case submission sets out the case for investment in public realm enhancements within proximity of Windsor Castle and wider, small scale wayfinding interventions, both of which aim to increase visitor expenditure within the town.
- xi. The public realm enhancements will be on Castle Hill and St. Alban's Street, directly outside the visitor entrance to Windsor Castle, encompassing the area outlined below:
- 4.2 The wider wayfinding interventions are presented on the diagram below:

### **Key Input Assumption and Parameters**

- 4.3 The overarching business case is based upon a range of key assumptions and data sources that underpin the appraisal process:
- All scheme elements will be completed and operational by April 2021
  - The temporary relocation of the current coach park to King Edward VII car park, with a shuttle bus service to be run between the relocated coach park and Thames Street
  - Current average day visitor spend within local shops = £6.93
  - The scheme will result in a 20% increase in visitor spend within local shops resulting in an increase of average day visitor spend of £1.39
  - 40% of Windsor Castle visitors will increase their spend
  - 2018 ONS Annual Business Survey data for retail economy turnover, GVA and jobs
  - HCA Additionality Guide (2014) regional multiplier of 1.38
  - 25% displacement of employment impacts
  - The scheme will result in 60% of visitors dwelling for a minimum of 20 minutes
  - 15-year appraisal period
  - Costs and benefits discounted to 2020 prices
  - 20% Optimism Bias

#### **Independent Assessor Comment**

- 4.4 Whilst the level of certainty around the wider masterplanning exercise is unclear, it is understood that the proposals to relocate the coach parking are well developed. In the event it were not taken forward this is unlikely to affect the benefits generated by the core urban realm scheme but may require reconsideration of wayfinding elements.
- 4.5 The data on average spend is considered robust. Clear case study evidence is presented showing the impact of urban realm upon retail spend. The assumptions applied within the analysis apply a relatively conservative approach based upon the findings.
- 4.6 The logic around 40% of Windsor visitors increasing their spend and 60% increasing dwell time is clearly presented. It is noted that sensitivity tests are undertaken to examine the implication of lower values.
- 4.7 The application of ONS data and HCA multipliers is appropriate. The 25% displacement allowance is considered acceptable.
- 4.8 The appraisal of urban realm welfare benefits is considered appropriate over a 15-year period. Whilst for the analysis of the impact of increased visitor spend might typically be assessed over a 10-year period, this is not directly specified within HM treasury Green Book, rather an appropriate appraisal period for the life-time of the asset should be applied. RBWM reference studies that

indicate there is evidence that these schemes do have positive economic impacts beyond a 12-year period and so, on that basis, we consider the 15-year appraisal period to be broadly acceptable. This will be considered further under the sensitivity testing section within the review of the Economic Case

4.9 The 20% optimism bias is considered appropriate.

#### **Strategic Case**

- 4.10 The Strategic Case provides an overview of the strategic context and contribution of the scheme to strategic priorities, as well as a clear presentation of the need for the urban realm investment to support the local visitor economy.
- 4.11 An overview of the study area context is presented in relation to economic growth and exiting travel patterns, as well as key destination locations. The levels of current footfall on key routes through the town are also presented and how this is forecast to change with wider masterplanning proposals, including the relocation of coach parking.
- 4.12 A set of existing issues are identified, including the relatively low level of spend among visitors, despite high satisfaction levels with the shops themselves. Key opportunities are identified as:
- Increasing footfall on the high street;
  - Increasing expenditure within the shops;
  - Supporting economic growth and prosperity within the town; and,
  - Increasing employment opportunities.
- 4.13 The contribution of the scheme to national, regional and local strategic priorities is set out, specifically highlighting the focus upon revitalising high streets, as well as the role of Windsor Castle as a global brand for Berkshire.
- 4.14 The primary scheme objective is defined as to generate economic growth within Windsor by capitalising on the opportunity presented by the high number of visitors to Windsor Castle. This will be achieved through enhancing the public realm and encouraging visitors to dwell and enjoy the area.
- 4.15 A series of measures of success are set out, including pedestrian footfall, visitor expenditure, and pedestrian dwell times around Windsor Castle.
- 4.16 A set of case study evidence is set out that demonstrates the impact of previous urban realm scheme upon local retail economies and concludes that improvements can generate between 20% and 40% increased retail spend.
- 4.17 The main constraints in delivering the schemes are stated to relate to managing construction with the level of footfall within the town centre, ensuring impacts on local businesses and Windsor Castle are minimal, along with security implications of the locality.

- 4.18 A discussion on inter-dependencies is included, although it focuses more broadly upon project risks. Key stakeholders who will need to be consulted are listed.
- 4.19 The option development process is summarised, including the identification of the preferred option.

#### **Independent Assessor Comment**

- 4.20 The Strategic Case is considered to present a good overview of the issues, objectives and preferred urban realm enhancement to support the local visitor economy within Windsor town Centre.
- 4.21 The local context, issues and opportunities provide a good understanding the challenges facing local retailers despite the high footfall of visitors to the Castle. The wider masterplanning proposals clearly provide an initiative to enhance conditions.
- 4.22 The policy context is well established, with a clear understanding of the priorities of national, regional and local bodies, including the Berkshire Local Industrial Strategy and Strategic Economic Plan.
- 4.23 The established scheme objective, and sub-objectives, are clear and logical, and the identified measures of success align well with the objectives.
- 4.24 The case study evidence presented is insightful and provide useful contextual data. The conclusions drawn from the case studies are considered robust, including the assumption that visitor spend will increase by 20% from the urban realm improvements.
- 4.25 The discussion on constraints rightly focus upon the context in which the scheme will need to be delivered, noting the high footfall and importance of minimising the impact upon existing retail and leisure activities, as well as the security requirements of the Castle. The Construction Management Plan proposed will be an important document in identifying how all of these potential constraints can be effectively managed. It is understood that the only outstanding approvals will be internal detailed design approvals. The detailed design will be subject to a Traffic Management order and so will require statutory consultation, with the potential risk objections.
- 4.26 The section on inter-dependencies focuses upon the risks associated with the delivery of the scheme. No specific dependencies upon internal and external factors are identified; however, the wider masterplanning exercise and the operation of the Castle are likely to be factors that need consideration.
- 4.27 In the discussion of stakeholders, whilst there is no indication of the level of engagement to-date, it is understood that there is support amongst key stakeholders and, specifically, Windsor Castle. On-going engagement with the Castle and local retailers will be important to successful delivery.
- 4.28 The options assessment section demonstrates that due consideration has been given to the optimum scheme designs for the urban realm and wayfinding measures (see Section 2 of this report for more details).
- 4.29 Overall, the Strategic Case is considered to provide sufficient evidence to demonstrate a clear need for the urban realm and wayfinding improvements to support the local visitor economy.

## **Economic Case**

- 4.30 The Economic Case sets out the appraisal rationale and the approach undertaken to assess the potential scheme benefits and the case for public sector investment.
- 4.31 It is highlighted that, whilst the scheme impacts upon highway provision, a conventional approach to transport appraisal is not appropriate as the traffic flows at the scheme location (Castle Hill) are very low. The alternative approach to assessing the scheme benefits in terms of increased visitor spend and urban realm welfare benefits is set out.
- 4.32 The visitor spend analysis concludes that the increased level of spend (retail turnover) will be sufficient to generate up to seven retail jobs with a Gross Value Added (GVA) to the economy equivalent to just under £220,000 per annum (in 2020 prices)
- 4.33 The urban realm welfare analysis concludes the scheme will generate annual benefits of £339,846 in 2020 prices through the welfare value visitor will place on the higher standard of urban realm.
- 4.34 The underlying assumptions within the cost benefits analysis are set out and the Present Value of Cost (including 20% optimism bias) and Benefits presented. Overall, a Benefit Cost Ratio (BCR) of 2.32 is forecast.
- 4.35 The outcomes of two sensitivity test are presented. These consider the implication of the proportion of visitors spending more in the local area reducing from the central case forecast of 40% to 30% or 20%. The predicted BCR falls to 2.07 under the 30% scenario and 1.81 under the 20% scenario.
- 4.36 An overview of environmental and social impacts is presented, highlighting a range of potential benefits and limited risks of negative impacts.
- 4.37 A short Value for Money Statement concludes the Economic Case, summarising the BCRs.

## **Independent Assessor Comment**

- 4.38 The overarching approach adopted within the Economic Case is considered robust.
- 4.39 There is no reference to the options assessment process within the Economic Case, but it is acknowledged that it is covered in other areas of the business case.
- 4.40 It is agreed that a traditional approach to assessing a highway-based scheme would not have been appropriate for this scheme, given that Castle Hill currently has no through traffic and is, effectively, restricted to local access requirements.
- 4.41 The approach adopted to assessing increased visitor spend applies robust case study evidence and local retail data, as well as ONS and HCA metrics. The assessment is considered consistent with HM Treasury Green Book and MHCLG appraisal requirements.
- 4.42 The assessment of welfare impacts of the urban realm improvements utilises the industry standard TfL VURT approach, including the Pedestrian Environmental Review System (PERS) tool. Whilst the tool was calibrated and validated for a London context, the location of this scheme directly outside an internationally renowned visitor attraction in South East England means it is considered equally applicable for this scheme.

- 4.43 The overall cost benefit analysis is considered to be generally robust. The application of a 20% optimism bias is considered appropriate. It was noted within the earlier section of this report on 'Key Input Parameters and Assumptions' that the appraisal period of 15 years, whilst entirely appropriate for the welfare impacts, may be considered non-typical for the visitor retail spend impacts. However, we accept the evidence presented by RBWM that these benefits will extend beyond a 12-year period and so the 15-year appraisal is considered broadly acceptable.
- 4.44 The assessment of potential environmental and social impacts, whilst high level and qualitative in nature, highlights that the scheme should generate a range of positive benefits in terms of reducing noise, air quality and emissions, as well as positive impacts on townscape and enhancing heritage assets. The scheme should also encourage physical activity, improve pedestrian journey quality, and enhance accessibility/reduce pedestrian severance. Whilst road traffic access will be reduced along Castle Hill during certain periods of the day, the volumes of traffic affected are minimal.
- 4.45 There is no overall Appraisal Summary Table presented for the scheme but the overall quantified assessment of value for money appears to demonstrate that the scheme should deliver high value for money from investment.
- 4.46 The sensitivity tests for cost benefit analysis demonstrates that the scheme would still deliver a BCR of over 2 to 1 if only 30%, instead of 40%, of visitors increase their spend. Whilst the BCR would fall to 1.81 to 1 under the 20% sensitivity test, this would still represent good value for money from investment.
- 4.47 In relation to the period over which the visitor spend impacts have been appraised, it can be seen that even if this was reduced to 12 years, the BCR would still be estimated to be 1.96 to 1 (within the margin for error for 'high' value for money).

#### **Financial Case**

- 4.48 The Financial Case provides an overview of scheme capital costs, cost profiles and funding sources.
- 4.49 The overall scheme capital costs are detailed for the urban realm and wayfinding elements and are based upon RBWM term contract unit rates, with an uplift to account for additional costs from experience of delivering similar schemes, and are based on outline designs. The level of contingency applied is 20% of the base capital costs. Standard allowances for design and preliminaries, totalling 35% of base scheme costs, are included.
- 4.50 The profile of costs indicates all expenditure will be within 2020/21 and, likewise, the profile of funding. A total of £1.563 million (65%) of funding is requested from the LEP, with £350,000 in S106 contributions and £500,907 from RBWM capital programme.

#### **Independent Assessor Comment**

- 4.51 A breakdown in scheme costs is not directly presented and so cannot be fully verified. It is understood the preliminary design has yet to be completed and so there is potential for cost variation to emerge through both preliminary and detailed design.
- 4.52 The level of contingency applied (20%) is considered a reasonably robust amount, given the stage of design, but no details of how this was derived is presented.



- 4.53 There is no specific indication of whether construction inflation has been taken into account within the cost profiling.
- 4.54 There is no reference to maintenance costs requirements. Typically, the maintenance of higher quality urban realm materials are higher than standard highway materials.
- 4.55 The source of match-funding is presented, and it is understood that it is included within RBWM's capital programme for 2020/21. Whilst the risk of higher costs is partly covered by the contingency, RBWM have stated that they will be responsible for managing any further cost overruns and ensure these are minimised, where possible.

#### **Commercial Case**

- 4.56 The Commercial Case outlines the procurement strategy for the schemes and provides information on payment mechanisms, risk allocation, contract length and contract management.
- 4.57 Four strategic outcome objectives are listed in relation to achieving cost certainty; ensuring a robust implementation programme is developed; that preparation costs are minimised; and there is contractor input into risk management. The key deliverables are stated in relation to an output-based specification.
- 4.58 The procurement strategy outlines two long-term framework contracts for delivery of the project. It demonstrates that these contracts were let in 2017 through a rigorous competitive tender process to ensure they provide best value for money.
- 4.59 RBWM conclude that, as the scheme includes standard highway civils and public realm improvements that fit the scope of projects delivered through the framework, this is the most appropriate approach to procuring the works at preferential rates. This includes consideration of the timescales required for delivery that would create challenges if a full procurement process was undertaken. Furthermore, delivery through the framework contractor will enable better co-ordination with other works being undertaken in the local area.
- 4.60 The existing term contracts are based on an NEC3 contract model Option B, permitting penalty clauses in relation to over-running. It is stated that payments are made in arrears to the value of 80% of the contract, subject to checks. The final 20% is paid upon completion.
- 4.61 Risk allocation and transfer will be highlighted during contract negotiations with partners and allocated to the party best suited to manage it. The Project Board will primarily manage strategic risk. The Project Manager will have overall responsibility for the risk management process.
- 4.62 The current construction framework contract is stated to run till 2021 but can be extended for job specific projects.
- 4.63 The ability for the contractor to resource the project effectively will be scrutinised at the procurement stage. Design resource is stated as being readily available.
- 4.64 The contracts will be managed through as combination of workshops, reviews, meetings, and day-to-day operation.

### **Independent Assessor Comment**

- 4.65 Overall the commercial case establishes that the scheme can be delivered through existing framework contracts that offer high value for money and an effective and efficient procurement process.
- 4.66 The outputs-based specification details what is to be achieved through the procurement process, as opposed to the specific detail of what the overall contract will need to deliver.
- 4.67 The procurement strategy does not consider any alternative approaches to procurement other than the existing framework contracts. However, the case for using the frameworks is well made and it is clear that the required works fit within the core the specification of the framework.
- 4.68 The payment terms, including potential penalty clauses, are well set out for the main construction framework contract.
- 4.69 Whilst there is a useful description of general risk management protocols, more information could be presented on how contract negotiations will ensure risk allocation and transfer will be shared and apportioned to most appropriate partner.
- 4.70 Consideration is also given to contract lengths, human resource issues, and contract management, which provides useful additional understanding of the commercial case.
- 4.71 Overall it is concluded that use of the framework contracts represents an appropriate commercial approach.

### **Management Case**

- 4.72 The Management Case presents information on how the proposal will be successfully delivered and managed.
- 4.73 Several examples of previous projects are presented that are considered similar or relevant to the urban realm and wayfinding scheme being delivered through this project. This is accompanied by evidence of the proposed delivery partners involvement similar types of projects.
- 4.74 A list of project dependencies is set out and centres around ensuring general support and liaison and financial backing. It is stated that none of the schemes are directly dependent upon other projects but that the overall delivery will need to be carefully managed to minimise overall disruption caused to visitors and business operations around Windsor, most notably the Castle.
- 4.75 A detailed account of roles and job titles in RBWM management and governance arrangements is included. This includes the use of Microsoft Teams software to manage the project and to provide visibility of the status of the work.
- 4.76 A project plan/programme is referred to within an appendix. A summary of key milestones is set out.
- 4.77 An assurance and approval plan is set out that includes sign-off procedures by the Project Board. An overarching communications and stakeholder management plan is outlined. This identifies key stakeholder who will be kept aware of the schemes progress and will be provided with the opportunities to provide feedback. A series of mechanisms for promoting the scheme are identified.

- 4.78 Responsibilities for programme and project reporting are set out, including the Project Manager and Project Sponsor. In addition, the key workstreams for implementing the project are summarised.
- 4.79 A summary section on risk management is presented, with reference to a risk register in an appendix. Risks are categorised in four areas: Strategic, Design, Financial, Construction. Five main risks, in terms of severity, are highlighted, including any required revisions to scheme costs at detailed design stage, a reduction in Windsor visitor numbers reducing the benefits of the scheme; stakeholder objections to the scheme; unforeseen construction delays; and archaeological finds.
- 4.80 A section on benefits realisation sets out a three-stage monitoring and evaluation strategy with key performance indicators specified, with targets, and data collection requirements, as well as specifying an evaluation process.

#### **Independent Assessor Comment**

- 4.81 The management case, in general, provides a comprehensive range of information that provides assurance around the delivery arrangements in place for the project.
- 4.82 The evidence of delivering previous projects showcases some schemes that are directly similar in nature to the urban realm works in this project, although others are less directly relevant. The examples provided in relation to delivery partners is also useful and, overall provides sufficient evidence that the project team has sufficient experience to successfully deliver this project.
- 4.83 The project dependencies focus upon ensuring local support for the project and that it can be successful delivered without significant disruption to visitor and business activities in the area. This engagement process will need to be managed carefully to ensure it does not affect the overall programme for delivery.
- 4.84 The section of governance is considered detailed, although it generally describes generic positions without reference to who will fill these positions and their individual experience.
- 4.85 A project programme is attached within the appendices and provides a detailed assessment of the individual elements involved in the preliminary design, detailed design, procurement and construction. There is no specific reference to any engagement or statutory consultation requirements and how these may impact upon the programme. It is understood that statutory consultation will be required for the Traffic Management Orders, but RBWM consider the risk of objections to be minimal, due to wider stakeholder support. Overall, the programme appears challenging with limited scope for any delays.
- 4.86 The assurance and approval plan provides an acceptable overview of processes.
- 4.87 The communication and stakeholder management plan identifies a wide range of stakeholders and indicates how they will all be engaged. The type of consultation and any implications of objections to scheme elements is not directly stated, but it is understood this will be in the form of statutory consultation related to the Traffic Management Orders and this will take place during the detailed design phase. RBWM consider the risk of objections to be low but this cannot be confirmed at this stage.

- 4.88 The programme/project reporting and the implementation sections provide useful insight into proposed processes.
- 4.89 The detailed risk register is attached within the appendices, dated 5th June 2020. This identifies three risk with potential for 'major' consequences, including: stakeholder objections; maintain the entrance to Windsor Castle for residents and deliveries; and traffic network impacts during construction. These appear different to the main risk identified within the Management Case text. Whilst mitigation actions are identified, they tend to relate to early consultation and engagement, as opposed to direct mitigation in the event that a risk comes to fruition. 'Moderate' risks identified also include: RBWM funding, Windsor visitor numbers, contractor fees exceeding budget, archaeological finds and utilities.
- 4.90 The benefits realisation section does not directly comment upon mechanisms to ensure that the identified benefits of the scheme are delivered and maximised. The monitoring and evaluation plan provides clear target metrics and a process for evaluation, although the reference case against which the scheme will be assessed is not clear.

## **Summary and Conclusions**

### **Summary**

- 4.91 The review of the five cases has identified a series of key summary points:
- The strategic case demonstrates clear evidence that the visitor economy is underperforming in terms of average retail spend within Windsor and there is a clear opportunity to maximise the benefits of the significant volumes of visitors to the Castle. The scheme will also complement wider masterplanning aspirations for the town.
  - Strong case study evidence is presented around the potential impacts of improved urban realm provision upon retail spend. The specific dynamics of the layout of the town are also presented and the accompanying wayfinding improvements should help encourage more footfall along the High Street.
  - It is clear that there is still a requirement to work closely with local stakeholders to ensure that the scheme maximises the benefit for local businesses and does not cause undue disruption during its construction.
  - The overall economic case assessment has been conducted in an appropriate manner. There is strong case study evidence that the scheme will encourage higher levels of retail spend that will support the local retail economy. In addition, the urban realm improvements will deliver direct welfare benefits to those visiting the Castle and are able to dwell in the pedestrianised area.
  - High level information indicates that the scheme should deliver positive environmental and social benefits in terms of encouraging walking and cycling and enhancing the local environment. Overall the scheme is forecast to deliver high value for money from investment.
  - The overall financial case for the scheme is considered to be relatively robust, at an overarching level, with a reasonable contingency allowance included. However, it should be recognised that the scheme has yet to progress to preliminary design stage and so there will remain some uncertainties

until preliminary, and then detailed design, have been completed. The RBWM funding is committed within their Capital Programme for 2020/21 and RBWM have stated they will take responsibility for managing any potential cost overruns would be covered.

- The commercial case is well presented. Whilst it only focuses upon a single procurement strategy, relating to the use of existing framework contracts, sufficient evidence is presented to demonstrate that this is a reasonable approach to adopt.
- The management case provides a comprehensive range of information around management and delivery protocols. Whilst a detail project programme is provided, there is limited specific information on the required statutory consultation process required in relation to the Traffic Management Orders and the level of risk of objections. More generally, the risk register identifies a number of potentially 'major' and 'moderate' risks that could affect funding and delivery and it is unclear if comprehensive contingency and mitigation plans are in place.

## **Conclusions**

- 4.92 The strategic case demonstrates alignment with strategic priorities and provides clear underlying evidence of the need to delivery urban realm and wayfinding to support the local visitor economy.
- 4.93 The approach to assessing the economic benefits is generally robust and demonstrates the scheme should deliver high value for money, including positive environmental and social impacts.
- 4.94 The financial case appears reasonably sound but could be subject to variation post preliminary and detailed design. There is considered to be a reasonable level of contingency to support a robust case for investment. The RBWM funding is included within their Capital Programme for 2020/21 and RBWM have committed to managing any potential cost overruns.
- 4.95 The commercial and management cases are generally robust, but some information is limited in nature. The main areas for concern relate to the need for statutory consultation, as well as the management of risk to project and programme delivery.
- 4.96 It is our conclusion that overall case for investment in the scheme appears strong, albeit the delivery of the project will need to be carefully managed, including the development of the final scheme costs, the required consultation and engagement processes, and overall risk management.
- 4.97 On this basis, we recommend the scheme for approval.

## **Windsor Visitor Economy**

## **Windsor Town Centre Package**

## **Business Case**

**Client Name: Royal Borough of Windsor and  
Maidenhead**

**Date: May 2020**

## **EXECUTIVE SUMMARY**

This report sets out the business case for the 'Windsor Visitor Economy' to secure Local Growth Deal funding for the scheme.

The scheme comprises of two elements: public realm enhancements within proximity of Windsor Castle and wider, small scale wayfinding interventions. Both of which aim to increase visitor expenditure within the town. The business case is structured in accordance with the Green Book five-case model, comprising of the following cases: strategic, economic, financial, commercial and management.

### **Strategic Case**

Windsor is becoming a victim of its own success, as overall visitor numbers continue to grow, the town is becoming overcrowded to the detriment of the visitor experience. The town has a medieval road layout that was not designed to cope with the numbers of people that it accommodates today. As a result, roads and footways around the town centre are heavily congested in the peak summer season.

More needs to be done to address the existing issues and capture the economic opportunities presented by the high number of visitors.

Following a review of visitor survey data, it was identified that despite the high visitor satisfaction for the shops, there is low and declining spend, particularly from day visitors. Surveys in 2017 identified that visitors spent an average of £6.93 on shopping.

Acknowledging this, the proposed scheme seeks to increase visitor expenditure, and generate economic growth, by taking advantage of the opportunity presented by the high number of visitors to Windsor Castle. This shall be achieved by enhancing the public realm adjacent to the entrance to Windsor Castle, making the area more pleasant, and expanding the pedestrian area for visitors. This will support local businesses to improve their offer (e.g. through increased use of street cafes), as well as enhancing the look and feel of the area and improve the overall visitor experience.

### **Economic Case**

The case study review provides a robust evidence base to support the proposed public realm interventions, identifying a clear relationship between public realm enhancements and increased spend and economic growth. The economic analysis identifies that by taking advantage of the high number of visitors to Windsor Castle, the benefits generated from the scheme significantly outweigh the costs, providing a Benefit/ Cost ratio of 2.32. Therefore, presenting High value for money.

### **Financial Case**

The Windsor Visitor Economy proposal is a strong fit with local, regional, and national policies and priorities relating to transportation investment and economic growth. The total cost of the

preferred option is £2,413,407, which includes a 20% allowance for preliminaries, 15% for design and legal fees, and a 20% contingency.

Funding is available through the Local Growth Fund (LGF), which has been provisionally allocated to this project subject to RBWM demonstrating a satisfactory business case. Total LGF funding of £1,562,500, with a S106 contribution of £350,000, and capital funding of £500,907 from RBWM.

### **Commercial Case**

RBWM is able to draw on existing long-term framework contracts for delivery of aspects of the project including:

- I Volker Highways for delivery of highways construction services, traffic signs and road markings;
- I Project Centre for professional engineering services, including structures, highway planning and design services; and
- I AA Lighting / Zeta for the design and delivery of street lighting solutions.

The existing contract for construction currently runs to 2021. However, this would be extended for job specific projects under construction for the duration of the scheme.

The contract follows a traditional NEC 3 format, ensuring that the contractual / commercial arrangement will be well defined. This form of contract is well understood throughout the supply chain and relies on a pre-defined risk register to allocate and manage anticipated risk.

### **Management Case**

RBWM, its consultants, and contractors all have extensive experience of delivering projects of similar cost, scale, and complexity. The scheme is not dependent upon other projects. However, works will also need to be coordinated with other major transport schemes, which are due to take place over a similar timescale.

The Council has developed sound project management and governance arrangements. This includes regular scrutiny by elected members, as well as oversight by a Project Board consisting of senior officers. A project manager will be appointed who will be responsible for delivering the project on behalf of the Project Board and for managing the Project Team.

Key project milestones include:

- I Business case approval: July 2020
- I Preliminary design: July – October 2020
- I Detailed design: August – December 2020
- I Construction commencement: October 2020



I Construction completion: April 2021

The scheme monitoring and evaluation plan will consist of three distinct stages:

I Stage 1 - Pre-Construction Study;

I Stage 2 – One Year Post Opening Process Evaluation, Q2 2022; and,

I Stage 3 - Five Year Post Opening Impact Evaluation Study, Q2 2026.

A process evaluation will be undertaken as the construction nears completion. The aim will be to: identify factors influencing the extent to which objectives have been achieved; identify and investigate unintended outcomes; and identify lessons learned. After completion of the monitoring and impact evaluation, an economic evaluation will be undertaken to assess the accountability of the scheme investment.

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## **1. INTRODUCTION**

1.1.1 This report sets out the business case for the 'Windsor Visitor Economy' scheme to secure Growth Deal funding from Thames Valley Berkshire Local Enterprise Partnership (LEP). Concept designs for the scheme have been completed following stakeholder input and a review of options. The scheme is now in the position to progress to preliminary and detailed design, with the scheme to be constructed and completed by April 2021, subject to the approval of this business case.

### **1.2 Background**

1.2.1 Following a review of visitor survey data, it was identified that despite Windsor attracting a high number of visitors, current spend within the town is low. Acknowledging this, the proposed scheme seeks to increase visitor expenditure and generate economic growth by taking advantage of the opportunity presents by the high number of visitors to Windsor Castle.

1.2.2 The proposed scheme comprises of two elements: public realm enhancements in proximity of Windsor Castle and wider, small scale wayfinding measures. Both of which aim to increase visitor expenditure within the town. The public realm works make up the main element of the scheme. By enhancing the area, the enhancements aim to encourage visitors to dwell and attract them toward the High Street. The wider, small scale interventions have been informed by a review of visitor routes between key destinations, the proposed measures aim to increase attract visitors and increase their exposure to the retail areas within the town.

1.2.3 The cost of the works is estimated at £2.413 million. The Royal Borough of Windsor and Maidenhead (RBWM) is seeking £1.563 million of Local Growth funding, with the balance coming from developer funding (£350,000), and the council's capital programme (£500,907).

### **1.3 Structure of the report**

1.3.1 This report has been prepared in accordance with the Department for Transport (DfT)'s Transport Appraisal Guidance (TAG), and HM Treasury five-case model, structured as follows:

- I Section 2 – Strategic Case: describes why the scheme is needed, defines the scope, outcomes to be delivered, and demonstrates how the project aligns with national, regional, and local policies and plans.
- I Section 3 – Economic Case: presents an appraisal of the likely impacts of a range of options and the resulting value for money of the final scheme.
- I Section 4 – Financial Case: demonstrates that the scheme is affordable, providing details of the cost and funding arrangements.
- I Section 5 – Commercial Case: provides evidence of the commercial viability of the scheme and describes the procurement strategy.

- I Section 6 – Management Case: sets out how the delivery of the scheme will be managed, including programme and risk, as well as arrangements for monitoring and post-implementation evaluation.
- I Section 7 – Conclusions: presents a summary and conclusions of the business case.

## **2. STRATEGIC CASE**

### **2.1 Area description and strategic context**

2.1.1 Windsor is located in The Royal Borough of Windsor and Maidenhead, approximately 20 miles to the west of London and 10 miles to the west of Heathrow Airport.

2.1.2 Home to the oldest and largest inhabited castle in the world, and official residence of Her Majesty the Queen, Windsor attracts a high number of both domestic and overseas visitors. Forming one of the main towns within the Royal Borough, Windsor is also of local importance, providing an employment centre with a high street accommodating an array of shops, restaurants, cafés, and public houses, attracting local shopping and leisure trips.

Figure 2.1 – Windsor Location Plan (Google, 2020)

2.1.3 A study into the economic impact of tourism within Windsor and Maidenhead, undertaken in 2017, identified that the total value of tourism activity within the borough was estimated to have been approximately £566.5 million: supporting around 6,483 Full-Time Equivalent (FTE) jobs. These jobs were spread across a wide range of service sectors, from catering and retail to public services (Tourism South East, 2017). According to the Office of National Statistics, there are 84,000 employee jobs across Windsor and Maidenhead (Office of National Statistics, 2018). Based on the survey estimates, tourism related expenditure supports 10.5% of these jobs.

Figure 2.2 – Proportion of tourism visits and spend within Berkshire (Tourism South East, 2017)

2.1.4 Although specific tourism expenditure and employment data for Windsor is not available, as a consequence of Windsor being home to the main tourist attraction within the Royal Borough — with 2 million visitors entering the castle annually (RBWM, 2020) — Windsor generates a significant proportion of tourism visits and spend within Berkshire: 23% and 28% respectively (Tourism South East, 2017). Therefore, it is likely that the economic impact of tourism within Windsor is significantly higher than the borough as a whole, with a greater reliance on tourism for job and economic value creation. As a result, the attractiveness of the area and well-being of visitors is paramount for the economic prosperity of the town.

2.1.5 To understand the origin, profile, and behaviour of visitors within Windsor, visitor surveys comprising face-to-face interviews with a random sample of adults were undertaken between August and September 2017 (Tourism South East, 2017). The surveys identified that London is the main origin of visitor journeys, with 55% of day visitors from holiday bases outside of Windsor, 34% from home and 11% staying overnight. Of the visitors on holiday, 93% were staying in London accommodation.

2.1.6 Windsor is well served by public transport, with two train stations: Central, providing links to London Paddington via Slough; and Riverside, proving links to London Waterloo. In addition to local services, there are also several bus routes serving Windsor between London Victoria and Heathrow Airport, providing routes to key local destinations including Bracknell and Slough. Several private coach tours also operate, particularly from London. These are served by Windsor Coach Park, which is currently located on Alma Road, adjacent to Alexandra Park to the north-west of the town centre. Figure 2.3 below, provides an illustration of the key transport node locations within the town.

Figure 2.3 – Windsor key destinations overview

2.1.7 Despite the array of travel options available, the visitor survey identified that the private car is the dominant mode of transport for visitors to the town, with 43% of visitors travelling by car, 37% by train and 13% by coach. Of the private vehicles, 36% used the park and ride with 51% using town centre car parks and 13% parking on-street or at their accommodation. A survey of local businesses undertaken in February this year raised current parking stress as a significant concern for businesses within Windsor.

2.1.8 The visitor survey also identified that 93% of visitors were visiting for leisure/ holiday, with 90% of all visitors stating that Windsor Castle had been the main reason for their visit, and that they intended to visit inside the castle. As a consequence, the pedestrian routes and desire lines through the town are ultimately dictated by the links between Windsor Castle and the transport nodes. Figure 2.4 below provides a heat map of the visitor routes between the key destinations and Windsor Castle, with dark brown denoting high footfall, and green denoting low footfall.

Figure 2.4 – Windsor existing visitor route

2.1.9 There are future aspirations to redevelop the coach park, which is currently located on Alma Road. As part of this, it is proposed that the coach park be temporarily relocated to King Edward VII car park, which shall be incorporated into the development masterplan. A new dedicated coach park will be provided by the developer as part of redevelopment. It is also proposed that a shuttle bus service will run between the relocated coach park and Thames Street. As a consequence, future visitor routes are likely to change. The pedestrian route heat map has been updated to **reflect this**

change to understand how this will influence visitor routes within Windsor. This is illustrated in Figure 2.5 below.

Figure 2.5 - Windsor future visitor routes

2.1.10 The relocation of the coach park is likely to result in increased footfall on Thames Street and decrease footfall on Alma Road. To understand how these routes correspond with the retail areas, a review of the existing retail types within Windsor has been undertaken, this is illustrated in Figure 2.6 below. As demonstrated, the relocation of the coach park will increase visitor exposure to retail on Thames Street. However, the current and future routes do not expose visitors to the retail areas on the High Street to the south, towards Park Street.

Figure 2.6 - Windsor retail locations and types

## **2.2 Existing situation and issues**

2.2.1 Windsor is becoming a victim of its own success, as overall visitor numbers continue to grow, the town is becoming overcrowded to the detriment of the visitor experience. The town has a medieval road layout that was not designed to cope with the numbers of people that it accommodates today. As a result, roads and footways around the town centre are heavily congested in the peak summer season.

2.2.2 More needs to be done to address the existing issues and capture the economic opportunities presented by the high number of visitors.

2.2.3 The visitor surveys identified that Windsor attracts an affluent profile of visitors. However, despite the high visitor satisfaction for the shops, there is low spend, particularly from day visitors, who spent an average of £6.93 on shopping, presenting a £4.19 reduction from the previous year. A decrease in spend on shopping was also experienced from staying visitors, who spent an average of £4.34 less than the previous year.

2.2.4 Although it is acknowledged that the decrease in day visitor spend was offset by increases in spend in other areas – entertainment in particular – this was not the case for staying visitors, who spent on average £11.90 less during their visit than the previous year. Therefore, it is evident that there is an existing issue, and opportunity for improvement.

2.2.5 With visitors highly satisfied with the shops, it is clear the low and declining spend on shopping is a consequence of a low proportion of visitors visiting the shops, with an average of only 27% of visitors visiting the shops.

2.2.6 To address the low and declining spend on shopping, more needs to be done to attract and expose visitors to the shops. By doing this there are several opportunities and benefits which are presented, including:

- I Increased footfall on the high street;
- I Increased expenditure within the shops;
- I Economic growth and prosperity within the town; and,
- I Increased employment opportunities.

Figure 2.7 – Scheme location plan

2.2.7 The proposed scheme location is outlined in orange in Figure 2.7 above. As illustrated in the pedestrian routes plan in Figure 2.4, since most visitors to Windsor visit Windsor Castle, almost all visitors to the town will be within the proposed scheme extents at some point during their visit. With the pedestrian desire lines through the town determined by the relationship between Windsor Castle and the transport nodes.

2.2.8 The current public realm on Castle Hill segregates Windsor Castle from its visitors and the rest of the town. As a result, there is poor pedestrian permeability between Windsor Castle and the High Street. This is a key factor contributing to the low proportion of visitors visiting the shops.

2.2.9 Interventions on Castle Hill present an immediate opportunity to address these issues. Castle Hill is the location where visitors queue to enter the castle. Under the current situation, visitors' queue from the entrance at the Advance Gate, down the northern footway along Castle Hill towards Thames Street. The footways are extremely overcrowded as a consequence of this arrangement. Therefore, there is a clear need to rethink the road layout around Windsor Castle to address the overcrowding, improve pedestrian movements and connectivity and attract visitors onto the High Street.

### **2.3 Contribution to National, Regional, and Local strategic priorities**

#### **Contribution to National Priorities:**

2.3.1 The Government published its Industrial Strategy White Paper, 'Building a Britain fit for the future' in November 2017. This set out the Governments approach to delivering and shaping a stronger, fairer economy through greater collaboration with businesses.

2.3.2 The strategy is underpinned by five foundations: ideas, people, infrastructure, business environment, and places. Capitalising on current and future opportunities is a key theme throughout. Acknowledging that many places are not realising their full potential, one of the main



policies of the places foundation is to build on local strengths and deliver economic opportunities. This is particularly prevalent in the context of high streets, with national policy acknowledging current decline and need for intervention.

2.3.3 High streets perform a fundamental place function within local communities and are crucial for local economic growth and prosperity. This was highlighted in the Government's High Streets Report. The report identified the issues which high streets are currently facing, with declining footfall and increasing vacant shops due to changes in shopping behaviours.

2.3.4 The report led to the launch of Our Plan for the High Street announced within the 2018 Budget. This set out a series of measures to address the issues facing the high street, taking on board the recommendations outlined within the report. Making town centres and high streets places where people want to be, through replanning space and strengthening community assets and historic buildings, was identified as a key measure to achieve this.

2.3.5 By capitalising on the opportunity presented by the high number of visitors to Windsor Castle, the Royal Borough seeks to leverage the strengths of the community assets, to boost the performance, productivity, and prosperity of the town. Therefore, achieving the aspirations of the Industrial Strategy; and, acting on the recommendations set out within the High Streets Report.

#### **Contribution to Regional Priorities:**

2.3.6 In response to the Government's Industrial Strategy, outlined above, the Thames Valley Berkshire Local Enterprise Partnership (LEP) have developed a Local Industrial Strategy (LIS) which sets out how the LEP shall conform with and deliver the objectives of the Industrial Strategy. Founded on an evidence base, the LIS sets out the current situation, opportunities, and measures on how the region shall deliver on the Industrial Strategy.

2.3.7 The LIS recognises the importance in capturing the full economic potential presented by existing and future assets. The intrinsic nature of Berkshire as a place is identified as a significant factor contributing to Berkshire's strong economy. This is a consequence of it being home to some of the nation's major historic and cultural assets, primarily Windsor Castle. Recognising this, the LIS highlights Windsor Castle as a global "brand" for Berkshire, which presents great opportunities in raising the profile of the region.

2.3.8 The Thames Valley Berkshire Strategic Economic Plan (SEP) similarly recognises the 'internationalisation' of the region. However, identifies the attractiveness of the region as a threat to future growth potential. To address this, the SEP sets out the need for investment in places, to generate jobs, increase profits, and ensure the regions towns are attractive.

2.3.9 With Windsor Castle representing a global "brand" for the region, the proposed scheme presents an opportunity to enhance the regions profile. By enhancing the public realm and capitalising on the opportunities presented by the global landmark, the Royal Borough is seeking to increase spend on the High Street. Therefore, increasing profits, generating jobs, and making the

area more attractive. In hand, contributing to the objectives and aspirations set out within both the LEP's LIS and SEP.

### **Contribution to Local Priorities:**

2.3.10 The Windsor and Maidenhead Tourism Action Plan (TAP) sets out the Royal Borough's comprehensive tourism strategy, with an underlying aim of delivering expenditure growth. The TAP aims to achieve this by focusing on five quality themes: travel and transport, product development, marketing, information, and people.

2.3.11 Whilst acknowledging the success to date, and the wealth of assets to offer and attract visitors — particularly Windsor Castle — the TAP identifies a series of challenges and opportunities. Maximisation of the benefits of tourism for the local community, is identified as a key objective; with increased visitor expenditure a fundamental means of achieving this.

2.3.12 The marketing of Windsor is a key theme throughout the TAP, with the Royal Borough seeking to attract visitors through potential re-branding to suit visitor demand. The image of Windsor Castle is a key marketing mechanism, this is particularly important during events with global media coverage.

2.3.13 By improving the public realm outside Windsor Castle, the proposed scheme shall enhance the image of Windsor, contributing to the marketing of the town and attracting visitors. The scheme shall also contribute to the objectives of the TAP, by drawing visitors towards the High Street, increasing expenditure; therefore, maximise the benefits of tourism for the benefits of the community.

## **2.4 Scheme objectives and success criteria**

2.4.1 The primary aim of the scheme is to generate economic growth within Windsor by capitalising on the opportunity presented by the high number of visitors to Windsor Castle.

2.4.2 This shall be achieved by enhancing the public realm in proximity of Windsor Castle, making the area more pleasant. This will greatly improve capacity for visitors in this congested area and will support local businesses to improve their offer (e.g. through increased use of street cafes), as well as enhancing the look and feel of the area and improving the overall visitor experience.

2.4.3 Encouraging visitors to dwell and enjoy the area, the scheme shall attract visitors towards the High Street and local shops. The resulting increased footfall within the retail and commercial area of the town will generate economic growth through increased visitor expenditure.

2.4.4 Achievement of these objectives will be measured in terms of increased footfall on the High Street, increased visitor expenditure on shopping, and increased visitor dwell time in the proximity of Windsor Castle.

## **2.5 Measures of success**

2.5.1 Successful delivery against the scheme objectives will be monitored as part of the post construction scheme evaluation, details of which are discussed in Section 6 (Management Case) of this report.

2.5.2 A programme of monitoring will be put in place prior to construction, then again at one-year and five-year post construction. It is envisaged that the monitoring will include 'before and after' conditions in relation to:

- I Pedestrian counts on the High Street;
- I Visitor expenditure in shops; and
- I Pedestrian dwell time within proximity of Windsor Castle.

## 2.6 Case study evidence base

The Pedestrian Pound (Living Streets, 2018):

2.6.1 Pedestrian Pound, a research report into the economic contribution of pedestrians and public realm improvements on the economic vitality of high streets (undertaken by Living Streets) found that public realm investments deliver significant, cost-effective benefits to consumers and businesses.

2.6.2 Highlighting footfall as a common measure for business activity and economic vitality, the research identified many benefits from increasing footfall on the high street. It was found that well-planned improvements to public spaces within town centres can boost commercial trading by up to 40% and catalyse private sector investment. In Wanstead High Street, London, footfall increases of 98% were experienced as a result of enhancements to pedestrian routes between key local destinations: two train stations, bus terminus, school, library, and high street. Although the impacts of the scheme were not measured, the benefits to businesses and the local economy were likely to be substantial.

2.6.3 The report also identified that small-scale improvements to the public realm and pedestrian environment result in local spend increases. Referencing a case study in Shoreditch, London (comprising of a temporary 'parklet' replacing two car parking spaces with seating and cycle parking spaces) it was found that such interventions resulted in 20% additional spend in local shops. Therefore, demonstrating the direct economic benefits generated from dwell time increases in proximity of shops.

2.6.4 Although the report provided significant evidence to demonstrate the economic benefits of public realm improvements, the majority of this evidence remains anecdotal. From the research, the report found quantitative assessments remain very rare, which is believed to be due to the absence of post-build evaluations. The majority of the case study findings were focussed on the town centre footfall increases induced by public realm improvements.

2.6.5 However, the proposed Windsor Pedestrianisation scheme is somewhat simpler, since there are already a high number of pedestrians attracted to the town. Therefore, it is not a case of attracting additional visitors to the town, it is a case of attracting visitors to the areas of the town where economic benefits can be captured i.e. the high street, where the commercial and retail premises are located.

Creating Better Streets: Inclusive and accessible places (CIHT, 2018):

2.6.6 A review into the contribution public realm makes to society, undertaken by the Chartered Institute of Highways and Transportation (CIHT), identified that such projects present an array of benefits to the environment, economy, health and safety, and quality of places. From undertaking a series of case studies, the review concluded that of the projects with available information, economic benefits were experienced as a consequence of public realm improvements. The main economic benefits accrued from increased footfall and available seating areas for restaurants and cafés etc. Although the case studies varied in context, useful conclusions can be drawn from one case study in particular: Elwick Square, Ashford.

2.6.7 Forming part of a wider economic regeneration scheme, Elwick Square in Ashford successfully delivered economic benefits to the town centre through public realm improvements. Before the scheme, the town centre had been constrained by the local roads, which provided poor connectivity and separated the town centre from the train station: the two key destinations within the town.

2.6.8 One of the main aims of the scheme was to create a more well-connected area, providing better pedestrian experiences. This was achieved by redesigning the roads, replacing the existing conventional carriageway layout and signalised junction with a shared-spaces area, enabling improved pedestrian connectivity towards the town centre. Figures 2.8 and 2.9 below illustrate Elwick Square before and after the public realm improvements.

Figure 2.8 – Elwick Square, Ashford – Before (2007) (CIHT, 2018)

Figure 2.9 – Elwick Square, Ashford (2014) (Google, 2014)

2.6.9 Elwick Square is located outside County Square shopping centre, the main hub for business and retail activities in Ashford. Despite the absence of quantitative data, anecdotal evidence identified that the town centre had experienced economic benefits as a consequence of the scheme. The evaluation of the case study identified that Elwick Square had become part of the town centre, as opposed to the local highway network; and, had created a ‘pull factor’ attracting visitors to the town into County Square shopping centre. Resulting in economic benefits as a result of increased footfall.

2.6.10 The Windsor scheme under consideration aims to attract visitors from Windsor Castle towards the high street, to increase spend and in hand generate economic growth. Similar to the

case study, the scheme aims to achieve this by incorporating the highway adjoining Windsor Castle into the fabric of the town centre. Therefore, making the area more attractive by improving pedestrian connectivity between the two key destinations. The case study demonstrates that public realm improvements do induce increased pedestrian movements and create a 'pull factor' towards and between key destinations.

#### **Walking and cycling: the economic benefits (Transport for London, 2018):**

2.6.11 A study into the economic benefits of walking and cycling within London, identified an array of benefits generated from such projects including: increased spend; increased rental and land value; and, improved productivity and wellbeing. Resonating the findings from the two reports above, it was found that public realm improvements can increase retail sales by up to 30%. It was also identified that such schemes resulted in a 216% increase in people stopping, sitting, or socialising.

2.6.12 Again, the findings from this research support the aims of the Windsor scheme under consideration. By undertaking public realm improvements, the scheme aims to increase pedestrian dwell time attracting visitors from Windsor Castle towards the high street. TfL's research supports the proposals, demonstrating that public realm enhancements do result in increased dwell time.

#### **Case study findings summary:**

2.6.13 Although the majority of evidence from the case studies is based on qualitative, anecdotal evidence, the findings demonstrate that there is a robust economic justification for public realm improvements. Pedestrian Pound identified that public realm improvements increased commercial trading by 40%, and temporary localised improvements result in 20% additional spend; similarly, Walking and Cycling: the economic benefits found that public realm improvements increase retail spend by 30%. Therefore, identifying that public realm improvements generate between 20% and 40% increased retail spend.

2.6.14 In addition to the economic benefits presented, public realm improvements generate welfare, health, safety, and environmental benefits. The key findings outlined above identify that economic benefits are accrued from increasing footfall on high streets; and, increasing dwell time, attracting visitors to spend in local shops. It was found that this is achieved through improving pedestrian connectivity between key destinations and embedding main attractions into the fabric of the town. With the purpose of the scheme to embed Windsor Castle into the fabric of the town, and encourage movements towards the High Street, the case study findings identify that there is a robust case for change and clear justification for the scheme.

## **2.7 Constraints**

2.7.1 Potential constraints exist for the scheme and these have been considered within the risk register in Appendix A, which also describes proposed mitigation measures. Key potential constraints to consider include:

- I Town centre location, high pedestrian footfall;
- I Local businesses and Windsor Castle operational requirements; and
- I Location sensitivity, security requirements.

2.7.2 The preliminary design for the project shall be developed taking the constraints into consideration. The project team shall make every effort to prevent and address any technical, technological, or buildability issues with the proposed scheme. The project programme has been developed to ensure the scheme is progressed without unduly impacting on visitors, businesses, and Windsor Castle. This is provided within Appendix B.

2.7.3 In addition, a Construction Management Plan will be produced at detailed design in liaison with planners and key stakeholders, to coordinate works with third party schemes or events. This will ensure that critical path elements are fully understood and properly managed.

## **2.8 Inter-dependencies**

2.8.1 High-level key inter-dependencies have been considered within the risk register in Appendix A. The delivery of the scheme to the stated programme shall be dependent on these risks either not arising or being sufficiently mitigated so that scheme delivery remains unaffected. For the purpose of this section of the business case it is sufficient to summarise the key areas of risk/ inter-dependency – these include:

- I Budget costs are inadequate to deliver the scheme;
- I Unidentified statutory undertaker apparatus found during construction;
- I Stakeholders object to proposals; ND
- I Archaeological finds discovered, resulting in increased costs and delays to construction programme.

2.8.2 The project team will continue to monitor these risks/ inter-dependencies to ensure the smooth delivery against the project programme.

## **2.9 Stakeholders**

2.9.1 Stakeholders to be consulted as part of the scheme's development include:

- I Windsor Castle;
- I Affected businesses;
- I Affected residents (including relevant residents' associations);
- I Developers;

- I Affected transport providers (taxis, buses, coaches etc.);
- I Thames Valley Berkshire Local Enterprise Partnership; and
- I RBWM elected members, and officers.

## **2.10 Options and scheme development**

2.10.1 The proposed scheme comprises a core area of public realm enhancements in the proximity of Windsor Castle, and wider, smaller interventions throughout the town.

### **Wider interventions**

2.10.2 The aim of the wider interventions is to influence pedestrian movements throughout the town so visitors to Windsor Castle are exposed to the retail areas and are encouraged to dwell. Therefore, resulting in increased expenditure. The proposed interventions have been established by reviewing the future pedestrian routes and retail areas plans, outlined in Figure 2.4 and 2.5 respectively, to identify opportunities for wayfinding, seating, and crossing improvements. As illustrated in Figure 2.10 below.

Figure 2.10 – Proposed wider interventions

### **Core public realm enhancements**

2.10.3 Various options for the core area of public realm enhancements have been considered, which have been developed in liaison with stakeholders. Given the characteristics of the scheme, it is difficult to differentiate the economic benefits accrued from each of the options. Therefore, the effectiveness of the options has been assessed in relation to how they achieve the scheme objectives, deliverability, and alignment with stakeholder concerns.

2.10.4 During stakeholder consultation and scheme development, the following key priorities, issues, and constraints were identified:

2.10.5 Priorities:

- I Space that enhances the Town Centre and setting of Windsor Castle;
- I Improve visitor experience;
- I Economically advantageous to businesses;
- I Security requirements' and
- I Requirements of Windsor Castle as major stakeholder.

#### 2.10.6 Issues and constraints:

- | Access arrangements to the Castle;
- | Visitor queuing arrangements and how they should be protected;
- | Coach drop-off arrangements;
- | The setting of Queen Victoria's statue;
- | Access and dropping off for taxis and private hire area and access;
- | New entrance layout for visitors;
- | Existing private parking;
- | Space allocation and delineation; and
- | Quality, look, and feel of the Castle and Town.

2.10.7 From these, four options have been developed. All options are proposed to operate on a 9:30am to 4pm Mon-Sun closure to accommodate operational and entry requirements for Windsor Castle. The proposed scheme options are illustrated and described in Table 2.1 below.

**Table 2.1 – Proposed core scheme options**

CORE AREA PLAN	DESCRIPTION
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**OPTION 1**

Closure of Castle Hill and part of St. Alban's Street to the visitor centre. Bollards and gates to create modal filters and enclose the area.

**OPTION 2**

Same as Option 1, with the St. Alban's Street pedestrian extent extended to the junction with St. Alban's Close.

**OPTION 3**

Same as Option 2, with the Castle Hill footway widened on the south side to narrow the carriageway road width to 6m.

**OPTION 4**

This option presents a wider enhancement area, extending Option 3 to include Thames Street between Park Street and Jubilee Arch. Carriageway width to be reduced.



2.10.8 The spatial scope of the scheme is the primary variable. As illustrated within the photomontages in Figure 7 and 8 below, the public realm works within the core area shall include paving and surface material enhancements and new street furniture.

2.10.9 Option 4 presents a wider, future aspiration which is beyond the scope and budget of the current scheme. However, it presents a potential next phase which shall be informed by the current outcomes.

Figure 2.11 – Castle Hill proposed photomontage

Figure 2.12 – St Alban's Street proposed photomontage

2.10.10 Option 1 provides a reduced extent along St. Alban's Street. The purpose of the reduced extent is to accommodate private on-street parking provision. However, following consultation with Windsor Castle, it has been confirmed that this parking can be accommodated elsewhere. Therefore, enabling the scheme extents to be extended, connecting to Church Lane. Providing an improved pedestrian environment and encouraging movement.

2.10.11 Having shortlisted the scheme extents, further consultation was undertaken with Windsor Castle to understand their access and operational requirements. Building-out of the existing footway on the southern site of Castle Hill was proposed to provide an improved space for pedestrians and encourage movements towards the retail areas. However, it was identified that a delineated carriageway area would be required for procession carriages during ceremonial events. This arrangement has been accommodated within Option 3, with the southern footway to be built-out with a low height kerb delineating the carriageway area.

2.10.12 Option 3 has therefore been selected as the preferred option, accommodating the key priorities, issues, and constraints identified. The analysis within the Economic Case is therefore based on this option.

### **3. ECONOMIC CASE**

#### **3.1 Introduction**

3.1.1 The Economic Case forms one of the Department for Transport (DfT)'s five-case business case models. The purpose of the Economic Case is to demonstrate that the proposed scheme provides Value for Money (VfM).

3.1.2 This is established by identifying and assessing all the impacts of the scheme, in the form of costs and benefits, to determine its overall VfM. It considers the costs of developing and building the scheme and a full range of impacts. These include those impacts which can be monetised. The Economic Case considers the extent to which the scheme's benefits will outweigh its costs.

Providing a Benefits to Cost Ratio (BCR), with a value greater than 1 demonstrating that the benefits outweigh the costs.

### **3.2 Appraisal rationale**

3.2.1 The proposed scheme comprises of public realm improvements, which seek to attract visitors to Windsor Castle towards the high street and retail areas. Therefore, increasing footfall and spend within the town.

3.2.2 As outlined within the Strategic Case, current visitor spend within the town is low, this is primarily due to Castle Hill (the area under consideration) separating Windsor Castle from the rest of the town. By enhancing the area, the scheme seeks to increase visitor dwell time and improve pedestrian permeability.

3.2.3 Castle Hill provides access to Windsor Castle and local businesses. Therefore, it is subject to low traffic flows with no through traffic. Access to Windsor Castle and local businesses can be gained outside the hours of operation of the pedestrianised area. As a result, the proposed pedestrianisation of Castle Hill will not generate any significant transport user benefits or costs.

3.2.4 In addition, although the pedestrianisation will present safety benefits, by reducing conflict between the high number of pedestrians and vehicles, there are a low number of collisions recorded within the area. With no collisions recorded on Castle Hill. This is likely to be due to the low number, and speeds of vehicles.

3.2.5 Since the scheme is unlikely to generate any net costs or benefits associated with both transport users and accidents, traditional TUBA and COBALT economic modelling has not been undertaken. In addition, the maintenance requirements are not anticipated to differ from the existing requirements. Therefore, only the capital construction costs have been considered for the economic appraisal.

### **3.3 Scheme benefit quantification**

3.3.1 The scheme benefits comprise of two elements: increased visitor spend and urban realm welfare benefits. Both of which have been calculated based on the Windsor Castle visitor numbers. The benefits generated from increased visitor spend have been informed by the case study findings and ONS data; and, the urban realm welfare benefits have been calculated using Transport for London (TfL) Valuing Urban Realm Toolkit (VURT), which has been informed by a Pedestrian Environment Review System (PERS) Audit undertaken as part of the design process.

#### **Increased spend benefits:**

3.3.2 From the case studies outlined within the Strategic Case, it was identified that public realm interventions result in between 20% and 40% increase in visitor spend. With the proposed interventions targeted at visitors to Windsor Castle, visitor data was obtained, which identified that there were a total of 1,597,276 visitors to Windsor Castle during 2018.

3.3.3 As established within the Strategic Case, the average day visitor spend within shops is low, on average £6.93. The following analysis has been undertaken on the basis that the scheme will result in a 20% increase in visitor spend within shops, representing the worst-case scenario at the lower end of the range identified from the case studies. This will result in an increase of average day visitor spend of £1.39.

3.3.4 Similarly, acknowledging the localised scope of the scheme, not covering the wider area proposed as part of the second project phase, it is estimated that the scheme will not influence all visitors to Windsor Castle. Therefore, to account for the worst-case scenario, it has been assumed that the scheme will result in only 40% of Windsor Castle visitors increasing spend. Therefore, generating an annual increase spend and turnover of £888,095.

3.3.5 The 2018 ONS Annual Business Survey data has been used to derive the GVA increase based on the above spending increases. The survey identifies that the UK retail business economy generates the following annual outputs:

I Turnover: 420,000 million;

I GVA: £89,557 million; and

I Jobs: £3,193 thousand.

3.3.6 Identifying that 1 job generated for every £131,752 turnover (turnover/jobs).

3.3.7 On this basis, the scheme is estimated to generate seven additional jobs. The above data identifies that 1 job is likely to generate approximately £28,048 GVA. However, this figure is based on a national average. The GVA output per head is estimated to be approximately 8% higher than the national average. The GVA has therefore, been adjusted accordingly.

3.3.8 In addition, the GVA will only account for the direct, immediate economic benefits generate to local businesses, and does not consider the benefits generated from the supply chain. The HCA Additionality Guide (2014) suggests that a regional multiplier of 1.38 can be applied as a supplier chain multiplier. However, an allowance should be applied to accommodate displacement. A 25% displacement allowance has been agreed with Hatch.

3.3.9 The scheme is estimated to generate an annual GVA increase of £219,466. (Jobs x GVA x Multiplier x Displacement), (7 x £30,292 x 1.38 x 0.75).

#### **Urban realm welfare benefits:**

3.3.10 The proposed area of public realm enhancements provides an attractive external viewpoint of Windsor Castle. However, the current arrangements make poor use of the space, with narrow footways preventing visitors from enjoying the area, with the space primarily used for queuing. As a result, under the current situation it can be reasonably assumed that 20% of visitors to Windsor Castle dwell for approximately 10 minutes within the proposed area of public realm enhancements. This has therefore been taken as the baseline within the VURT analysis.

3.3.11 As demonstrated by the case study, and visitor spend analysis above, the proposed enhancements are estimated to result in 40% of visitors increasing spend within shops. Although not all visitors will increase spend, many will spend time within proximity of Windsor Castle as a consequence of the scheme providing an active public space and increasing pedestrian capacity, enabling visitors to dwell and enjoy the area. It is therefore estimated that the scheme will result in 60% of visitors dwelling for a minimum of 20 minutes. On this basis, these figures have therefore been taken as the future scenario within the VURT analysis.

3.3.12 A PERS audit was undertaken to inform the VURT analysis. The PERS audit provides an assessment of the pedestrian environment improvements generated from the scheme, accounting for a number of factors including movement, activity, comfort, and safety. The PERS audit was undertaken with conservative scoring to account for the worst-case scenario. The outputs of which were input into VURT, which estimated that the scheme will generate annual benefits of £339,846 in 2020 prices.

3.3.13 The VURT outputs are provided within Appendix C.

3.3.14 Therefore, the scheme is estimated to generate total annual benefits of £559,312 (increased visitor spend + urban realm welfare improvements).

### 3.4 Cost Benefit Analysis

Appraisal parameter assumptions:

3.4.1 A study undertaken by CABI into the value of street design, paved with gold: the real value of good street design (2007), identified that significant economic benefits are accrued from public realm improvements several years into the future. Although based on qualitative data, a review of a project 12 years after opening, identified that significant economic benefits were still being experienced, with the study recommending that longer appraisal periods should be applied for street improvement schemes. A 15-year appraisal period has therefore been used for the scheme.

3.4.2 In addition, a 20% optimism bias has been applied, which is considered proportionate given the project status and benefit and costs calculation allowances. This has been accommodated by applying a 20% uplift on the estimated scheme costs of £2,413,407, providing a final cost of £2,896,088.

3.4.3 Table 3.1 below provides a summary of the cost-benefit analysis. Based on a 3.5% Social Time Preference Rate (STPR), in accordance with the HM Treasury Green Book.

**Table 3.1 – Cost Benefit Analysis summary**

YEAR	COST (FV)	COSTS(PV)	BENEFITS(FV)	BENEFITS (PV)
0	£2,896,088	£2,896,088	£279,656	£279,656

1	£0	£0	£559,312	£540,398
2	£0	£0	£559,312	£522,123
3	£0	£0	£559,312	£504,467
4	£0	£0	£559,312	£487,408
5	£0	£0	£559,312	£470,925
6	£0	£0	£559,312	£455,000
7	£0	£0	£559,312	£439,614
8	£0	£0	£559,312	£424,748
9	£0	£0	£559,312	£410,384
10	£0	£0	£559,312	£396,506
11	£0	£0	£559,312	£383,098
12	£0	£0	£559,312	£370,143
13	£0	£0	£559,312	£357,626
14	£0	£0	£559,312	£345,532
15	£0	£0	£559,312	£333,848
TOTAL PV	£2,896,088			£6,721,482

3.4.4 As demonstrated, the scheme would generate, £2,896,088 in costs; and, £6,721,482 in benefits. Which equates to a Net Present Value (NPV) of £3,825,394 and BCR of 2.32. Therefore, presenting High VfM.

### 3.5 Sensitivity analysis

3.5.1 To establish the sensitivity of the expected scheme outcomes, cost benefit analysis was undertaken for reduced proportions of Windsor Castle visitors increasing spend: 30% and 20%, as opposed to 40%.

3.5.2 With only 30% proportion of Windsor Castle visitors increasing spend, the scheme would generate five jobs, translating into £5,999,031 in total benefits. Equating to a NPV of £3,102,943 and BCR of 2.07. Still presenting High VfM.

3.5.3 With only 20% proportion of Windsor Castle visitors increasing spend, the scheme would generate three jobs, translating into £5,233,017 in benefits. Equating to a NPV of £2,336,929 and BCR of 1.81. Reducing the VfM from High to Medium.

### **3.6 Environmental and social impact summary**

#### **Environmental impact:**

3.6.1 The proposed scheme comprises of public realm enhancements, reallocating existing carriageway to footway use to improve the environment in proximity of Windsor Castle. The removal of vehicular traffic will generate noise, air quality, and greenhouse gas improvements. In addition, the public realm enhancements will provide townscape benefits, improving the environment, better utilising the space, and complementing the historic environment.

3.6.2 The proposed scheme is located within an urban area and is not within proximity of any water courses. Therefore, it is not anticipated to generate any biodiversity of water environment impacts.

#### **Social impact:**

3.6.3 Although the proposal seeks to restrict and prevent vehicle movements on Castle Hill, the road does not form part of a commuter route, being primarily utilised by access and circulating traffic. Therefore, the proposed scheme is unlikely to generate any commuting journey impacts.

3.6.4 Since the scheme proposes to reallocate road space to pedestrian use, it will provide physical activity benefits, encouraging movement and walking. In addition, the scheme will provide journey quality improvements for pedestrians. By removing vehicular traffic, the scheme will reduce the risk of conflict between pedestrians and vehicles, therefore, reducing the risk of accidents.

3.6.5 By encouraging pedestrian movements and permeability within the town the scheme will also result in improved access to a number of services.

3.6.6 As outlined within the Strategic Case, the current carriageway severs the public realm, restricting pedestrian movements. By creating pedestrian and public realm improvements and removing vehicular traffic, the scheme will provide severance benefits.

### **3.7 Value for Money statement**

3.7.1 The expected Benefit to Cost Ratio (BCR) of the scheme is 2.32 therefore, presenting High Value for Money. The sensitivity analysis identified that the benefits and value of the scheme are robust, with the scheme still presenting High VfM with only 30% of Windsor Castle visitors increasing spend as a consequence of the scheme; and presenting Medium but positive VfM if the proportion is further reduced to 20%.

3.7.2 In addition, the cost benefit analysis is considered conservative, accounting for the worst-case scenario with only 20% increased visitor spend, only 40% proportion of Windsor Castle visitors increasing spend. Therefore, the actual benefits and VfM are likely to be greater.

## **4. FINANCIAL CASE**

### **4.1 Overview of affordability assessment**

4.1.1 In September 2012, the DfT set out firm proposals for the devolution of funding for local major transport schemes from 2015 from a national pot of £2bn. The Government's response further confirmed the commitment to delegate funding decisions and negotiate a Growth Deal with every Local Transport Body (LTB) to deliver local growth and infrastructure priorities.

4.1.2 As identified within the Strategic Case, the Windsor Visitor Economy proposal is a strong fit with national, regional, and local policies and priorities relating to investment and economic growth. Funding is available through the Local Growth Fund (LGF) and has been provisionally allocated to this project subject to RBWM demonstrating a satisfactory BCR.

### **4.2 Project costs**

4.2.1 The LEP provisionally agreed a £1.563 million contribution to this project, with £350,000 of S106 contributions and £500,907 from the RBWM capital programme. Equating to a grand total of £2.413 million. All funding sources will be utilised in the 2020/21 financial year.

4.2.2 The costs for the scheme are set out in Table 4.1. A contingency (risk) budget of £350,134 is included within the cost estimates based on 20% of the construction costs.

4.2.3 The proposed scheme comprises of footway repaving and raising the existing carriageway to footway level. Therefore, will reduce existing loading – from vehicular to pedestrian – and, will not require lowering of the existing surface. As a result, the proposal is unlikely to affect statutory undertakers. However, to allow for any unforeseen works, a utility allowance of £50,000 has been accommodated within the costs.

4.2.4 An estimate of design fees and charges has been included at 15% of construction costs. An estimate of preliminaries, legal fees and charges has been included at 20% of construction costs. This includes surveys, and any permanent and temporary Traffic Orders.

4.2.5 The construction costs have been estimated using RBWM's term contract rates with an uplift to account for additional costs from experience of delivering similar schemes. The prelims, design, stats, and contingency costs are based on knowledge, understanding and experience of the quantum of costs required to deliver the proposed scheme. Based on concept designs and shall be refined for preliminary and detailed design.

**Table 4.1 – Proposed scheme costs**

Scheme costs £000			
	Public realm	Wayfinding	Total
Design	227	36	263
Prelims	218	40	258
Construction	1292	200	1,492
Stats	50	0	50
Contingency	302	48	350
TOTAL COST	2,089	324	2,413

### **4.3 Cost profile**

4.3.1 Table 4.2 presents the scheme costs profiled by financial year for the duration of the funding period.

4.3.2 Preliminary design will take place until October 2020, with detailed design completed by January 2021. The construction works shall commence in November 2020 and will be fully delivered by April 2021. Subject to approval of this business case.

**Table 4.2 – Cost profile**

<b>2020/21</b>	<b>Total</b>		
Expenditure (estimated costs)		£000	£000
Design		263	263
Prelims		258	258
Construction		1,492	1,492
Stats		50	50
Contingency		350	350
TOTAL COST		2,413	2,413

## **5. COMMERCIAL CASE**



## **5.1 Output based specification**

5.1.1 The Commercial Case details the procurement strategy for the project and is informed by the following strategic outcome objectives:

- I Achieve cost certainty, or certainty that the scheme can be delivered within the available funding constraints;
- I Obtain contractor experience and input to the construction programme to ensure the implementation programme is robust and achievable;
- I Minimise further preparation costs with respect to scheme design by ensuring best value, and appropriate quality; and
- I Obtain contractor input to risk management and appraisals, including mitigation measures, to capitalise at an early stage on opportunities to reduce construction risk and improve out-turn certainty thereby reducing risks to a level that is 'as low as reasonably practicable' (HSE Risk Management).

5.1.2 Key deliverables for the scheme include public realm enhancements within proximity of Windsor Castle, primarily on Castle Hill.

## **5.2 Procurement strategy and sourcing options**

5.2.1 RBWM is able to draw on existing long-term framework contracts for delivery of the project including: Volker Highways for delivery of highway construction services, traffic signs and road markings; and, Project Centre for professional engineering services, including public realm, traffic and highway engineering design services.

5.2.2 These contracts were let in 2017 using a rigorous competitive tender approach to ensure best value for money across a range of highway projects, taking advantage of economies of scale associated with delivering large volumes of work as part of RBWM capital programme.

5.2.3 The Windsor Visitor Economy scheme consists of highway civils and public realm improvements, which is similar in scope to projects already being delivered as part of the framework. Therefore, it is considered sensible to use the existing frameworks to take advantage of their preferential rates and RBWM is content that this approach presents value for money.

5.2.4 The construction, paving and associated furniture etc. will be procured directly through Volker Highways, who will also be in a position to deliver early contractor involvement in the design and development of the scheme.

5.2.5 The timescales for delivery of the works are relatively tight and going out to competitive tender would incur significant additional delay that could prejudice delivery within the funding time constraints. Utilising the existing frameworks will minimise procurement timescales.

5.2.6 Also, involvement of the council's existing term contractor allows them to better coordinate the Windsor Visitor Economy works with other planned works in the area. Therefore, minimising the risk of incurring delays associated with other schemes over-running.

5.2.7 Project Centre has been involved in the concept design and preparation of the Windsor Visitor Economy Business Case. As such, they have a sound understanding of the scheme, its estimated costs, and associated risks. Their continued involvement in the project through the delivery phase will help to minimise risks and any associated costs.

### **5.3 Payment/ charging mechanisms and framework**

5.3.1 The existing term contracts are based on an NEC 3 contract model Option B, which allows for penalty clauses, specifically relating to over-running.

5.3.2 Payments to the contractors will be made monthly in arrears to the value for 80% of the project, subject to the project engineering checking and agreeing the submission made by the contractor as the build progresses. The final 20% will be paid once the project is complete and has been signed off.

5.3.3 Payments made to the contractor will be subject to cross-checking against the programme to ensure that the absolute minimum overrun occurs. If any penalty is due to be applied, the council will work with the contractor to rectify/ remedy this.

### **5.4 Risk allocation and transfer**

5.4.1 Resources are available to manage risks across the scheme. Risks shall be allocated and managed in a cost-effective manner by the most appropriate party to do this and at the appropriate level.

5.4.2 The Project Board, as defined in Section 6, shall be primarily concerned with managing strategic level risks relating to interfaces between the scheme and the wider project environment.

5.4.3 The Project Manager will have overall responsibility for ensuring that the risk management process is implemented and managed in accordance with best practice. They will ensure that risks are actively managed in a consistent and appropriate manner across all work streams. All severe risks will be reported to the Project Board. In addition, all risks which relate to the overall direction, organisation and control of the scheme shall be reported to the Project Board. The Project Manager will:

- I Ensure that an appropriate procedural framework is adopted;
- I Report to the Project Director in review and management of performance;
- I Agree the required level of risk management support to be provided for risk identification, analysis, review, and reporting;

- I Facilitate risk workshops/meetings as appropriate; and
- I Be the custodian of the risk register.

5.4.4 The risk owner will be responsible for the day-to-day management of the risk(s) that they own. The selection and appointment (by the Project Manager) of a risk owner will be on a “best person for the task” approach and, once appointed, the risk owner will monitor and update the risk register informing the Project Manager of changes.

## **5.5 Contract length**

5.5.1 The design and build elements of the scheme will be procured separately. Project Centre are identified to undertake preliminary and detailed design, which will be undertaken in line with the programme provided in Appendix B. A review of the programme will be undertaken at each stage and incorporated into the delivery plan.

5.5.2 The existing Volker Highways contract for construction currently runs to 2021. However, this would be extended for job specific projects currently under construction for the duration of that scheme.

## **5.6 Human resource issues**

5.6.1 The ability for the contractor to resource the project effectively will be scrutinised at procurement stage via the procurement specifications. Design resource is readily available via Project Centre, who hold a long-term, sole-source framework with RBWM.

## **5.7 Contract management**

5.7.1 The contract follows a traditional NEC 3 format, ensuring that the contractual / commercial arrangement will be well defined. This form of contract is well understood throughout the supply chain and relies on a pre-defined risk register to allocate and manage anticipated risk.

5.7.2 During contract negotiations, risk will be allocated to the party best able to manage it in the most cost-effective way.

5.7.3 The contracts will be managed through a combination of workshops, reviews, meetings, and day-to-day operation to enable all actions to be discussed and agreed.

# **6. MANAGEMENT CASE**

## **6.1 Introduction**

6.1.1 The purpose of the Management Case is to demonstrate that there are robust arrangements in place for the delivery, monitoring and evaluation of the scheme. Within this Management Case, these aspects are covered and demonstrated under the following sections:

- I Evidence of similar projects;

- I Programme and project dependencies;
- I Governance, resourcing, and responsibilities;
- I Managing project risks;
- I Stakeholder management; and
- I Benefits realisation.

6.1.2 The management approach has been developed following the methodology set out below:

- I Set the appropriate governance structure to ensure outcomes and objectives are met;
- I Identify and plan for the key approval milestones ensuring information is provided in good time so as to not delay the programme; and
- I Assess how the delivery process will be managed to achieve optimum financial performance and impact.

## **6.2 Evidence of similar projects**

6.2.1 This section presents evidence to demonstrate that RBWM, and its consultants/ contractors are experienced at delivering similar infrastructure projects to those proposed for the scheme.

6.2.2 RBWM has extensive experience of delivering similar schemes as part of its annual capital programme and also as part of major schemes. Similar schemes that have been implemented recently include:

- I Maidenhead Station Forecourt – enhancement of the station to cater for the Elizabeth Line and achieve a more sustainable transport mode split for travel to and from Maidenhead town centre. The scheme includes the removal of long-stay parking from the forecourt, the doubling of cycle parking capacity, the creation of a pedestrian area, widened footways and a gateway to the town centre.
- I Stafferton Way Link, Maidenhead – construction of a new £6 million link road to the south of Maidenhead town centre, including a new bridge over the flood reliver channel with shared-use footway/ cycleways, toucan crossing, new road junctions, lighting and noise barriers and a roundabout at the A4/ B3028 junction.
- I Peascod Street, Windsor – conversion of carriageway to ‘at-grade’ shared space, creating a pedestrian friendly area, with additional space accommodating outdoor seating for cafes. Scheme included street clutter clearance and replacement of cobbles and granite paving. Opening up the vista towards Windsor Castle.
- I Clarence Road Roundabout, Windsor – construction of a complex signal-controlled roundabout at the junction of A332 Royal Windsor Way, A308 Goslar Way, B3173 Imperial

Road, B3024 Clarence Road. The scheme was constructed in a phased manner to minimise the impact on traffic and the completed scheme has succeeded in significantly improving congestion, helping to achieve air quality objectives within the Windsor Air Quality Management Area.

6.2.3 For the Stafferton Link Road, the client and project management team were responsible for commissioning a professional services team, and procurement of a contractor, Balfour Beatty, who successfully delivered the project.

6.2.4 Although utilising a different procurement strategy, the management structure and practices proposed for the Windsor Visitor Economy scheme shall be the same as those applied for the delivery of the Stafferton Link Road project, which are outlined below.

6.2.5 Project and programme management services were led by RBWM, who undertook all associated programme and risk management activities, and coordinated the professional services team.

6.2.6 Scheme delivery was managed through a design and build contract, which was specified and procured by the RBWM team.

6.2.7 The Stafferton Way Link Road scheme delivered all elements of the scheme to the required standard and has been successful in delivering the missing section of the town centre ring-road. Resultantly, unlocking investment in the vicinity of Stafferton Way, with a new supermarket and housing development being constructed since the scheme opened.

6.2.8 Although the scheme did experience a significant overspend, this was due to changes in project scope - which included additional items requested by members - engineering complexity and unforeseen utility costs. The council allocated additional funds to the project to ensure it was delivered in full.

6.2.9 A detailed review of the project was undertaken, which highlighted several key learning points. These included the need for timely reporting of financial information; understanding trade-offs between scope and cost; and, the need for full involvement of elected members, officers, and consultants in the decision-making process throughout the lifetime of the project.

6.2.10 The council has since put in place a comprehensive, scalable, and mandated project management methodology. Which is to be adopted for all major projects, which is described in full later in this document.

6.2.11 RBWM's professional services consultant, Project Centre, have extensive experience in developing business cases for major LEP schemes and assisting local authorities to design and deliver those schemes. It is expected that they will be leading on the design of the scheme.

6.2.12 An example of a project which Project Centre has assisted with and successfully delivered is Commercial Road Park, Strood. Working with Medway Council, Project Centre assisted in securing £11m LEP funding for a transportation and public realm improvement scheme.

6.2.13 In addition, Project Centre provided preliminary design, consultation, and detailed design services. This included traffic modelling, street and architectural lighting design, public and stakeholder consultation, public real and street art design, and detailed design for construction.

6.2.14 Commercial Road Park, Strood, is now complete having been successfully delivered within programme and budget constraints.

6.2.15 Project Centre also provided services for Waltham Forest mini-Holland scheme, which included traffic engineering and public realm design for 5km of cycle/ bus/ walking routes of strategic highway. Lea Bridge Road was the focus of the study and a flagship for the Transport for London (TfL) mini-Holland programme, for which Waltham Forest Council received £30m in funding. Project Centre delivered preliminary design, consultation, and detailed design services for the project.

6.2.16 The scheme incorporated junction designs, removal of bus lanes, the introduction of cycle lanes, and facilities for pedestrians.

### **6.3 Programme/ project dependencies**

6.3.1 The scheme programme is dependent on the following:

- I Political backing;
- I Stakeholder support, including Windsor Castle;
- I Funding from the identified funding streams; and
- I Successful liaison with the local community and businesses, ensuring they are included in regular updates through the scheme development.

6.3.2 The scheme is not dependent upon other projects. However, the works will need to be coordinated with key stakeholders, primarily Winsor Castle, to avoid unacceptable disruption to visitors and business operations.

### **6.4 Governance, organisational structure & roles**

6.4.1 RBWM will operate the design, construction, and monitoring stages of the scheme, utilising the governance structure described in Table 6.1.

Table 6.1 – RBWM management and governance arrangements

#### **Responsible group or officer Responsibility**

Cabinet            Member group that manages council business including high value/high risk procurement and projects, including LGF projects.

Overview & Scrutiny Panel    Provides on-going member oversight of the development and delivery of major transport schemes.

Project Sponsor            Senior officer with overall accountability for the project. Responsible for providing regular updates to relevant Cabinet portfolio members.

For the Windsor Visitor Economy scheme, this role will be fulfilled by Chris Joyce, Head of Infrastructure, Sustainability and Economic Growth.

Project Board    Provides senior officer project management oversight and support. For the Windsor Visitor Economy scheme, the Project Board includes senior representatives from:

- I        Highways, Parks and Countryside;
- I        Community Protection and Enforcement;
- I        Property;
- I        Regeneration;
- I        Parking; and,
- I        Finance.

The Group is responsible for the strategic management of the project and has authority to commit resources to the project in accordance with the Council's Constitution. General tasks include:

- I        appointing the project manager;
- I        signing off the project brief and business case;
- I        approving the Project Initiation Document (PID);
- I        agreeing project controls;
- I        authorising project start;
- I        reviewing progress against the agreed programme;
- I        review of Microsoft Teams project toolkit;
- I        authorising variations to expenditure;
- I        managing key risks in the highlighted risk log;
- I        agreeing responses to issues arising;

- I managing communications;
- I authorising project closure.

The Project Board meets on a monthly basis and an LGF update report is a standing item on the agenda.

### **Project Manager**

Responsible for delivering the project on behalf of the Project Board. Key responsibilities include:

- I Leads and manages the Project Team – has the authority and responsibility to run the project on a day-to-day basis;
- I Delivers the agreed outputs to the required level of quality and within the specified constraints of time, cost, resources and risk;
- I Prepares project information, including the Project Initiation Document (PID) and Project Plan;
- I Identifies and evaluates risks, determines and manages actions, and maintains the risk log;
- I Manages and controls changes to the project scope, requirements, personnel etc;
- I Ensures the project is properly resourced, with sufficient, properly-skilled support;
- I Monitors and reports progress against the agreed programme, budget and other performance metrics, updating the Council's project management system each month;
- I Identifies key issues that need to be escalated to the project board for review and decision;
- I Liaises with the Project Board and Project Sponsor, securing their approval and decisions at key project stages.

**Project Team** This is a working group that is responsible for the detailed running of the project.

They undertake regular reviews of progress, risks, issues, actions and spend at a detailed level.

### **Head of Internal Audit**

Leads on providing financial governance advice. Involved in the programme from an early stage.

6.4.2 The council uses Microsoft Teams software to manage the project and provide visibility of the work status. This is updated monthly, by the Project Manager and is reviewed by the Project Sponsor and Project Board.



6.4.3 Key information entered within Microsoft Teams includes:

- | Project toolkit;
- | Delivery status;
- | Project milestones;
- | Risks log;
- | Issues log;
- | Decision / change log;
- | Costs;
- | Actions;
- | Project plan / programme;
- | Document management;
- | Project overview;
- | Scope / project initiation document;
- | Justification / approvals;
- | Project constraints;
- | Assumptions;
- | Meeting agendas / minutes;
- | Progress reports.

6.4.4 A key benefit of using Microsoft Teams is that it is cloud-based, providing a common data environment, so all project documentation can be easily shared with internal and external stakeholders. It also enables collaboration and automatic version control, so all parties are confident that they are working on the latest version of project documents.

6.4.5 A regular snapshot is taken from Microsoft Teams to provide status reports for Project Board and Project Team meetings. Which also provides a useful audit trail.

## **6.5 Programme/ project plan**

The outline programme for development and delivery of the scheme is provided within Appendix B. The programme will be refined following full scheme approval, subject to preliminary and detailed design. The key milestones are detailed in Table 6.2 below.

**Table 6.2 – Key project milestones**

Stage	Date
Business case approval	Jul 2020
Preliminary design	Jul - Oct 2020
Detailed design	Nov – Jan 2021
Procurement	Sept 2020
Commence construction	Oct 2020
Completion of Construction	April 2021

## **6.6 Assurance and approval plan**

6.6.1 The Project Board will be the mechanism for assessing scheme progress. This includes sign-off for each stage completed and approval for commencing the next stage, as set out in the Project Management Toolkit. This methodology enables:

- I Realistic and achievable targets to ensure successful delivery;
- I Deployment of relevant skills and competencies to a project;
- I Compliance with best practice;
- I Key stakeholder input and understanding;
- I Project feedback through lessons learnt;
- I A visible audit trail.

6.6.2 The key milestones for RBWM and LEP sign-off are shown below:

- I Decision by BLTB/Thames Valley Berkshire LEP Board on commitment of funding – July 2020;
- I Contract between BLTB, LEP and scheme delivery body produced and signed – August 2020;
- I Detailed design approval – August and November 2020; and
- I Construction contract agreed – November 2020 and January 2021.

6.6.3 These milestones have been built into the project programme and will be monitored by the RBWM Project Manager and reported to the Project Board.

## **6.7 Communications and stakeholder management**

6.7.1 The key objectives of the scheme's stakeholder management are to keep stakeholders aware of the scheme's progress and give an opportunity for feedback / input to the design process. Key stakeholders include:

- | Windsor Castle;
- | Affected businesses;
- | Affected residents (including relevant residents' associations);
- | Developers;
- | Affected transport providers (taxis, buses, coaches etc.);
- | Thames Valley Berkshire Local Enterprise Partnership;
- | RBWM elected members; and
- | RBWM officers.

6.7.2 RBWM will ensure public and stakeholder awareness of the scheme by providing consistent, clear, and regular information to those affected by the scheme. This will include information on how groups using the area might be affected by works.

6.7.3 RBWM will publicise the scheme in the public domain in advance of construction, including details of the programme, its impact on pedestrian, and vehicle movements including road closures, etc. This will include:

- | Press releases;
- | Articles on the council website;
- | Social media releases;
- | Articles in 'Around the Royal Borough';
- | Messages on variable message signs around the town centre;
- | Engagement with the Developers' Forum;
- | Engagement of local businesses through the Town Manager.

6.7.4 Direct engagement with statutory consultees will occur during the detailed design stage of the project and further during the public consultation stage. The design team and project team **will**

undertake these consultation activities in partnership with the Royal Borough's communication team.

## **6.8 Programme/ project reporting**

6.8.1 Responsibility for accurate, timely and appropriate communications within the Project Team rests with the RBWM Project Manager, to ensure that the Project Board is kept up-to-date with programme developments.

6.8.2 The Project Manager is responsible for leading the Project Team and reporting the Project Sponsor. The Project Sponsor is responsible for keeping the lead members aware of the scheme development, and reporting progress to the Overview and Scrutiny Panel.

6.8.3 It is the responsibility of the Project Sponsor and Project Manager to ensure that the Project Board has sufficient information. The Project Board shall be involved in all decisions that affect the programme and performance of the project, achievement of the project objectives, or deviation from the agreed and delegated responsibilities. Project Team meetings will be held monthly, with the outcomes escalated to the Project Board.

## **6.9 Implementation**

6.9.1 The key workstreams required for implementing the project are as following:

- I Approval of business case;
- I Preliminary design (Project Centre);
- I Detailed design (Project Centre);
- I Early site works (through appointed contractor for scheme);
  - o Including utility works where required;
- I Construction (through appointed contractors for scheme);
- I Site supervision (Project Centre); and
- I Monitoring and evaluation (led in-house).

## **6.10 Risk management**

6.10.1 The risk register detailing scheme risks, implications, mitigations, and actions, is provided in Appendix A. It has been categorised into the following four areas: strategic, design, financial, and construction.

6.10.2 The key project risks will be managed throughout the planning and implementation of the scheme. The risk register includes the severity of risk. The main issues are summarised below:

- I Scheme capital costs increase due to unforeseen factors including unanticipated utility works;
- I Windsor visitor numbers reduce, reducing financial benefit;
- I Stakeholders object to the proposed interventions;
- I Delays to construction due to unforeseen events; and
- I Archaeological finds discovered, resulting in increased costs and delays to construction programme.

6.10.3 The risk register will remain a live document, which shall be continually updated throughout the life of the project, as existing risks change, new risks are identified, or where further development of the design results in mitigation of risks. This would include appropriate levels of value engineering to optimise value and reduce risk.

6.10.4 Following confirmation of scheme funding, ownership of the risks will be allocated to those parties best able to manage them.

## **6.11 Benefits realisation**

6.11.1 This section presents the proposed monitoring and evaluation strategy for the project as well as the key decision points. The proposed reporting and approval process will also be summarised.

6.11.2 The following stages of the project programme represent key points where decisions can be undertaken to ensure that the appropriate project viability considerations are undertaken in advance of significant capital commitment:

- I Public consultation stage;
- I Local Enterprise Partnership approval; and,
- I Internal funding approval.

6.11.3 The scheme monitoring and evaluation plan will consist of three stages:

- I Stage 1 – Pre-construction study;
- I Stage 2 – One year post opening process evaluation, Q2 2022; and
- I Stage 3 – Five year post opening impact evaluation study, Q2 2026.

6.11.4 The council is seeking agreement to the following Key Performance Indicators (KPI) to monitor the delivery and success of this project:

**Table 6.3 – Key Performance Indicators**

<b>Core Benefit</b>	<b>Indicator</b>	<b>Target</b>	<b>Additional Data Collection</b>
Outputs:	Public realm enhancements	Scheme delivery	100% of scheme delivered on time/ to budget
	Wayfinding and pedestrian routing	Scheme delivery	100% of scheme delivered on time/ to budget
Outcomes:	Increase GVA within local economy over 5 years relative to baseline.	Increase visitor spend in shops	Increase
	Increase number of visitors to Windsor Castle visiting shops. Increase over 5 years relative to base line.	Visitor survey	Increase
	Improved visitor welfare. over 5 years relative to baseline.	Visitor dwell time in proximity of Windsor Castle. Pedestrian surveys.	Increase

6.11.5 A process evaluation will be undertaken as the construction nears completion. The aim will be to identify factors influencing the extent to which objectives have been achieved; identify and investigate unintended outcomes; and, identify lessons learned.

6.11.6 The process evaluation will involve interviews with key project officers and a process review workshop with key parties and stakeholders. This will include assessment of:

- I Programme management, success factors and key obstacles to delivering the scheme;
- I Project plan assessment, delivery at key milestones, etc.;
- I A review of evidence collated through RBWM's project management and governance procedures;
- I Consultation with key stakeholders to garner a range of views of the operation and success of the scheme;
- I Evolution of the risk register and the effectiveness of the risk management strategy e.g. safety during construction, delays to transport users, impacts on local business during construction;
- I Contract management issues, including handling of early warnings, change controls and value engineering opportunities;
- I If and how the context and rationale behind the scheme has changed; and

- I All costs involved in the management, construction and delivery of the scheme compared to the forecast costs including an assessment of risk and optimism bias in pricing.

6.11.7 This process will inform a formal project closedown and associated lessons learned report and log. These reports will be used to assist in the evaluation of the process from start to finish.

6.11.8 As part of the project closedown process, a workshop will be held with key members of the client and contractor teams to capture the items that went well and did not go well, and identify if there are additional lessons that need to be learned. This will include a review of the impact of stakeholder engagement based upon the feedback that was received during the project, and perceptions of the construction phase obtained via the residents' attitudes surveys.

6.11.9 After completion of the monitoring and impact evaluation, an economic evaluation will be undertaken to assess the accountability of the investment into the scheme through answering the following questions:

- I How do the realised benefits, and therefore, VfM correspond with those estimates derived from the scheme appraisal?
- I Have any unexpected benefits occurred or have other predicted benefits not materialised?
- I Are on-going benefits expected to change?

6.11.10 The actual outturn costs and movement data will be used to generate a new assessment of cost benefit. This will be supplemented with an assessment of the wider economic benefits generated by the scheme.

## **7. CONCLUSIONS**

7.1.1 The business case demonstrates that the Windsor Visitor Economy scheme presents an opportunity to generate economic growth, providing a strong fit with local, regional, national policies and priorities. The case study review provides a robust evidence base to support the proposed public realm interventions, identifying a clear relationship between public realm enhancements and increased spend and economic growth.

7.1.2 The selection of the preferred scheme option has been informed by stakeholder engagement, and provides a sensible solution given the scheme constraints and operational requirements of Windsor Castle, local residents, and local businesses. As demonstrated by the economic analysis, by taking advantage of the high number of visitors to Windsor Castle, the benefits generated from the scheme significantly outweigh the costs, providing a Benefit/ Cost ratio of 2.32. Therefore, presenting High value for money.

7.1.3 From the Financial Case, it is demonstrated that the scheme is affordable, with sufficient funds available to deliver the scheme subject to LGF and BRRP funding. RBWM also benefit from having existing frameworks agreements in place to deliver both the design and construction of the

scheme, with RBWM, the consultant and contractor all having experience of delivering schemes of similar scale and complexity.

7.1.4 The scheme is currently being progressed to preliminary design, following completion of concept design. Subject to approval of this business case, the scheme is on track to be completed by April 2021.



**MEETING OF THE BERKSHIRE LOCAL TRANSPORT BODY (BLTB) – THURSDAY 15 JULY 2020**

**CONTACT OFFICER: TIM WHEADON, CHIEF EXECUTIVE, BRACKNELL FOREST COUNCIL**

**Item 12: 2.09.2 Slough: A4 Cycle Route NCN422 – One Year Evaluation Report**

***Purpose of Report***

1. At your meeting in March 2017, you approved guidance for the preparation of one- and five-year- on impact reports for BLTB funded local transport schemes.
2. This report introduces the impact report for scheme 2.09.1 Slough: A4 Cycle Route NCN422.

***Recommendation***

3. You are recommended to note the reports from the scheme promoter and the independent assessor.

***Other Implications***

***Financial***

4. There are no direct financial implications of this report.

***Risk Management***

5. The government requires all LEPs to have Assurance Frameworks which set out governance arrangements and financial procedures. One of the specific requirements for transport schemes is to require scheme promoters to submit impact reports one and five years post implementation.

***Human Rights Act and Other Legal Implications***

6. Slough Borough Council will provide legal support for the BLTB should any questions arise on the application of the Assurance Framework.

***Supporting Information***

7. Slough Borough Council received £483k in LGF towards the cost of this £930k scheme.
8. The one-year on impact report is attached at Appendix 1; and the independent assessor's report is attached at Appendix 2.

## **Conclusion**

9. The Independent Assessor concludes that the A4 Cycle Route one-year impact report represents a well-constructed and balanced document. It is considered to meet many of requirements for a one-year impact report, relating to what and how the scheme has been delivered; however, there are significant limitations in the quantified assessment of the outcomes.
10. The report provides a good overview of the scheme that was delivered and the positive impacts that have occurred in terms of enhanced walking and cycling provision and the effect this has had upon overall cycling amenity. There is some secondary evidence to indicate that cycling levels may have increased as a result of the scheme and direct evidence that the scheme is having a positive influence on accident levels.
11. At this stage, it is unclear whether any significant mode shift has resulted and whether private car trips have reduced at all as a result of the scheme. In addition, it is unclear what mechanisms the scheme sought to address gender inequalities in cycling and no data was collected before or after the scheme implementation that would permit this to be assessed.
12. The scheme was delivered close to budget (+2%) but was substantially delayed in its completion by nearly two years. There is no data presented to understand how outturn costs evolved in relation to forecast costs; however, overall, the budgeting process appears to have been reasonably robust. Clearly substantial improvements could have been made to the overall delivery of the project in terms of the programme; however, the actual standard of the outputs appears to be good and the scheme elements appear to be working well and has delivered the broad outcomes required, albeit this cannot be verified by quantified data on usage and mode shift.
13. It is noted that the original monitoring and evaluation plan stated that before and after surveys would be undertaken for the 1 and 5-year evaluations, however, it would appear this has not come to fruition. This has placed significant limitations on the evaluation process. Furthermore, the case for investment was justified on the basis of a range of benefits to cyclist and highway users. Whilst some of these are referenced within the evaluation report, others (e.g. health benefits) are not specifically referenced.
14. To enhance the understanding of the impact of the project, as well as to maximise future outcomes, there is a clear requirement to conduct the following quantified survey work:
  - Cycle counts along the route;
  - User surveys - to assess journey purpose, characteristics of users, levels of satisfaction, and mode shift (particularly from private car); and
  - Accident analysis.
15. Additional points to facilitate wider learning across future projects include:
  - The requirement for clear and realistic scheme objective setting so as to provide a fair assessment of the benefits that will be delivered by a scheme;

- Enhanced overall project planning, incorporating a realistic assessment of the potential risks to delivery and incorporating appropriate contingency planning;
- The importance of tracking outturn costs against projections produced at the FBC stage. This will provide understanding of how costs elements vary and whether appropriate levels of contingency and risk have been included; and
- Clear identification of metrics that can be captured before and after the scheme implementation, to provide quantified evidence of the impacts.

16. There is no further action required.

**Background Papers:** None.

## Appendix 1



Growing a place of opportunity and ambition

Slough: Mass Rapid Transit 1

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**Berkshire Local Transport Body (BLTB)**

**One Year On Evaluation report**

**Bill Hicks**

**June 2020**



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## 1. Introduction

### 1.1. Background

Slough is a thriving town with a population of approximately 150,000 people, with an extremely strong commercial presence in the Thames Valley Berkshire region and an extensive transport network serving the wide-ranging needs of residents and commuters. Key areas of activity include the Town Centre and the Trading Estate, one of the largest in Europe, with 486 acres of commercial property, over 450 businesses on site and more than 20,000 people employed, and the many schools across the borough. SEGRO continues to plan for expansion. The town centre is currently undergoing extensive regeneration, with much more development on the way.

To the west of the borough, Slough shares a boundary with Buckinghamshire County Council, which has responsibility for the highway beyond the site of the scheme covered in this report. The closest, neighbouring town of Maidenhead is part of the Royal Borough of Windsor and Maidenhead.

To the east of the borough, Heathrow airport is a prominent generator of trade and employment, and again, there are considerable plans to expand here. Hence there are enormous opportunities for increased connectivity and growth across the borough.

Traffic congestion has an adverse impact on business efficiency and inward investment and, as such, threatens the future economic vitality of Slough. Cycling has some role to play from this perspective, however the main focus in this scheme is on the impact of cycling in terms of social inclusion, wellbeing, safety, and environmental concerns.

The A4 Cycle Route was designed to improve the basic cycling infrastructure along the given stretch, to encourage an increase in cycling levels and to improved road safety for all road users, but primarily cyclists. Modal shift and increased uptake of Active Travel are part of a wide-ranging solution to the sustainable transport challenge, increasing connectivity, providing healthy travel alternatives and improving air quality, as well as creating opportunities for economic growth. All of these benefits will help to make Slough a more vibrant and attractive place in which to live and work.

Although a relatively minor scheme, this stretch of cycle route is part of a much larger vision for the town, which is dedicated to the reduction of travel by private car, and increased use of public transport, cycling and walking.

The original plan was for the development of a wider scheme with Slough Borough Council, Buckingham County Council (BCC), the Royal Borough of Windsor and Maidenhead (RBWM) all either constructing or enhancing a cycle route along their respective stretches of the A4. However, although various meetings were held, with possible joint working considered, the BCC and RBWM elements of the scheme were postponed, and only the SBC scheme went ahead. This evaluation report therefore only considers the Slough element.

## 1.2. Funding

Slough Borough Council received £483,000 from the Local Growth Fund towards the introduction of the A4 Cycle Route infrastructure and related measures. Additional funding was provided by Slough Borough Council via capital funds (£397,000) and S106 agreements (£50,000), making an overall total of £930,000 to fund the delivery of the scheme.

## 1.3. Objectives and outcomes

As stated in the business case, the following objectives applied to the project:

Objective
1. Encourage a mode shift towards cycling for a range of journey purposes <ul style="list-style-type: none"><li>• Work</li><li>• Education</li><li>• Leisure</li></ul>
2. Reduce the necessity to undertake journeys by private motor vehicle.
3. Address the existing gender inequality in cycle use.
4. Improve perceived cycling amenity on the A4 corridor.
5. Minimise cycling personal injury accidents on the A4 corridor.

This report evaluates the success of the project with reference to these stated objectives, taking into account the strategic fit with the Council's Local Transport Plan and related policies, and all the related impacts, as well as the ongoing requirements for monitoring and review.

For this scheme, there were no wider outcomes specified as there commonly are, for example, for larger highways infrastructure construction projects.

## 1.4. Description of the scheme

### Original scheme proposal.

The original scheme, as set out in the business case was promoted as a safe and convenient cycle route between Slough and South Buckinghamshire. This would follow the A4 corridor and would link with a scheme being promoted by Thames Valley Buckinghamshire LEP, which was due to be progressed along a similar timescale. The scheme would connect the two urban areas of Slough and Maidenhead and would give access to: the Bishops Centre Retail Park, Slough Trading Estate, Burnham and Taplow stations and adjacent residential areas. It would also cater for commuting and other utility cycling trips, as well as leisure trips, connecting to National Cycle Network Route 61 via the Jubilee River, and to Cliveden and Burnham Beeches.

### Revised scheme

The BCC and RBWM stretches of the route (not part of this evaluation per se), were not developed, and hence the eventual scheme (the Slough only stretch), was less extensive than the combined scheme. The SBC scope of the SBC scheme was also commensurate with what was possible given the total amount of funding available for the project. The principles of providing a safe and convenient cycle route, and increasing connectivity, were, however, carried through into the eventual designs. The scheme that was delivered was also consistent with Slough's objectives and expected outcomes. Further, these must be viewed essentially in terms of how they have had an impact in Slough, rather than across the boundary.

The scheme designs were developed in order to maximise the benefits available from the components of the original concept designs that were considered likely to bring the most benefit. These focused on the main signalised junction improvements at Huntercombe Lane North/South and the associated and adjacent highway enhancements.

The section of route included in this scheme mainly comprises shared footway use, with one section along a service road. This is in-keeping with the commitment in the original business case to "an off-carriageway cycling facility", which is also consistent with the majority of the cycling infrastructure along the A4. All of this reflects the expectations set out in the Council's Local Transport Plan (LTP3).

In this way, the scheme that was realised is perhaps best described as *a highways improvement scheme for cycling purposes*, rather than the creation of a brand new cycle corridor. However, for the sake of clarity, reference throughout the report will be made to the *Cycle Route* scheme.



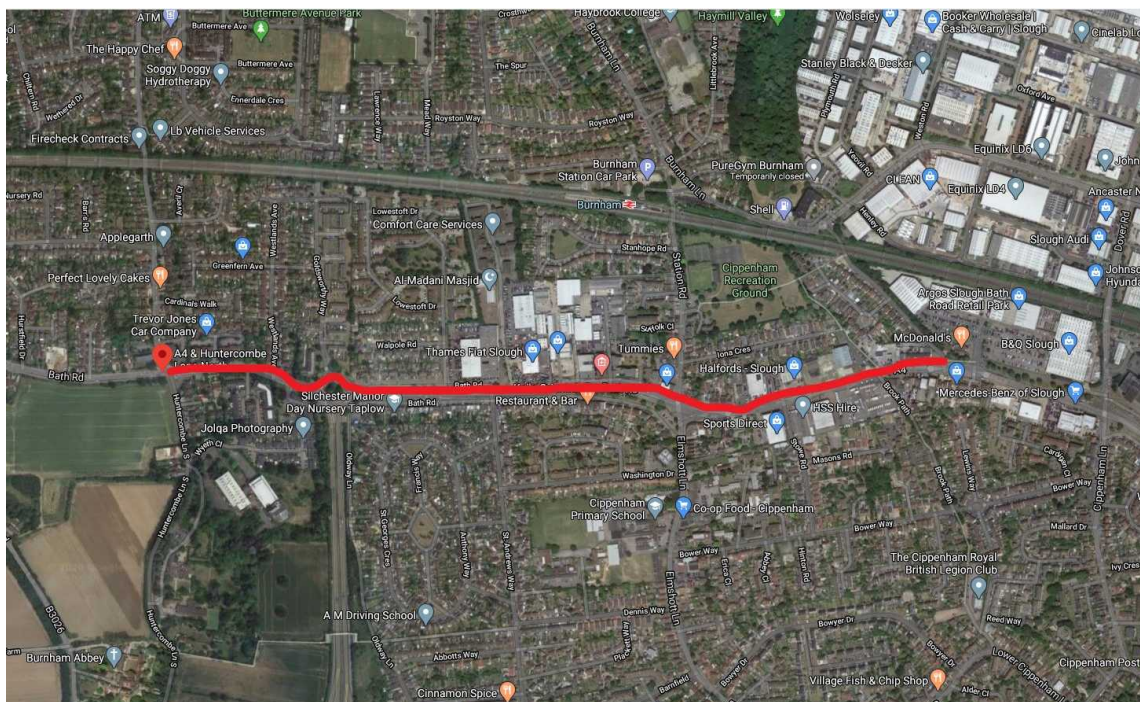
## 1.5. Location

The cycle route for this scheme is a relatively small stretch of the overall A4 cycle corridor that runs across the borough, along the A4/Bath Road, becoming Wellington Street in the town centre and London Road to the east. The majority of this overall cycle route takes the form of shared footway, for the joint use of cyclists and pedestrians.

This specific stretch of route under review runs from the western borough boundary, across the A4 junction with Huntercombe Lane North/South, and onwards towards the town centre. The easternmost junction included in the highway modifications for the scheme is the intersection of Burnham Lane with the A4/Bath Road. The route takes the form of a shared footway with crossing points. The subsequent length of the route (not part of this scheme) then continues along the frontage of the Trading Estate, towards the A4 junction with Tuns Lane, and onwards into the Town Centre.

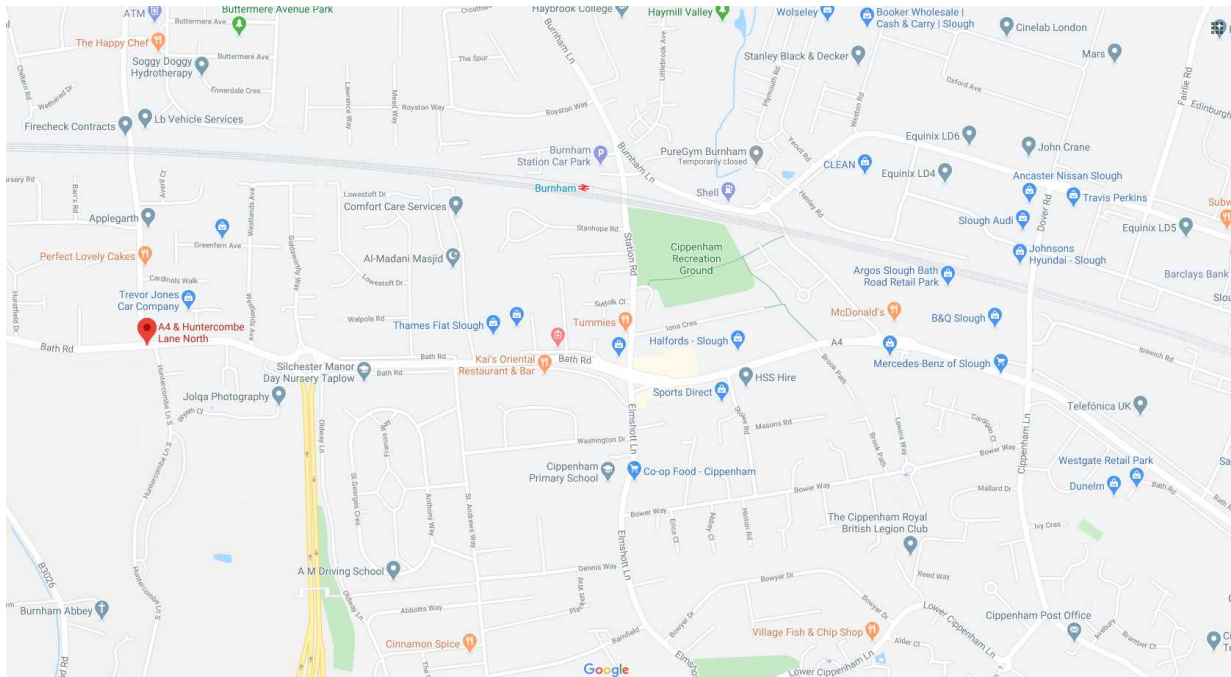
### Image 1: (see below)

A4 Cycle route – from the borough boundary, via the junction with Huntercombe Lane North/South, to the junction with Burnham Lane, towards the Town Centre.



**Image 2:**

A4 Cycle route – area map.



## 1.6. Historic Problems

### ***Congestion***

The overall A4 corridor, along which the stretch relating to this particular scheme sits, is subject to heavy traffic flow, as it carries a large number of commuters as well as local traffic accessing businesses, schools, shops and other destinations. Tens of thousands of commuters enter and exit Slough on a daily basis, Monday to Friday. Many of these commuters engage in single occupancy vehicle journeys. As a result, congestion arises and journey times can be unpredictable. Cycling is regarded as being an important part of the overall solution.

### ***Car Culture***

As above, there is a high level of commuting in Slough, with many journeys made by private car. The problem is considered to be particularly severe in Slough, which has a reputation for having a culture of car ownership and usage. As ever, the various sustainability challenges must be addressed through a mixture of engineering, enforcement, and educational measures. All cycling measures, including new routes or related highways improvements, are therefore designed to reduce the widespread reliance on car travel, and to promote a variety of more sustainable travel modes and behaviours.

### ***Uptake of Active Travel***

It was recognised in the development of Slough's Local Transport Plan (latest published version LTP3), that Slough has a relatively low level of cycling activity in the borough.

Further, it is widely recognised that unless you are a highly competent, experienced commuter cyclist, this form of travel is mainly engaged in for short journeys or where it forms part of a longer multi-modal journey. The Council is working hard, through the Access Programme for behavioural change, and the emerging Local Cycling and Walking Infrastructure Plan, as well as the LTP which is currently being revised, to facilitate a substantial increase in the uptake of active travel across the borough.

### ***Road Safety***

Road safety can be problematic in any built up area, particularly where there is a large number of vulnerable road users interacting with the traffic road network, even at designated crossing points. This *Cycle Route* scheme, which covers a relatively short stretch of the full A4 route, contributes to the realisation of the Council's road safety by delivering junction improvements (mainly at Huntercombe North/South), better crossing facilities and signals and related minor highways enhancements for cyclists and pedestrians.

### 1.7. Evaluation timetable

The A4 Cycle Route scheme was completed in September 2018. Hence this one-year-on evaluation report has been produced later than the standard one year assessment period. With the agreement of the TV LEP team, it was agreed that there would be a delay in this evaluation report in order to better assess the overall impacts of the scheme.

## 2. Funding

### 2.1. Funding details

Just over 50% of the funding for this scheme came from the LEP Local Growth Deal. Additional funding was provided by the Council from capital funds and S106 contributions. The full figures are shown in the tables below:

Source of funding	Total
Amount from LEP Local Growth Deal	£483,000
<i>Local contributions from:</i>	
- Council Capital Programme	£397,000
- Section 106 agreements	£50,000
- Other sources	
<b>Total Scheme Cost</b>	<b>£930, 000</b>

## 3. Scheme details

### 3.1. Design elements

The scheme included:

- Improvements to the junction of Huntercombe Lane North/South with the A4/Bath Road (the main site). Including: signalisation upgrade (Toucan crossing), new crossing point, new signs and lineage.
- Improvements to the junction of Station Road with the A4/Bath Road
- Minor highways improvements at various linked points along the route, including island modifications and further dropped crossing facilities, further new signage.
- Footway resurfacing with new line markings

### **3.2. Key dates**

Construction started on site in February 2017. The work was completed in September 2018.

## **4. Project Management**

### **4.1. Construction Project Delivery**

The construction work was carried out by Amey as the main contractors.

Siemens were contracted to carry out the signals work at the Huntercombe Lane junction.

An excellent health and safety record was maintained for the duration of the project, with no serious incidents on site during the project.

### **4.2. Delay to the programme**

There were no major problems on site. However, the overall duration of the project was delayed to a certain extent. It appears that there was some original under-estimate in the amount of time it would take to finalise the designs and to address unexpected utility services, a common problem.

### **4.3. Costs and financial control**

There was a relatively minor overspend on the construction, of approximately £20k due to compensation events arising out of additional utility service related work. This additional expenditure, bringing the total to £950,000 for the whole project, was covered by the Council from additional Section 106 funds. This level of overspend is considered to be reasonable for a projective of this size and scope.

## 5. Review and evaluation of the outcomes:

### 5.1. Overall outcome:

The scheme was completed satisfactorily, to a high technical standard and close to budget. The construction work took somewhat longer than had originally been anticipated, and the completion date was therefore later than planned. However, the delays were due to a certain amount of technical complexity, some unforeseen utility service issues, and a need to make best use of the overall resources available in-house across the whole service delivery.

The infrastructure created has provided better, safer controlled crossing points for both cyclists and pedestrians. Although a totally new route has not been constructed, the relevant stretch of the existing footway and highway interfaces, along with signage and line markings, have all enhanced this stretch of the cycle route along the A4 corridor. This has made a welcome and necessary contribution to the wider network of cycle routes in the immediate area and across the borough.

Improved signalisation has also benefited all road users approaching the various junctions involved, notably the Huntercombe Lane North/South junction with the A4. This has improved traffic flow and reduced delays.

Limited quantitative data has been available for this evaluation exercise. Recommendations are set out in the following review of the specific objectives. Most prominently, it is not possible at this stage to state the level of modal shift achieved to date by this relatively small scale scheme. Nor is it possible to state with a high level of confidence the size of the reduction in car journeys specifically. This level of assessment is highly challenging under most circumstances. It is particularly challenging at the time of writing this report, given the recent impacts of the COVID-19 situation and the likelihood of ongoing changes to behavioural patterns.

What we can say, however, is that the establishment of this enhanced stretch of route has increased cycling opportunities and cycling amenity. Further, through the Access Programme, building on the previous success of the Local Sustainable Transport Fund initiatives, the Council has engaged in an extensive programme of engagement with schools, businesses and other members of the community, learning about their travel experiences and habits. Travel planning advice has been provided to stimulate modal shift towards active travel and public transport. Although not a major area of focus for the Access



programme, the Huntercombe area has been included in this since it is geographically an area that leads to schools, businesses and other attractions.

## 5.2. Specific objectives

### 5.2.1. Improve perceived cycling amenity on the A4 corridor

As a general principle, the enhanced route is consistent with the majority of the cycleway provision in Slough, especially along the A4 corridor within the borough. Historically, roadspace has been limited, with priority being accorded to motorised traffic on the carriageway, and footways being used as shared-used routes for cyclists and pedestrians. This has provided a safer option for cyclists than the carriageway. The enhanced stretch of the A4 route between the western borough boundary and the junction with Burnham Lane (this scheme) has followed this format. Significant improvements to the route have been included in this scheme in the form of improved signalised crossing points and better signage. At one particular point, on the eastern side of the Huntercombe roundabout, the route takes the course of the northern service road, well segregated from the main carriageway of the A4, before then re-joining the footway.

Hence, cycling amenity has improved considerably as a result of this scheme. This facilitates better visibility, continuity of route, and increased safety features constructed to a high standard. The photographs below show examples of the infrastructure for the A4 Cycle Route:



Image 3: The junction of the A4/Bath Road with Huntercombe Lane North



Image 4: The continuation of the route at the junction with Goldsworthy Way (just off Huntercombe roundabout)





Image 5: Service road north of the A4, showing re-joining point of the cycle route with the footway



Image 6. A4 Junction with Station Road (Toucan crossing)



Image 7. Crossing point along the A4, just past the junction with Station Road  
(including shared used signage)

### **5.2.2. Encourage a modal shift towards cycling for a range of journey purposes**

The enhancement of the route forms part of an overall programme of initiatives to encourage greater uptake of cycling for all purposes, notably the three main categories of work, education and leisure.

Given that the cycle route is mainly along what remains a relatively narrow shared used footway, this stretch cannot really be regarded as a main commuter route, and high speed cycling would certainly not be considered appropriate. However, the route is better now for those choosing to cycle to work and all other cyclists.

Regarding cycling to school, there are no schools immediately situated along this stretch of the A4, nor indeed any that are especially close via linked routes. However, again, all using the enhanced route as part of a longer, connected cycling journey will be better served by the measures that have been implemented.

Leisure cycling is likely to be the category where the most benefit will be experienced, since the route overall is perhaps best suited to casual cycling, but cyclists seeking an off carriageway facility, at different times of the day.

In terms of a quantitative evaluation, specific cycle count data has not been available for this specific stretch of the route on the A4, either from before the scheme or after. This has limited the ability to evaluate the actual change in level of cycling along the route. Installation of cycle counters, along with regular monitoring will be essential in order to evaluate this specific objective. This is part of a general requirement across the entire borough, where the network of counters requires review and improvement. This will form part of an overall review of all cycle routes and infrastructure in Slough.

However, cycle count data is available for the section of the A4 corridor further to the east of the scheme under evaluation. This stretch again runs along a shared use footway, in the vicinity of the Twinch Lane junction (along the frontage of the heart of the Trading Estate and onwards towards the town centre). The data indicates that from October 2017 to September 2018, the year prior to the completion of the route being evaluated, the count was 34,148 (journeys in both directions). Post completion of the route in question, from October 2018 to September 2019, the count was 39,316. This represents an increase in cycle uptake / increased travel by this mode, of approximately 15%. Although these figures relate to the more eastern stretch, it seems reasonable to consider that during the same period there will have been a substantial increase in cycling along the linked stretch, i.e. the Huntercombe to Burnham Lane stretch currently under evaluation. It also seems likely that there will have been a still greater increase in cycling due to the recent and ongoing impacts of the COVID-19 situation.

### **5.2.3. Reduce the necessity to undertake journeys by private motor vehicle**

Progress towards achieving this objective is difficult to assess, given that the need to travel by car is largely a subjective need, perceived by the person travelling. Such a need is also subject to a number of factors that are not directly, or even indirectly in some cases, related to the improvements to the cycle route itself. It would not be fair, for example, to evaluate the scheme in question on the basis of cycling storage availability at all possible or likely destinations. Although this is linked, in terms of encouraging behavioural change, such provision was not part of the budget for this specific scheme.

On a related note, the Council is continually increasing the number of cycle hire docking stations across the borough, in addition to an extensive behavioural change programme, but all of these features must be considered together in order to evaluate the level of need to travel by a specific mode, and this goes beyond the scope of the evaluation of any specific infrastructure scheme.

This objective is, however, intrinsically linked to all the other objectives stated in the original business case, most notably cycling '*amenity*' and safety. In terms of providing a more attractive, resilient, safer route, it is reasonable to conclude that the public perception will be that cycling is now a better option. This is particularly so for shorter journeys, or for journeys where cycling forms part of a linked, multi-modal trip. Further, by extension, it is reasonable to conclude that the need to travel by private motor vehicle has indeed been reduced by this scheme. It is recommended that the extent to which this is true be explored through wider public consultation and engagement on an ongoing basis, as well as more extensive and reliable traffic data collection for all modes.

#### **5.2.4. Address the existing gender inequality in cycle use**

There is no data available to assist in the assessment of levels of cycling broken down by gender. As above, extensive, ongoing public consultation would be necessary for this purpose also.

However, the work carried out in the Access Fund programme does specifically include measures to address the gender imbalance. This includes specifically encouraging girls to cycle more, when the Access team engage with schools. Hence, the Council is actively seeking to bring about behavioural changes, and to bring about equality both in terms of opportunity and active participation. This programme is complementary to the infrastructure schemes of which the A4 Cycle Route is a prime example.

#### **5.2.5. Minimise cycling personal injury accidents on the A4 corridor**

In the original business case, the average number of accidents involving cyclists along this stretch of route was approximately 1.2 per annum. The word 'minimise' in this objective is significant here, since this annual accident rate was already low. The emphasis, therefore, is on helping to ensure zero accidents on this route, and at the very least ensuring the existing level does not increase. The expectation in the FBC is to reduce the accident level to 0.86 per annum with the scheme.

Accident reports via Crashmap have indicated that prior to completion of the scheme, in the period from September 2017 to August 2018, there were four accidents (one serious, three slight). Only one of these accidents involved a cyclist, at the junction of the A4 and Westlands Avenue. This was of a serious nature. Post completion of the scheme, from October 2018 to August 2019, there were three accidents (two slight, one serious). Of these, none involved cyclists.

These figures show an overall improvement in the rate of accidents along the relevant stretch of the A4 cycle route, and specifically no accidents here involving cyclists.

## **6. Growth related outcomes**

### **6.1. Growth Forecast and Actuals**

There were no forecasts in the business case (FBC) for growth in terms of jobs, floorspace or houses.

There was one highways related outcome proposed, relating to resurfacing.

The original plan at the time of submission of the FBC was for 2400m of highway to be resurfaced. This appears to have been an early estimate which was subsequently revised downwards as the designs were developed. The actual extent of the resurfacing carried out was 1800m. This was the total deemed necessary and appropriate for the final design and construction of the route enhancement.

## **7. Links to wider Growth Fund projects and Network activity**

The section of the A4 Cycle Route under evaluation is part of an extensive cycle network across the borough. This, in turn, is part of the overall transport infrastructure in Slough. As such, this links up with the road network, and with previous major highways infrastructure projects including the A332/Windsor Road and the SMaRT scheme along the A4 and into the town centre. Cycling is typically off carriageway along the major routes, via shared use footways. In the case of SMaRT, plans are currently being developed to open up the use of the bus lanes to cyclists. This is currently being considered as part of the

response to the opportunities that have arisen through the COVID-19 situation. Longer term, the expectation, as set out in Slough's *Transport Vision*, is that cycling provision will go hand in hand with further reallocation of road space for public transport purposes.

To date, there have been relatively few active travel schemes funded by the Local Growth Fund. The majority of schemes have been based on major highways improvements and public transport developments. Including cycling and walking measures within this type of scheme must form part of the plans for future development. To some extent, Slough is leading the way here with the designs for the Stoke Road scheme, which includes significant elements that make provision for active travel. Typically, growth is regarded in economic terms, but better connectivity through cycling and walking can make a considerable contribution to growth too. Further active travel schemes are likely to be proposed when new funding streams are announced in due course.

## 8. Lessons Learnt and Recommendations

Some of the objectives set out in the original business case have proved challenging to evaluate. The objective to address gender inequality in cycle use does not, in hindsight, appear to be a particularly helpful objective to assess, since the measures comprising the scheme that was delivered do not include any gender specific elements. The design elements have implications for all cyclists. Further, measures designed to reduce gender inequality relate more widely to the behavioural change programme that was not part of the specific, funded scheme.

The need for qualitative data relating to volume and journey times relies on the existence of automated counters in situ both before and after any scheme where such measures are to be evaluated. In the case of this particular stretch of the A4 cycle route, this was not the case. Hence it has not been possible to comprehensively evaluate the increase in modal shift away from private, motorised travel and towards cycling. It is strongly recommended here that when traffic related objectives are set in the business case, the installation of automated traffic counters, where not already in place, be a mandatory part of the project plan. Ideally, data should be collected from at least a year before any such scheme is constructed, to allow a thorough *before and after* comparison.

However, given the size and scope of this particular scheme, and the extent of the infrastructure measures included in the designs which followed the approval of the business case, the objective to increase modal shift is valid, but the weighting attached to the level of increase must not be overly



ambitious. It is noted, also, that this scheme was ultimately constructed effectively as a stand alone scheme, rather than the original joined up scheme proposed, involving neighbouring local authorities.

## **9. Final comments**

Slough Borough Council would like to express its appreciation to the Thames Valley Berkshire Local Enterprise Partnership and the Berkshire Local Transport Body for the Growth Fund financial contribution enabling the delivery of this project. The resulting infrastructure has been successfully constructed, creating a safer, more amenable route for cyclists. This particular stretch of the A4 cycle corridor, although fairly short, is part of a much wider overall cycling network.

With regard to improved connectivity, the benefits associated with ease of access to the Trading Estate, the Town Centre and the major transport hubs are already being realised to a certain extent, but further success depends on a more ambitious approach to cycling infrastructure overall. This is currently being addressed in the review of the Council's Local Transport Plan / core strategy and the associated cycling supplementary strategy document, which will be informed by the emerging Local Cycling and Walking Infrastructure Plan.

In terms of mode of travel, genuine modal shift remains a challenge, and the Council is committed to addressing this through the realisation of its *Transport Vision*. As well as infrastructure related projects, success here will also require an increase in publicity and educational programmes desired to bring about behavioural change, as well as further partnerships, cross-boundary initiatives, engineering solutions and increased funding opportunities.

***End of report***

## **Appendix 2**

### **Thames Valley Berkshire Local Enterprise Partnership**

### **Independent Assessment Summary Report: Slough A4 Cycle Route One Year Impact Report**

**July 2020**

**[www.hatchregeneris.co.uk](http://www.hatchregeneris.co.uk)**

#### **Contents Page**

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## Independent Assessment

- i. This technical note provides an independent assessment of the One-year Impact Report submitted by Slough Borough Council (SBC) in relation to A4 Cycle Route.
- ii. The A4 Cycle route scheme received £483,000 funding through the Thames Valley Berkshire Local Enterprise Partnership (TVB LEP) Local Growth Fund deal. As part of the on-going assurance process, TVB LEP requires all funded schemes to produce one-year and five-year post-implementation impact reports to demonstrate how each scheme has performed against expectations.

## Process

- iii. The one and five-year impact reports are expected to assess the following elements of the scheme:
  - a. did it get built?
  - b. was it to plan?
  - c. was it on time?
  - d. was it to budget?
  - e. is it working ok?
  - f. what impact has it had?
  - g. any learning points?
- iv. Hatch Regeneris have applied these criteria, but also sought to use the process as positive influence to identify specific ways in which project scheme design or delivery could be enhanced to enhance future value of this scheme or other future LEP funded schemes.

## Scheme Summary

- v. The Council received £483,000 (52%) from the TVB LEP Local Growth Fund as part of an overall estimated scheme cost of £930,000.
- vi. The Slough A4 Cycle Route represents a series of improvements to junctions and crossing facilities along around a 1 mile stretch of the A4 corridor between the Huntercombe Lane North/South junction and the Burnham Lane Junction.
- vii. The planned work consisted of:
  - Improvements to the junction of Huntercombe Lane North/South with the A4/Bath Road (the main site). Including: signalisation upgrade (Toucan crossing), new crossing point, new signs and lineage;
  - Improvements to the junction of Station Road with the A4/Bath Road;
  - Minor highways improvements at various linked points along the route, including island modifications and further dropped crossing facilities, further new signage; and
  - Footway resurfacing with new line markings.
- viii. The scheme was designed to address issues of congestion along the A4 corridor through encouraging mode shift from single occupancy private car trips to cycle trips. It was recognised that Slough has a culture of car use and that measures are required to encourage alternative modes of travel. The Local Transport Plan shows that Slough has relatively low levels of cycling activity and that behavioural change to encourage active travel is required. It was also



recognised that road safety can be an issue for vulnerable road users and that measures were required to address real and perceived issues of safety.

- ix. The original scheme proposals was supposed to form part of a wider package of cycling measures along the A4 that would connect the urban areas of Slough and Maidenhead and would give access to: the Bishops Centre Retail Park, Slough Trading Estate, Burnham and Taplow stations and adjacent residential areas, as well as cater for other commuting and leisure trips. The element of the wider scheme to be developed by Buckingham County Council and the Royal Borough of Windsor and Maidenhead have not progressed. The scale of the SBC scheme proposals were also scaled to meet the available funding package.
- x. A summary of the primary objectives of the scheme were to: encourage a shift towards cycling for a range of trip purposes; reduce the necessity to undertake journeys by private motor vehicle; address the existing gender inequality in cycle use; improve perceived cycling amenity on the A4 corridor; and minimise cycling personal injury accidents on the A4 corridor.
- xi. The original Full Business Case (FBC) Outline Monitoring and Evaluation Plan included reference to pre-construction traffic, pedestrian and cyclist surveys having been undertaken at key locations on the A4 corridor (survey locations and specifications were detailed in the original ASR). These were to be repeated for the 1-year and 5-year evaluation.
- xii. It should also be noted that, within the original FBC, the case for investment was justified on the basis of journey time savings and quality benefits to cyclists, reduced absenteeism, health benefits, accident savings, and highway decongestion benefits from mode shift to cycling, as well as wider economic benefits.

## **Review Findings**

### **General Observations**

- xiii. It is noted that the A4 Cycle Route was completed in September 2018 and so this one-year report is overdue. It is stated that the delay in reporting was agreed to better assess the overall impacts of the scheme, albeit it is not clear what additional information has been obtained within the interim period.
- xiv. The overall scheme is reported to have been subject to delays in construction. It was originally scheduled for completion in December 2016 but was not ultimately completed until September 2018. This was due to both a delayed start date and an extended construction period by 10 months. The delays are stated to be as a result of under-estimating the require time for detailed design, resolving issues with utilities, and the need to make most efficient use of in-house SBC resources.
- xv. The scheme was delivered for a final cost of £950,000, representing a modest cost overrun of £20,000 (2%), which was covered by diverting additional S106 contributions. Information is not presented available to understand where these additional cost overruns occurred. It is understood that there may not have been any contingency included within the original construction cost estimates. As such, the original baseline assessment of scheme costs can be considered to be relatively accurate, especially considering the delays to the programme, which can often incur excessive costs.
- xvi. It is reported that the infrastructure created has provided better, safer controlled crossing points for both cyclists and pedestrians, along existing routes. The improved signalisation is also stated

to have benefited all road users. The report recognises that there is no quantified data available to assist in the evaluation process, particularly in terms of mode shift and reduction in private car usage. The report states that the route has at least increased the opportunities for cycling and cycling amenity.

- xvii. In terms of delivering against the five specific objectives of the scheme, the report provides evidence of how the cycle amenity has been improved by providing safer options than using the A4 carriageway, signalised crossing facilities, and improved signage.
- xviii. There is no clear evidence of how the scheme may have supported mode shift towards cycling, albeit evidence is presented that shows why the route may be attractive to use for education and leisure trips, albeit the standard of the shared cycle path along the corridor is indicated not to be suitable for faster commuter cycling. Cycling data on an adjacent section of the A4 corridor indicates a 15% increase in cycling levels over the year post-scheme opening. Whilst a direct correlation with the scheme cannot be made, it at least provides some evidence that the scheme could be having a positive influence on cycling levels along the corridor.
- xix. The report indicates that assessing how the scheme is reducing the necessity to undertake private car trips is difficult to assess. As such no conclusions can be drawn as to whether the scheme has been successful in reducing car trips.
- xx. The report indicates there is no data available to assist in the assessment of levels of cycling broken down by gender. It is not stated how the scheme was anticipated to address this objective and, as such, no conclusions can be drawn as to whether the scheme has been successful in addressing gender inequalities in cycle use.
- xxi. The report indicates that the average number of accidents involving cyclists along this stretch of route was approximately 1.2 per annum. The FBC forecast the scheme could reduce this to 0.86 per annum. In the year since the completion of the scheme there were no accidents involving cyclists and fewer overall accidents. Whilst there is only a single year of data, the implications are that the scheme is having a positive impact upon reducing cycling injury accidents.
- xxii. It is recognised that the scheme was not forecast to directly support growth in terms of jobs, floorspace or housing. Whilst 2,400m of highway was supposed to be resurfaced, in reality only 1,800m was completed.
- xxiii. The report makes reference to the role of the scheme as part of a wider network of cycling provision that SBC are looking to develop, although it is not specifically shown what role this route has within the overall network.
- xxiv. The report concludes by acknowledging that some of the objectives from the original business case have proved challenging to evaluate. In addition, the need for qualitative data required more initial consideration and the report recommends installation of automated traffic counters to support future schemes of this nature. This recommendation is endorsed by the Independent Assessor.

## Conclusions

- xxv. The A4 Cycle Route one-year impact report represents a well-constructed and balanced document. It is considered to meet many of requirements for a one-year impact report, relating to what and how the scheme has been delivered; however, there are significant limitations in the quantified assessment of the outcomes.

- xxvi. The report provides a good overview of the scheme that was delivered and the positive impacts that have occurred in terms of enhanced walking and cycling provision and the effect this has had upon overall cycling amenity. There is some secondary evidence to indicate that cycling levels may have increased as a result of the scheme and direct evidence that the scheme is having a positive influence on accident levels.
- xxvii. At this stage, it is unclear whether any significant mode shift has resulted and whether private car trips have reduced at all as a result of the scheme. In addition, it is unclear what mechanisms the scheme sought to address gender inequalities in cycling and no data was collected before or after the scheme implementation that would permit this to be assessed.
- xxviii. The scheme was delivered close to budget (+2%) but was substantially delayed in its completion by nearly two years. There is no data presented to understand how outturn costs evolved in relation to forecast costs; however, overall, the budgeting process appears to have been reasonably robust. Clearly substantial improvements could have been made to the overall delivery of the project in terms of the programme; however, the actual standard of the outputs appears to be good and the scheme elements appear to be working well and has delivered the broad outcomes required, albeit this cannot be verified by quantified data on usage and mode shift.
- xxix. It is noted that the original monitoring and evaluation plan stated that before and after surveys would be undertaken for the 1 and 5-year evaluations, however, it would appear this has not come to fruition. This has placed significant limitations on the evaluation process. Furthermore, the case for investment was justified on the basis of a range of benefits to cyclist and highway users. Whilst some of these are referenced within the evaluation report, others (e.g. health benefits) are not specifically referenced.
- xxx. To enhance the understanding of the impact of the project, as well as to maximise future outcomes, there is a clear requirement to conduct the following quantified survey work:
- Cycle counts along the route;
  - User surveys - to assess journey purpose, characteristics of users, levels of satisfaction, and mode shift (particularly from private car); and
  - Accident analysis.
- xxxi. Additional points to facilitate wider learning across future projects include:
- The requirement for clear and realistic scheme objective setting so as to provide a fair assessment of the benefits that will be delivered by a scheme;
  - Enhanced overall project planning, incorporating a realistic assessment of the potential risks to delivery and incorporating appropriate contingency planning;
  - The importance of tracking outturn costs against projections produced at the FBC stage. This will provide understanding of how costs elements vary and whether appropriate levels of contingency and risk have been included; and
  - Clear identification of metrics that can be captured before and after the scheme implementation, to provide quantified evidence of the impacts.

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**BERKSHIRE LOCAL TRANSPORT BODY (BLTB)**

**REPORT TO:** BLTB

**DATE:** 15 July 2020

**CONTACT OFFICER:** Tim Wheadon, Chief Executive, Bracknell Forest Council

**Item 13: 2.22 Slough: Burnham Station Access – One Year Evaluation Report**

***Purpose of Report***

1. At your meeting in March 2017, you approved guidance for the preparation of one- and five-year-on impact reports for BLTB funded local transport schemes.
2. This report introduces the impact report for scheme 2.22 Slough: Burnham Station Access.

***Recommendation***

3. You are recommended to note the reports from the scheme promoter and the independent assessor.

***Other Implications***

***Financial***

4. There are no direct financial implications of this report.

***Risk Management***

5. The government requires all LEPs to have Assurance Frameworks which set out governance arrangements and financial procedures. One of the specific requirements for transport schemes is to require scheme promoters to submit impact reports one and five years post implementation.

***Human Rights Act and Other Legal Implications***

6. Slough Borough Council will provide legal support for the BLTB should any questions arise on the application of the Assurance Framework.

***Supporting Information***

7. Slough Borough Council received £2.0m towards the £2.1m cost of this scheme.
8. The one-year on impact report is attached at Appendix 2; and the independent assessor's report is attached at Appendix 1.

## **Conclusion**

9. The Burnham Station Access one-year impact report represents a well-constructed and balanced document. It is considered to meet a number of requirements for a one-year impact report, relating to what and how the scheme has been delivered; however, there are limitations in the quantified assessment of the outcomes.
10. The report provides a good overview of the scheme that has been delivered and the positive impacts that have been generally reported in terms of traffic management and enhanced access to the station by a wide variety of different modes. There is some secondary evidence to support the case that traffic congestion may have reduced, and that road safety could be improving as a result of the measures.
11. At this stage, it is unclear the extent to which the scheme is having any influence over mode choice, either in terms of individuals choosing to travel by train, or in terms of how they choose to access the station. It is clear, however, that the options for accessing the station have improved and, alongside the Network Rail/GWR station works, will have significantly improved the attractiveness of rail travel from the station.
12. The scheme was delivered to budget but was delayed in its completion by two years, from the initial forecast. There is a limitation in the available data to understand how outturn costs evolved in relation to forecast costs. Overall, however, the budgeting process appears to have been robust. It is clear that improvements could have been made to the overall delivery of the project, particularly in terms of the overall length of time taken to deliver the project. In terms of the actual outputs, the traffic management measures appear to be working well and the station environment is much improved, subject to further surveys of demand and travel times.
13. The FBC highlighted a number of areas where monitoring and evaluation would take place, and these are not considered to have been undertaken. Furthermore, the case for investment was justified on the basis of journey time benefits, traffic decongestion, rail demand uplifts, car park revenues generated, and health benefits, and yet there is limited reference to many of these issues within the evaluation report.
14. To enhance the understanding of the impact of the project, as well as to maximise future outcomes, there is a clear requirement to conduct the following additional quantified survey work:
  - Traffic counts and journey time surveys;
  - Car parking usage counts;
  - Cycle parking / docking station usage; and
  - Satisfaction surveys – to assess perceptions of the scheme and safety, as well as mode shift; and
  - Reported crime levels.
15. Additional points to facilitate wider learning across future projects include:

- Enhanced overall project planning, incorporating a realistic assessment of the potential risks to delivery, including inter-relationships with projects being delivered by other stakeholders, and incorporating appropriate contingency planning;
- The importance of tracking outturn costs against projections produced at the FBC stage. This will provide understanding of how costs elements vary and whether appropriate levels of contingency and risk have been included; and
- Ensure closer alignment to monitoring and evaluation plans that are set out within the FBC, in particularly to the identification of metrics that can be captured before and after the scheme implementation, to provide quantified evidence of the impacts.

16. There is no further action required.

**Background Papers:** None.

## **Appendix 1**

### **Thames Valley Berkshire Local Enterprise Partnership**

### **Independent Assessment Summary Report: Burnham Station Access Improvements**

**One Year Impact Report**

**July 2020**

**[www.hatchregeneris.co.uk](http://www.hatchregeneris.co.uk)**

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## **Independent Assessment**

- i. This technical note provides an independent assessment of the One-year Impact Report submitted by Slough Borough Council (SBC) in relation to the Burnham Station Access Improvement (BSA) scheme.
- ii. The BSA scheme received £2 million funding through the Thames Valley Berkshire Local Enterprise Partnership (TVB LEP) Local Growth Fund deal. As part of the on-going assurance process, TVB LEP requires all funded schemes to produce one-year and five-year post-implementation impact reports to demonstrate how each scheme has performed against expectations.

## **Process**

- iii. The one and five-year impact reports are expected to assess the following elements of the scheme:
  - a. did it get built?
  - b. was it to plan?
  - c. was it on time?
  - d. was it to budget?
  - e. is it working ok?
  - f. what impact has it had?
  - g. any learning points?
- iv. Hatch Regeneris have applied these criteria, but also sought to use the process as positive influence to identify specific ways in which project scheme design or delivery could be enhanced to enhance future value of this scheme or other future LEP funded schemes.

## **Scheme Summary**

- v. The Council received £2,000,000 (95%) from the TVB LEP Local Growth Fund as part of an overall estimated scheme cost of £2,100,000.
- vi. The BSA scheme represents a series of traffic management and urban realm improvements within the vicinity of Burnham Station, alongside specific enhancements to pedestrian access, bus interchange, kiss and ride, and car parking provision.
- vii. The planned work consisted of:
  - closure of Station Road bridge to southbound through traffic making this northbound traffic only;
  - As mitigation, making Burnham Lane between the junction with the A4 Bath Road and Buckingham has been made northbound only;
  - Installation of MOVA traffic signal controllers at three junctions along the A4 Bath Road (Dover Road, Station Road and Huntercombe Lane)
  - Improved public realm area adjacent to Burnham station;
  - Improved pedestrian facilities and crossing points on the highways;
  - Introduction of cycleways in Station Road and refreshed cycle lane markings in Burnham Lane ;

- Provision of an enhanced cycle hire docking station;
  - Relocation of bus stops nearer to the station entrance;
  - A new drop-off location; and
  - A new 42 space car park
- viii. Related to the SBC scheme, Network Rail / MTR (Crossrail) also engaged in a project to enhance facilities within the station itself, and the immediately adjacent land that they are responsible for, in preparation for Crossrail services. Whilst conducted concurrently, the projects were managed independently, and the station works do not form part of the content of this evaluation report.
- ix. The scheme was designed to address issues of localised congestion on routes to and from the station, as well as issues of accessibility and mobility around the station for those with reduced mobility. It also aims to address a poor public image for access to the station and to improve the perception of safety.
- x. A summary of the primary objectives of the scheme were to: improve sustainable access between Burnham Station, residential and employment destinations; provide additional parking and drop-off facility for Burnham Station; resolve localised congestion problems caused by conflicting traffic movements on the road network, namely along Burnham Lane and around Burnham Station; and improve the perception of safety and security at and around Burnham Station.
- xi. The Full Business Case (FBC) Outline Monitoring and Evaluation Plan included reference to three elements of evaluation:
- Process evaluation
  - Impact evaluation
  - Economic evaluation
- xii. Specific metric references included: the utilisation of additional cycle parking stands; measuring the number of passengers accessing the station; car park utilisation; and levels of reported crime around the station.
- xiii. It should also be noted that the case for investment was justified on the basis of journey time benefits, traffic decongestion, rail demand uplifts, car park revenues generated, and health benefits.

## **Review Findings**

### **General Observations**

- xiv. The overall scheme is reported to have been subject to delays in constructed. It was originally scheduled for completion in March 2017 but was not ultimately completed until April 2019. This was due to both a delayed start date of around a year and an extended construction period by 13 months. The delays are stated as being largely the result of a period of uncertainty relating to the Network Rail elements of the wider project, as well as some issues with contracting arrangement. The full extent of the inter-relationship of the internal station works and the station access works is unclear (the project engineer is no longer with SBC).

- xv. The scheme was delivered according to its budget of £2,100,000. It is understood that there may have been no contingency included within the original construction cost estimates. As such, the original baseline assessment of scheme costs can be considered to be highly accurate, and it would appear that the delays to the programme did not unduly affect the costs, which can often be an unwanted outcome.
- xvi. It is reported that the traffic management measures introduced have generally worked well, albeit peak periods of congestion are reported to remain, and that further refinement may be required. No specific traffic data is presented as evidence. Actual and perceived safety are stated as improved as a result of the pedestrian and cycling crossing facilities but, again, no specific evidence is presented to support this case.
- xvii. The report recognises that there is no quantified data available to assist in the evaluation process. Whilst mode shift was not a specific objective or target, this remains a high-level aspiration for the scheme but cannot be verified.
- xviii. The report states that the public realm improvements have been highly successful in terms of streetscape and aesthetics, as well as enhanced connectivity and options, and that the measures implemented have increased mobility. The basis upon which this has been evaluated is not stated but the scheme would appear to have delivered significant benefits in this area.
- xix. The report notes that the combined benefits of the station access project and the internal and surrounding station works by GWR have created a significantly enhanced station interchange environment that will encourage usage, as well as facilitate other local development and investment in Slough.
- xx. In terms of delivering against the four specific objectives of the scheme, the report provides evidence of how the sustainable access to the station has been improved by delivering an attractive, safe, more efficient area of public realm to facilitate access to the station. The scheme is reported to encourage walking and cycling access, as well as bus interchange.
- xxi. The scheme delivers additional parking provision and drop off facility, and this includes additional disabled parking bays and electric charging points. Whilst no occupancy surveys have been undertaken, the new car park is reported to be well used.
- xxii. The traffic management measures are reported to have helped resolve local traffic congestion and conflicting traffic movements on the network. The reports SBC has historically received around congestion in the area are stated to have reduced, but not specific traffic data is reported.
- xxiii. The objective to improve the perception of safety and security at and around the station is reported to more closely align to the Network Rail/GWR station works. Levels of crime data are not currently available and no surveys of the perception of safety have been undertaken. Road safety, however, is reported to have marginally improved, based upon the evidence to date.

- xxiv. The scheme was forecast to directly support growth in terms of new jobs and floorspace, alongside two direct 'transport and highway' outputs. Whilst the 600m of resurfaced roads and 600m of new cycle ways are reported to have been delivered (albeit we understand some of the latter was re-marking as opposed to new cycleway), the jobs and floorspace are clearly not directly attributable to this scheme and are also challenging to measures. SBC commit to reviewing these impacts in greater detail as part of the 5-year evaluation process.
- xxv. The report recommends monitoring of the cycle docks and car park usage at the station to inform future year evaluation.
- xxvi. The report makes reference to the role of the scheme as part of a wider programme of improvements that SBC has, and continues to, deliver. The links with other sustainable travel measures is highlighted, but also recognises the continued high levels of car usage and how the scheme is part of the process of managing the impacts of congestion.
- xxvii. The report concludes by acknowledging that more consideration is needed to assess the impact of scheme such as this one upon mode shift is needed. SBC also indicate that a 1-year report is too soon to begin to understand the impacts of the scheme upon wider growth.

## **Conclusions**

- xxviii. The BSA one-year impact report represents a well-constructed and balanced document. It is considered to meet a number of requirements for a one-year impact report, relating to what and how the scheme has been delivered; however, there are limitations in the quantified assessment of the outcomes.
- xxix. The report provides a good overview of the scheme that has been delivered and the positive impacts that have been generally reported in terms of traffic management and enhanced access to the station by a wide variety of different modes. There is some secondary evidence to support the case that traffic congestion may have reduced, and that road safety could be improving as a result of the measures.
- xxx. At this stage, it is unclear the extent to which the scheme is having any influence over mode choice, either in terms of individuals choosing to travel by train, or in terms of how they choose to access the station. It is clear, however, that the options for accessing the station have improved and, alongside the Network Rail/GWR station works, will have significantly improved the attractiveness of rail travel from the station.
- xxxi. The scheme was delivered to budget but was delayed in its completion by two years, from the initial forecast. There is a limitation in the available data to understand how outturn costs evolved in relation to forecast costs. Overall, however, the budgeting process appears to have been robust. It is clear that improvements could have been made to the overall delivery of the project, particularly in terms of the overall length of time taken to deliver the project. In terms of the actual outputs, the traffic management measures appear to be

working well and the station environment is much improved, subject to further surveys of demand and travel times.

- xxxii. The FBC highlighted a number of areas where monitoring and evaluation would take place, and these are not considered to have been undertaken. Furthermore, the case for investment was justified on the basis of journey time benefits, traffic decongestion, rail demand uplifts, car park revenues generated, and health benefits, and yet there is limited reference to many of these issues within the evaluation report.
- xxxiii. To enhance the understanding of the impact of the project, as well as to maximise future outcomes, there is a clear requirement to conduct the following additional quantified survey work:
- Traffic counts and journey time surveys;
  - Car parking usage counts;
  - Cycle parking / docking station usage; and
  - Satisfaction surveys – to assess perceptions of the scheme and safety, as well as mode shift; and
  - Reported crime levels.
- xxxiv. Additional points to facilitate wider learning across future projects include:
- Enhanced overall project planning, incorporating a realistic assessment of the potential risks to delivery, including inter-relationships with projects being delivered by other stakeholders, and incorporating appropriate contingency planning;
  - The importance of tracking outturn costs against projections produced at the FBC stage. This will provide understanding of how costs elements vary and whether appropriate levels of contingency and risk have been included; and
  - Ensure closer alignment to monitoring and evaluation plans that are set out within the FBC, in particular to the identification of metrics that can be captured before and after the scheme implementation, to provide quantified evidence of the impacts.

## **Appendix 3**

# **Slough: Burnham Station Access Improvements**

## **Berkshire Local Transport Body (BLTB)**

## **One Year On Evaluation report**

## **Slough Borough Council**

**June 2020**

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## **1. Introduction**

### **1.1. Background**

Slough is a thriving town with a population of approximately 150,000 people, with an extremely strong commercial presence in the Thames Valley Berkshire region and an extensive transport network serving the wide-ranging needs of residents and commuters. Key areas of activity include the Town Centre and the Trading Estate, one of the largest in Europe, with 486 acres of commercial property, over 450 businesses on site and more than 20,000 people employed, and the many schools across the borough. SEGRO continues to plan for expansion. The town centre is currently undergoing extensive regeneration, with much more development on the way.

Burnham, a large village, lies to the north-west of the borough. Slough shares a boundary here with Buckinghamshire County Council. The closest neighbouring town of Maidenhead, part of the Royal Borough of Windsor and Maidenhead, is located to the west. To the east of the borough, Heathrow airport is a prominent generator of trade and employment, and there are considerable plans to expand here. Hence there are wide-ranging opportunities to increase connectivity and growth across the borough.

Traffic congestion has an adverse impact on business efficiency and inward investment and, as such, threatens the future economic vitality of Slough. Public Transport and Active Travel (Cycling and Walking) both have a significant role to play from this perspective, and these travel modes are the key area of focus from a transport perspective in this evaluation of the enhanced area of public realm surrounding Burnham Railway Station.

The public realm / access enhancements facilitate a more sustainable approach to travel both within the borough and across boundaries. In addition to travel related concerns and modal shift, the scheme at this site also seeks to address social inclusion, wellbeing, safety, and environmental requirements. Road safety is a prominent aspect of the scheme. These improvements are intended to bring economic benefits as well as social and environmental benefits, by increasing connectivity, providing healthy travel alternatives, improving air quality, and by helping overall to make Slough a more vibrant, attractive place in which to live and work.

The scheme is part of a much larger vision for the town, which is dedicated to the reduction of travel by private car, and increased use of public transport, cycling and walking.

This public realm scheme, implemented by the Council, ran alongside station developments which came under the responsibility of Great Western Railway (GWR) and Network Rail (NR), in the first instance, and subsequently MTR Corporation (Crossrail) Ltd. The main element of this related project was improved access within the station, including new lifts. This element of the overall project for Burnham Station is essentially not covered within this evaluation, though some further references will be made where directly relevant.



## 1.2. Funding

Slough Borough Council received £2,000,000 from the Local Growth Fund towards the public realm enhancements. Additional funding was provided by Slough Borough Council via a capital contribution of £100,000, making an overall total of £2,100,000 fund the delivery of the scheme. The related rail industry works were forecast to incur costs of £4,150,000.

## 1.3. Objectives and outcomes

The overall objectives of the SBC scheme included the provision of an improved western point of access for the borough and Slough Trading Estate, improving the highway and adjacent public realm area around the station, enhancing cross-boundary connectivity with Reading and Maidenhead. All of these features were expected to play an important role in defining the broader reputation and image of Slough.

The key/specific objectives stated in the business case were as follows:

### Objective

1. Improve sustainable access between Burnham Station, residential and employment destinations.
2. Provide additional parking and drop-off facility for Burnham Station.
3. Resolve localised congestion problems caused by conflicting traffic movements on the road network, namely along Burnham Lane and around Burnham Station.
4. Improve the perception of safety and security at and around Burnham Station.

Reference to the related growth specific outcomes, including employment, enterprise and industrial opportunities in the sub-region, as addressed in his project, is included in section 5.

This report evaluates the impacts of the project with reference to the overall and specific, stated objectives, taking into account the strategic fit with the Council's Local Transport Plan and related policies, as well as the ongoing requirements for monitoring and review.

## 1.4. Description of the scheme

The core scheme included permanent traffic management changes around the station and associated mitigation measures on the network including the closure of Station Road bridge to southbound through traffic. A major element of the scheme was also to improve the public realm area adjacent to Burnham station, including better accessibility to the station and the newly provided infrastructure on the surrounding areas of highway, including:

- ☐ improved pedestrian facilities and crossing points on the highways;
- ☐ relocation of bus stops nearer to the station entrance;
- ☐ a new drop-off (kiss-and-ride) at the approach to the station forecourt; and
- ☐ a new 42 space car park.

Geographically, the scheme was designed to improve access to the station from the western part of the Borough, including Slough Trading Estate, and the neighbouring areas of South Buckinghamshire.

Related to this Slough Borough Council scheme, Network Rail / MTR (Crossrail) also engaged in a project to enhance facilities within the station itself and the immediately adjacent land that they are responsible for. This rail managed scheme ran alongside the Slough scheme, but is not evaluated directly in this report.

## **1.5. Location**

Slough borough is characterised as a dense urban environment bounded by green belt, situated in the east of Berkshire and in the Thames Valley Berkshire sub-region. There are three rail stations in the borough, namely Burnham, Langley and Slough. Burnham Station is located in Slough's western-most ward of Haymill, approximately 2.5 miles to the west of Slough town centre and 1 mile west of the centre of the Slough Trading Estate (STE).

The area around Burnham Station, with the exception of the STE a mile away and a small industrial area to the south west, is predominantly residential. Haymill ward also shares a boundary with South Bucks District Council and Burnham Station itself is approximately only 500m from the residential areas of South Bucks.

Burnham Station is served by Great Western Railway mainline trains, but frequency is limited and the fastest journey time to Paddington is approximately 35 minutes. Services are expected to increase in frequency when Crossrail is fully operational.

Image 1: satellite view of Burnham station and surrounding area with links to the A4/Bath Road

Image 2: Burnham Station – area map, showing the one way system in place in Station Road and Burnham Lane

## **1.6. Historic Problems**

### **Congestion**

The highway network in this area is subject to high volumes of traffic and there have been problems with congestion at peak times. Localised congestion can be attributed to both the relatively high car use in Slough, especially for short journeys, and the proximity to motorways links. The Burnham Station and Access Improvement scheme was designed to relieve localised congestion through traffic management that encourages vehicles to use main routes and improve pedestrian and cycling access to and around the station.

## **Accessibility and Mobility**

Accessibility around the station has historically not been conducive to more socially inclusive and environmentally focused modes of travel. Linked to this, the station approach area was not previously helpful overall to people with reduced mobility. The scheme was therefore designed to address both aspects; to improve access to the station, improve accessibility at the location, and specifically to encourage walking and cycling as well as public transport. In addition, to increase accessibility in its widest sense and to encourage the further uptake of rail travel, a new car park has been provided as part of the scheme, to facilitate multi-modal journeys.

## **Public Image**

The public realm area around the station was previously generally considered to be not particularly attractive and hence did not encourage people to travel by public transport or by active travel modes. This was addressed throughout the scheme, including the layout and landscaping.

## **Road Safety**

Although not considered a high-risk site, there have been incidences of speeding and a general perception by residents that Burnham Lane and the connecting roads were problematic, and potentially dangerous to school children in particular, walking and seeking to cross the road. A key element of the response to this perception in the scheme is the introduction of two new zebra crossings in Burnham Lane, with raised tables.

### **1.7. Evaluation period**

The Burnham Station Access scheme was completed in April 2019. This report constitutes the one year on evaluation.

## **2. Funding**

### **2.1. Funding details**

The vast majority of the funding for this scheme came from the LEP Local Growth Deal. Additional funding of £100k was provided by the Council from capital funds. The full figures are shown in the table below:

Source of funding	Total
Amount from LEP Local Growth Deal	£2,000,000
Local contributions from:	
- Council Capital Programme	£100,000
- Other sources	
Total Scheme Cost	£2,100,000

Network Rail / MTR allocated £4,150,000 for their station improvement project. The cost and expenditure for this element have not been reviewed in this report.

### **3. Scheme details**

#### **3.1. Design elements**

The SBC scheme included a combination of traffic management and public realm infrastructure measures:

##### **3.1.1. Traffic Management**

The main element of the revised traffic management in the vicinity of the station and the surrounding network was the closure of Station Road bridge to south-bound traffic. This addressed the congestion problem by introducing a one-way system, making Station Road bridge southbound only. As mitigation, Burnham Lane between the junction with the A4 Bath Road and Buckingham has been made northbound only. The traffic signals at the junctions of Dover Road, Station Road and Huntercombe Lane with the A4 Bath Road have also been fitted with MOVA controllers to better deal with the redistributed traffic through enabling optimisation of signal times.

##### **3.1.2. Public Realm**

The public realm elements of the design are extensive and include:

- Improved pedestrian facilities and crossing points on the highway, with two new zebra crossings on raised tables
- Refreshed, advisory cycle lane markings
- A re-positioned and enhanced cycle hire docking station
- The relocation of the bus stops to a point closer to the station entrance
- A new drop-off facility
- A new 42 space car park
- Landscaping

##### **3.1.3. Network Rail Scheme**

In preparation for Crossrail and as part of Network Rail's Access for All programme, the related, rail managed scheme was designed to include improvements to the station frontage, ticket hall, waiting and information area, new passenger lift between the new ticket hall and the existing upper level car park, new ticket barriers, improved, more extensive CCTV coverage, increased cycle parking and taxi facilities.

Nb: This scheme and its direct impacts have not been evaluated in this report, though they have relevance to the combined effect of the respective improvement schemes.

#### **3.2. Key dates**

Construction started on site in January 2017. The work was completed in April 2019.

### **4. Project Management**

#### **4.1. Construction Project Delivery**

The main extent of the construction work was carried out by Amey, the Council's term maintenance contractor, with the final construction tasks completed by SBC's Direct Service Organisation (DSO), who took over from Amey as the main contractors.

An excellent health and safety record was maintained for the duration of the project, with no serious incidents on site during the project.

#### **4.2. Delay to the programme**

There were no major problems on site. However, the overall duration of the project was delayed to a period of uncertainty relating to the Network Rail elements of the wider project. A decision was taken to delay some of the SBC works until the Network Rail works were completed.

#### **4.3. Costs and financial control**

The SBC elements of the project were completed on budget, with a total expenditure of £2,100,000. The actual costs of the related Network Rail element of the project have not been made available to the Council.

### **5. Review and evaluation of the outcomes:**

#### **5.1. Overall outcome:**

The scheme was completed satisfactorily, to a high technical standard and on budget. The construction work took somewhat longer than had originally been anticipated, and the completion date was therefore later than planned. However, the delays were due largely to having to wait for Network Rail to complete their related station improvements project.

The one-way system introduced for the roads underneath Station Road and Burnham Lane bridges, and along the front of the approach to Burnham Station have generally worked well.

The Council has received relatively few reports of congestion at peak times, but this is still understood to be a problem, and the traffic management is subject to continual review and optimisation of traffic signal timings.

The infrastructure across the site has provided better, safer controlled crossing points for both cyclists and pedestrians. These have led to an improvement in road safety, both actual and perceived. The crossings have been backed up by refreshed cycle lane markings and all necessary signage.

As was the case with the review of the A4 Cycle Route scheme, limited quantitative data has been available for this evaluation exercise. In this case, modal shift was not a specific objective in the business case, though this is always an important high level aspiration and increasingly a necessity in terms of sustainability. Again, however, it is challenging at this stage, so soon after scheme completion, to confidently state the level of modal shift from private car to active travel and public transport achieved by this scheme. This level of assessment is particularly challenging at the time of writing this

report, given the recent impacts of the COVID-19 situation and the likelihood of ongoing changes to behavioural patterns.

The development of the public realm area around Burnham Station has, however, been highly successful in terms of streetscape and aesthetics, and in terms of enhanced connectivity and options, as well as effective in terms of improved traffic management. The station approach is now more accessible to all road users, and the measures implemented have increased mobility, both actual and potential. To a certain extent, though, mobility still depends on lifestyle choice and individual opportunities as well as available services and resources.

In support of active travel and public transport, especially, the Council is increasingly committed to promoting behavioural change. Most notably this is through extensive engagement and travel planning, carried out by the Access team, which works closely with schools, businesses and other members of the community, learning about their travel experiences and habits and making appropriate recommendations on all aspects of travel. All of this work is essential in order to build upon the opportunities, and the actual success, provided by infrastructure measures including this Burnham Station Access / Public Realm scheme.

#### **5.1.1. Railway station project and the combined impacts**

The improvements to the station infrastructure and facilities make an important contribution to the overall, positive impacts of the respective schemes. The combined effect is of an improved bus and rail interchange, adjacent to a well-designed area of public realm. Both schemes have contributed to the increase in facilities for cyclists and pedestrians. Revisions to the respective parking areas have also had a combined, positive effect. There is considerable evidence of a combined, more integrated, sustainable transport solution at this location. Burnham station and the surrounding area have been transformed into a more attractive and accessible transport interchange. All of this is expected to contribute to increased future development and investment in slough.

Image 3: Close up of the Burnham Station site.

Shown in the image above:

To the right including Station Road: the area comprising the SBC Access / Public Realm scheme, including new car park, revised road lay-out, landscaped area, pedestrian access improvements, zebra crossings, cycle docking station.

To the left of Station Road, the area within the station grounds, updated as part of the related Rail managed scheme, including the existing car park (plus the internal measures not visible here)

### **5.2. Specific objectives of the Station Access scheme**

#### **5.2.1. Improve sustainable access to Burnham Station**

Sustainable access is quite a broad term which covers many possible features and most forms of travel, noting the three pillars of sustainability: the economy, the environment and society. The Burnham Station Access scheme has been successful in addressing the many aspects. The scheme has delivered, overall, an attractive, safe, more efficient

area of public realm to facilitate access to the station. This comprises infrastructure designed to meet the needs of all road users, many of whom engage in onward travel via rail.

The term 'sustainable' in this context is most commonly understood to relate to the social and environmental impacts. These include the enhanced facilities for pedestrians and cyclists, including those who might otherwise struggle with accessing the station. Measures to promote the uptake of public transport are a prominent aspect of this sustainable approach. However, the economic imperatives have also been addressed, with better traffic management and parking facilities included here.

To promote active travel (cycling and walking), the scheme includes an enhanced cycle docking station, part of the Slough cycle hire scheme. The advisory cycle lane on Burnham Road has been refreshed. Overall, the scheme design has made the area in front of the station safer and easier to navigate. For cyclists, especially, there is also now a better link with cycle routes in the surrounding network, including the recently completed, LEP funded A4 Cycle Route, which runs from the western borough boundary to the A4 junction with Burnham Lane. The one-way system has also increased safety across the site.

For pedestrians, two new zebra crossings have been installed on Burnham Lane, both on raised tables, and both within the immediate vicinity of the public realm area. These crossing points have created a safer route to access the station, particularly for children and other vulnerable road users. Although subjective to some extent, the new layout of the public realm area is generally more amenable and attractive, as well as making the station more accessible.

Essential improvements have also been made in the related Rail managed scheme, including increased cycle storage, parking improvements and greater accessibility within the station.

Regarding public transport, the scheme promotes rail travel for all purposes, but especially commuting, in enhancing connectivity with the trading estate and the town centre. This helps to create or take advantage of existing commercial opportunities, but in a more socially inclusive way and without the damaging impacts that would otherwise arise from travel by private, motorised means. Travel by bus has also been encouraged by the relocation of bus stops within the public realm area. This provides better connectivity for travellers making multi-modal journeys, again in a safe and easily accessible way. The various features have collectively helped transform the site into a transport hub.

Accessibility within the station has also improved through the related, rail managed scheme, which included infrastructure designed to assist people with reduced mobility. These measures included a new passenger lift, wider entry points and enhanced layout within the station property.

Image 4 (above): Burnham Lane, showing one of the two new zebra crossings, plus the cycle docking station

Image 5: Improved pedestrian access, and road safety speed calming

Image 6 (above): Improved landscaping

Image 7: Re-located bus stop adjacent to the station approach

### **5.2.2. Provide additional parking and drop off facility for Burnham Station**

The new 42 space car park has improved accessibility for those travelling to the station by car. The focus here is on maximising the benefits from multi-modal travel, and reducing the impacts from private cars on otherwise longer journeys. This, in term, is expected to help transform the nature of the area around Burnham Station to a less car dominated

Environment. The car park includes electric vehicle recharging points and bays for drivers with disabilities.

One of the specific benefits here has been a reduction in the parking problems in nearby residential streets, which is a common problem across the borough buy especially in this location given the need to access the station.

The new car park has been well used and is regularly perceived to be full. At the time of writing this report, car park usage data is not available, but this will be obtained and continually reviewed.

Image 8: New 42 space car park, with electric charging points to the right, and no entry signs forming part of the localised one-way system

### **5.2.3. Resolve localised congestion problems caused by conflicting traffic movements on the road network.**

Although travel by private car is generally not considered 'sustainable', it would not be realistic to exclude this mode of travel from the Burnham station area (or indeed across the borough), given the need for growth and economic sustainability.

A key element here has been the introduction of a revised traffic management on connecting roads and along the frontage of the immediate station approach. One way restrictions have been imposed, with traffic only allowed in a southbound direction at Station Road bridge, and northbound only under Burnham Lane bridge and the connecting stretch. Conflicting movements have therefore been removed, both under the narrow carriageways under the bridges and in front of the station. This has created safer conditions for travellers in both directions, on their respective permitted routes, and also for all those accessing the station.

Further, as expected in the business case, the perceived level of localised rat running in the vicinity of the station has reduced.

These combined changes have improved traffic flow, with benefits for all road users but particularly motorists. The number of reports of congestion in this location received by the Council has reduced considerably since the scheme was completed. However, traffic congestion at peak times has not been eradicated completely. Continual monitoring and optimisation of signalised junctions will be essential.



Prior to the development of this scheme, and its implementation, all possible alternatives were considered. An option to fully close Station Road Bridge to all traffic had been trialled on an experimental basis, however this was deemed to have had too much of a detrimental impact on traffic in the area.

Image 9: The one-way arrangement in Station Road, leading from the bridge

The new drop off point, ('kiss and drop') is an essential part of the traffic management system in front of the station, and this feature is adjudged to be helpful and highly successful in terms of movement control and safety aspects.

#### **5.2.4. Improve the perception of safety and security at and around Burnham Station**

The objective to improve safety and perceptions of safety relates most closely to the related Rail managed scheme at the station itself, rather than the SBC access and public realm scheme. The station improvements and new facilities included lifts, wider stairs, more security and improved layout of the forecourt, all of which were expected to have a positive impact in increasing safety levels.

Levels of reported crime at Burnham Station and its car park are currently not available. However, again, the objective to reduce crime levels is more closely related to the internal station improvements, managed by Network Rail/GWR and subsequently MTR, rather than the SBC Traffic Management and Public Realm scheme. Further, some studies suggest that only a marginal change may result from the type of measures implemented within the station. Hence, crime levels are not considered to be an appropriate evaluation metric for the SBC scheme.

In terms of perception of safety in the vicinity of the station, the SBC development of the public realm scheme has greatly improved the location. Although somewhat subjective, this has created a more welcoming environment, and one which appears to be safer as well as more attractive and better designed. It is reasonable, therefore, to consider that the scheme has improved the perception of safety. To validate this, it will be necessary to conduct extensive public engagement, and to seek their views and perceptions directly.

#### **Road Safety**

Prior to the completion of the scheme, in the period from September 2019, there are CrashMap records of seven accidents taking place on Burnham Lane. Two (one serious, one slight) were at the junction with Station Road, and five (one serious, four slight) were some distance away from the public realm area that has been reviewed. None involved cyclists.

Since the scheme was completed, there has been one reported accident, of a serious nature, in May 2019. This involved a cyclist at a give-way junction between Burnham Lane and Station Road.

A full accident assessment was not provided in the original business case, but the expectation was that the scheme would have a neutral impact in this regard. The figures to date represent a minor improvement, with a reduction from two per annum to one. The location will continue to be monitored and any appropriate action will be taken.

## 6. Growth related outcomes

### 6.1. Growth Forecast and Actuals

In terms of growth, the predicted outcomes of the project included the delivery of new jobs and commercial floorspace, along with two highways outputs. The planned figures and known actual figures to date are shown in the table below, and are also included in the regularly submitted LEP / Berkshire Local Transport Forum pro-forma updates.

<b>Predicted Outcomes</b> (to June 2020)	<b>Planned</b>	<b>Actual</b>
Planned Jobs connected to the intervention below	1,050 *	See comments
Commercial floorspace constructed (square metres) below	40,000sqm *	See comments

#### Transport and Highways Outputs

Total length of resurfaced roads	600m	600m
Total length of new cycle ways	600m	600m

The planned figures for jobs and floorspace originally stated in the business cases are somewhat misleading here, since they relate more closely to the related Network Rail internal works rather than the SBC traffic management and public realm enhancement project.

It is not possible to assess with any degree of accuracy the appropriate number of jobs and the amount of floorspace that could in theory be attributed to the SBC works. In terms of actual outcomes, any such assessment would also currently be unhelpful due to the damaging effects of the COVID-19 situation in the majority of 2020 to date.

Further, as stated in the business case, “Objectives relating to economic growth through investment in business and housing will be difficult to measure in the short-term, and cannot be directly attributable to this scheme in particular. However, longer term evaluation will seek to monitor economic, employment and housing growth.”

The Council is indeed committed to ongoing studies to determine the actual figures for the combined impacts of all completed LEP funded schemes. Ongoing monitoring will be necessary, along with an agreed formula to come up with the most relevant and most accurate figures for these outcomes. The Council also considers that a one year period is too soon to provide a realistic assessment of actual outcomes of this type. The five year evaluation report is expected to produce a much more helpful review of actual growth.

In terms of Transport and Highways related outputs, the proposed measures have been delivered as planned. As standard, the stretch of carriageway involved will next be resurfaced as part of the regular Highways Maintenance programme.

## **7. Further / Ongoing Monitoring recommended**

### **Cycle dock usage**

The number of passengers accessing the station will be measured and compared against forecast background growth to determine whether the accessibility improvements have been as beneficial as anticipated

### **Car park usage**

Car park utilisation figures are not currently available. This data will be obtained and reviewed on a continual basis.

## **8. Links to wider Growth Fund projects and Network activity**

The Burnham Station Access / Public Realm scheme is part of a wide-ranging programme of schemes being delivered by Slough Borough Council. This programme is a collective response to the diverse challenges and opportunities, including the need for improved traffic management, promotion of public transport, increased levels of active travel, improved air quality and related environmental requirements, and so forth.

In developing an integrated, sustainable transport solution, the Burnham scheme connects mostly closely with the SMaRT projects, phases 1 and 2, which promote public transport patronage, also the recently completed A4 Cycle Route scheme between the western borough boundary and the junction with Burnham Lane.

However, the high level of commuting in Slough and the various needs of residents inevitably mean that travel by private car remains a necessity for many at present. Hence the Burnham scheme is related to the wider network, and the major highway improvement schemes also funded by the LEP, including the A355/Tuns Lane scheme and the A332/Windsor Road scheme. The Burnham scheme also specifically provides additional car parking space.

In terms of active travel, the cycle dock station in the public realm area at Burnham station is one of many across the borough. Further cycling and walking schemes are expected to be developed in Slough, and these will draw on the emerging Local Cycling and Walking Infrastructure Plan (LCWIP). This may well link up further with routes connecting with the Burnham area. The Burnham scheme also connects with previous cycling schemes delivered via the Local Sustainable Transport Fund (LSTF). Further, development control responses to planning applications increasingly focus on sustainable travel initiatives and commitments.

All of these schemes and potential schemes form part of an overall plan to create a more economically active and environmentally and socially inclusive town. This sustainable approach is underpinned by a safer, more resilient, more accessible transport network, with reduced congestion, better air quality, and more attractive alternatives for business, workers and residents.

## **9. Lessons Learnt and Recommendations**

Determining the level of modal shift away from private, motorised travel and towards either public transport, cycling or walking continues to present a challenge. In some case, with multi-modal journeys, potentially still involving some element of car use (e.g. re car parking), assessing the modal shift will be complex. The development of a comprehensive and reliable way to assess modal shift remains a necessity.

The Council also considers that a one year period is too soon to provide a realistic assessment of growth related outcomes, including job creation in this instance. The five year evaluation report is expected to produce a much more helpful review of actual growth.

## **10. Final comments**

Slough Borough Council would like to express its appreciation to the Thames Valley Berkshire Local Enterprise Partnership and the Berkshire Local Transport Body for the Growth Fund financial contribution enabling the delivery of this project. The resulting infrastructure has been successfully constructed and the traffic management measures have been implemented to good effect. The various features have created a safer, more attractive area of public realm, specifically improving accessibility to Burnham Station. Increased connectivity has been achieved, with sustainable travel options, including public transport and active travel, being made more realistic and attractive at this location.

More widely, this offers actual and potential benefits to network users, commuters, and residents, increasing wider connectivity with the Trading Estate, the Town Centre and the major transport hubs.

In the related Network Rail / MTR scheme, the railway station itself has also improved considerably, and is also now more accessible and generally more socially inclusive. The combined impacts of the related schemes are considerable.

In terms of mode of travel, substantial ongoing progress here remains a challenge, and the Council is committed to addressing this within the realisation of its Transport Vision. As well as infrastructure related projects, success here will also require an increase in publicity and educational programmes desired to bring about behavioural change, as well as further partnerships, cross boundary initiatives, engineering solutions and increased funding opportunities.

All aspects are currently being addressed in a review of the Council's Local Transport Plan / Core Strategy and the associated public transport, network management, cycling, walking and road safety supplementary strategy documents, with reference to the Council's Five Year Plan and all related policies.

End of report

**MEETING OF THE BERKSHIRE LOCAL TRANSPORT BODY (BLTB) – THURSDAY 15 JULY 2020**

**CONTACT OFFICER: Josie Wragg, Chief Executive, Slough Borough Council, Lead Officer to the BLTB**

**Item 14: Requested scheme updates following June BLTB meeting**

***Purpose of Report***

1. At your meeting in June 2020, you requested specific scheme updates on three projects that were approved:
  - 1.1. scheme 2.24 Newbury railway station upgrade;
  - 1.2. scheme 2.38 Theale railway station upgrade and
  - 1.3. scheme 2.13 Thames Valley Park and Ride/ Wokingham Borough Council Bus Service Tender.

***Recommendation***

2. You are recommended to note the following update reports from the scheme promoters.

***Supporting Information***

**3. West Berkshire: Scheme 2.24 Newbury Station upgrade**

Work is taking place to meet the conditions set against the two addendums for Newbury Station.

One of the conditions that the scheme promoters can report progress against is: Completion of the demand analysis study, with a clear demonstration of strong potential demand for the business start-up units that correlates with a strong probability of high occupancy levels of the units.

With regards to progress, a draft of the demand analysis study has been received and considered by the scheme promoters. Further details will be reported against this condition once the information from the study has been used to shape the fine details and plans for the business start-up units.

**4. West Berkshire: scheme 2.38 Theale Station upgrade**

Four conditions were set for the Theale Station Upgrade Scheme. Work to meet the first condition has been progressed. The condition was as follows:

Further analysis of the impact the scheme will have upon decongestion of the highway network, including the number of trips removed from corridors leading into urban areas with known congested networks, which is sufficient to determine that the decongestion benefits will be higher than those currently presented within the Economic Case.

The scope for some additional highway modelling work to help satisfy this condition has been agreed and the work has been commissioned. It was acknowledged that the Wokingham Strategic Model was the best tool to use to undertake this work and Officers at West Berkshire are very grateful to colleagues at Wokingham for permitting use of their model for this work. Initial outcomes from this work are expected by the end of the month.

## 5. Common conditions to both Newbury and Theale schemes

There are some conditions that are common to both schemes. These are:

- Formal funding commitment from First Group and DfT for the match funding identified by GWR.
- An understanding of what processes would be undertaken in the event of any cost overruns, should they arise.

With regards to (9.1) above funding submissions have been made by GWR to DfT and is currently with the Department for consideration.

The proposed response to the second condition listed in 9.2 is as follows:

It is acknowledged that there are no further opportunities to bid for funding from the LEP

Contingency has been built into the cost of the scheme. However, if cost overruns arise for any reason the scheme promoters will work together to address these. Options will be explored as follows:

- opportunities for value engineering in order to reduce costs
- availability of funding from either of the scheme promoter organisations
- opportunities to bid for funding from other sources

The scheme promoters' objective will remain to deliver the scheme according to the details set out in the relevant business case in order that the full value of the benefits are realised.

## 6. Next Steps Newbury/ Theale

There is more work to be done across both schemes on meeting the conditions set at the BLTB meeting on 4th June. Work will progress in order to meet these conditions within the timescales set and to achieve full financial approval for these schemes.

## 7. Wokingham Borough Council/ scheme 2.13 Thames Valley Park and Ride/ Bus service tender

The car park construction for this project is very nearly complete. There remains a small amount of surfacing and minor works required (less than 1 week's work), however, worked stopped and the sub-contractor furloughed its staff.

The bus service tender has been written and is ready to be released, however, due to the current circumstances there is little likelihood of the bus service being well-used in the short term. At present WBC are monitoring the changing government advice and usage of bus services and expect to reconsider whether to tender in September.

## Conclusion

8. There is no further action required at this point, but all schemes will continue to be monitored against required conditions.

**Background Papers:** None.

## **BERKSHIRE LOCAL TRANSPORT BODY (BLTB)**

**REPORT TO:** BLTB

**DATE:** 15 July 2020

**CONTACT OFFICER:** Josie Wragg, Chief Executive Slough Borough Council,  
lead Chief Executive to the BLTB

### **Item 15: Thames Valley Berkshire – Call for bids announce July 2020**

#### ***Purpose of Report***

1. Following the successful bidding and allocation of both Local Growth Fund (LGF) monies (2015-2021) and Business Rates Retention Pilot (BRRP) monies (2018-2020) across Thames Valley Berkshire, as well as the effective January 2020 call for bids exercise which replenished the infrastructure projects pipeline, this report sets out the requirements to create a new call for bids in order to meet anticipated additional funding being made available for Berkshire.
2. At this point, the amount, and source, of funding is to be confirmed, but it may come from existing reallocated LGF funding, or other new government funding sources as yet unknown.
3. As specified in the BLTB Assurance Framework 4.0, the BLTB will issue a call for capital schemes, including eligibility criteria:
  - a minimum threshold value in order to encourage major schemes
  - a minimum level of detail in order to be able to establish the nature, purpose and content of the scheme
  - a minimum matching funding percentage in order to ensure local commitment to the scheme

Schemes which do not meet the eligibility criteria may be refused entry to the programme or referred back to the promoter for further development.

4. This report sets out the detailed arrangements for assessing and prioritising potential projects based upon the changes to the Prioritisation Methodology approved at your July 2019 meeting, [item 10<sup>1</sup>](#), and is proposing updates to the existing methodology in light of the current Covid-19 green recovery agenda.

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<sup>1</sup> <http://www.slough.gov.uk/moderngov/ieListDocuments.aspx?CId=601&MId=6330&Ver=4>

## ***Recommendation***

5. You are recommended to approve a new call for bids as set out in Appendices 1 to 3 and per the updated LGF prioritisation methodology.

## ***Background***

6. In March 2018, the BLTB approved a new call for bids, in advance of the new BRRP. The process allowed for existing LGF projects to have their funding replaced with BRRP funds, thus freeing up LGF in the process. The call for bids therefore sought bids for the BRRP and replacement LGF schemes. A new pipeline was created for both funding streams and in July 2018, programme entry status was awarded to three schemes. In January 2019, LGF for the 2.14 &/ 2.25 East Reading MRT scheme was withdrawn. At the extraordinary BLTB meeting in January 2019, Programme Entry Status was awarded to six new LGF projects utilising the withdrawn funds and a further scheme in March 2019. These instances have resulted in the top ten of the LGF pipeline created in July 2018 being awarded funding.
7. In November 2018 and January 2019, each of the six Unitary Authorities were awarded £100,000 revenue funding from the BRRP, in order to help develop business cases for future projects. This work is in progress and an update will be given to the BLTB at the July 2020 meeting.
8. In November 2019, the BLTB approved a new call for bids and approved the submitted pipeline at its March 2020 meeting. Since then, all projects, except for one have been fully funded.
9. In June 2020, Thames Valley Berkshire LEP was invited to submit proposals to government for the Getting Building Fund. Transport Officers have been creating a long list of indicative future schemes, should future funding become available. Many of these were submitted as part of this pipeline to MHCLG on 18th June 2020, including the one remaining project from the November 2019 call for bids.

## ***Other Implications***

### ***Financial***

10. The lead authority for the control of Local Growth Funds allocated to infrastructure or regeneration projects is the Royal Borough of Windsor & Maidenhead, the LEP's Accountable Body.

### ***Risk Management***



11. The risks associated with large scale infrastructure investments are well known, and the BLTB has established risk management arrangements for the Local Growth Fund transport capital programme (£135.9m over six years), referred to as the BLTB Assurance Framework.
12. As part of the Local Growth Fund oversight a new BLTB Assurance Framework (Third Revision) was approved by the BLTB in July 2019, item 11<sup>2</sup>.
13. Compliance with the Assurance Framework and the updated prioritisation methodology is specifically designed to address the risks inherent with planning and managing a major capital programme of investment. The objectives are to identify, prioritise and support individual capital schemes which will:
  - 13.1. Support economic development in general and the LEP's strategy in particular
  - 13.2. Represent good or better value for money
  - 13.3. Be delivered on time and to budget
  - 13.4. Follow appropriate procurement procedures.
14. Promoters of infrastructure projects seeking funding will need to follow the Assurance Framework and updated prioritisation methodology for any additional funding. This means that the pipeline of schemes will be prioritised having met the eligibility criteria, according to the evaluation process, moving to Programme Entry Status acceptance, followed by submission and independent assessment of a WebTAG compliant Full Business Case before being considered for financial approval.

#### *Human Rights Act and Other Legal Implications*

15. Slough Borough Council will provide legal support for the BLTB should any questions arise.

#### ***Supporting Information***

16. The following qualifying criteria will be applied to all bids; however, each call for bids will have its own eligibility criteria depending on the source of the capital funds. Colleagues will recall that the recent Business Rates Retention Pilot and Local Growth Deal funds each came with their own conditions. These eligibility criteria usually cover the following factors:
  - 15.1 Revenue or capital expenditure
  - 15.2 Overall scheme financial value – either minimum or maximum or both

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<sup>2</sup> <http://www.slough.gov.uk/moderngov/ieListDocuments.aspx?CId=601&MId=6330&Ver=4>

15.3 Percentage of matching funds required to be supplied by the scheme promoter

15.4 Opening and closing of a time period during which the funds must be spent

Depending on the source of the funds, other eligibility criteria may be added.

17. Following the July 2019 review, this report recommends the continued use of that prioritisation methodology. Although there are no identified funds available at present, this report recommends opening a new call for bids based upon the timings below in order to be in a position to proceed should they do so.

- i. Timing: will depend on funding source and specified criteria:
  - a. Local Growth Fund – any remaining unallocated LGF – in anticipation of any last-minute government announcement on additional LGF funds becoming available or current projects unable to proceed. Timing will require mobilisation by end of 2020 and project needs to be well advanced, if not actually delivered, by March 2021.
  - b. New funding streams – e.g. UK Shared Prosperity Fund or further rounds of LGF. Timing / criteria unknown.
- ii. Scale: a minimum scheme size of £3m and/or minimum-size associated housing development of 500 houses would normally be required
- iii. Focus is on strategic investment in urban areas/around conurbations

<b>Timescale for scheme development / approval</b>		
All dates 2020 – 2021		
<b>2020</b>		
15 July	Berkshire LTB (BLTB)	Recommends the formal process to call for bids, with scoring methodology based on updated prioritisation methodology agreed by BLTB July 2019 – with proposed updates at July meeting. Triggers the call for Infrastructure Scheme bids
22 September	LEP Forum	Updated on call for bids status
24 September	BSTOF	Review of schemes under consideration to be submitted
30 September	Closing date for bids (start of scoring and moderation)	LEP leads on scoring and moderation with scheme promoters and independent assessor
15 October	BSTOF	Consider draft papers for November BLTB, including the recommended prioritised list
12 November	Berkshire LTB	Final recommendations and approval of project

	(BLTB)	pipeline
24 November	LEP Forum	Ratification for consideration by Berkshire Leaders Group
<b>The following stages are dependent on additional, relevant funding being available</b>		
TBC*	Scheme Development	Submission of WebTAG compliant Full Business Case for Independent Assessment
TBC*	LEP Forum	Committed spend
TBC*	Scheme mobilisation	Subject to procurement, statutory permissions.

- *Timings dependent on when funding becomes available and future meeting dates*

### **Conclusion**

17. There is an opportunity to identify and allocate additional forward funding in major Thames Valley Berkshire infrastructure or regeneration schemes. This is a welcome future-proofing exercise.

## APPENDIX 1 – PRIORITISATION METHODOLOGY

1. The following methodology is substantially the same as that used in Growth Deal 1, 2, 3 (2016), 3 (2018), 3 (2020), BRRP1 and BRRP2 bidding rounds.
2. First bids are checked for compliance with the overall eligibility criteria for the funding round. Schemes with missing, incomplete, inadequate or late pro-forma information may not be considered. All schemes declared eligible are then scored and allocated a priority ranking on the long list, or pipeline, of schemes. All qualifying schemes are scored and placed in order in the pipeline.
3. As and when funds become available, schemes are proposed for programme entry status following the “cab-rank” principle. Before being granted programme entry status, each scheme is assessed against its place in the prioritised list, available funds and its readiness to proceed to financial approval.
4. On each factor, a scheme will be awarded high (3 marks), medium (2 marks) or low (1 mark), see appendix 3 for the details of how marks are allocated. On each factor, each scheme is bound to score at least one mark, and will be given the highest mark that is supported by the information in the pro-forma. So, if a scheme submission matches both the examples for a medium and a high judgement, it will be judged high.
5. These raw scores are then weighted to reflect the relative importance of the six factors as follows:

<b>Factor</b>	<b>Weighting</b>
Infrastructure Projects will contribute to the delivery of the Thames Valley Berkshire SEP*	10%
Deliverability	20%
Sustainable long-term green economic growth	40%
Tangible benefit to the sub-region	10%
Investing in natural capital	15%
Maximising social value	5%
<b>Total</b>	<b>100%</b>

\*The Strategic Economic Plan (SEP) will be augmented with the Berkshire Local Industrial & Recovery Strategy (BLIRS) in due course

6. The calculation will be performed according to the following table:

Factor	Raw Scores			Weighting	Weighted scores		
	High	Med	Low		High	Med	Low
Contribute to the implementation of the Thames Valley Berkshire SEP	3	2	1	x 1.5	4.5	3.0	1.5
Deliverability	3	2	1	x 2.0	6.0	4.0	2.0
Sustainable long-term green economic growth	3	2	1	x 4.0	12.0	8.0	4.0
Tangible benefit to the sub-region	3	2	1	x 1.5	4.5	3.0	1.5
Investing in natural capital	3	2	1	x 0.5	1.5	1.0	0.5
Maximising social value	3	2	1	x 0.5	1.5	1.0	0.5
<b>Total</b>				<b>Max =</b>	<b>30.0</b>	<b>Min=</b>	<b>10.0</b>

7. The range of possible scores will be 30 (all high scores) - 10 (all low scores). A ranking putting all the submitted schemes in order will be produced.
8. The schemes are first scored by staff from the LEP, and the independent assessor, and then moderated with the scheme promoter. Once all the scores are moderated and agreed, the draft prioritised list is published for further checking before being recommended to BLTB for approval.
9. As agreed at the July 2019 BLTB meeting, and following on from the concerns about deliverability, the independent assessor suggested adding an extra stage of assurance and checking at the point where a scheme is converting from next in line in the priority list to programme entry status.

Schemes seeking programme entry status from BLTB will therefore need to meet three conditions:

- To have the highest priority in the long-list of pipeline schemes
- There being sufficient available uncommitted funds in the relevant funding programme
- To have submitted a Full Business Case development programme to the satisfaction of the LEP's Independent Assessor

The Full Business Case development programme will include, amongst other things:

- a) a timetable for producing an Appraisal Specification and Option Assessment Reports as well as the five cases of the Full Business Case
- b) a statement of what modelling tools are available
- c) a commitment to delivering sufficient design work and operational planning prior to FBC submission

## APPENDIX 2 - THE SCORING METHODOLOGY FOR THE SIX FACTORS

1. Infrastructure Projects will contribute to the implementation of the Thames Valley Berkshire SEP or emerging Local Industrial Strategy

		Examples of Descriptors	Scoring Guide
Contribute to the implementation of the Thames Valley Berkshire SEP	High 3 marks	<ul style="list-style-type: none"> <li>The Housing SDL cannot proceed without this Distributor Road; investment in this scheme will unlock £££'s of private investment</li> <li>This scheme is identified as part of Core Policy XX Town Centre Regeneration in the Council's adopted Core Strategies Document</li> <li>The development of MRT on this corridor is key to increasing the capacity of the network to deliver the journeys that will support the growing economy</li> </ul>	<p>A high score will be awarded to proposals for direct investment which:</p> <p>Support one or more of the objectives<sup>1</sup> in the SEP, in particular (see page 30):</p> <p>3 Labour Supply: Address congestion; Bring forward planned housing</p> <p>6 Functioning Towns: Infrastructure within towns; Infrastructure between towns; Town centre investment</p> <p><b>AND/OR</b></p> <p>Are directly linked to the following connectivity issues named in the SEP Implementation Plan<sup>2</sup> section on Infrastructure (page 9):</p> <p>Packages 1, 2 and 3: further phases or extensions of projects funded in Growth Deal 1, 2 and 3</p> <p>Package 5: MRT schemes</p> <p>Package 6: Access to London Heathrow; Access to London via motorway and rail; Electrification beyond Newbury; Rail links to London Gatwick; Third Thames Crossing near Reading</p> <p><b>AND/OR</b></p> <p>Promote local sustainable transport networks (see Strategy p 17)</p>
	Medium 2 marks	<ul style="list-style-type: none"> <li>This infrastructure will help unlock a housing scheme of [less than 100] units</li> <li>This scheme will support the regeneration of the industrial estate, and contribute to the retention of x,000 jobs in the borough</li> </ul>	<p>A medium score will be awarded to proposals for other investments which support:</p> <ul style="list-style-type: none"> <li>Education Estate</li> <li>Employment Sites</li> <li>Utilities</li> <li>Local housing sites</li> </ul>
	Low 1 mark		A low score will be awarded to all other proposals

<sup>1</sup> The objectives of the SEP are (see page 30 of <http://www.thamesvalleyberkshire.co.uk/getfile/Public%20Documents/Strategic%20Economic%20Plan/TVB%20SEP%20-%20Strategy.pdf?inline-view=true>)

### PEOPLE

1. Use better those who are already in the workforce
2. Inspire the next generation and build aspirations and ambition
3. Ensure that economic potential is not restricted by labour supply issues

### IDEAS

4. Ensure that knowledge is effectively commercialised and grown within Thames Valley Berkshire
5. Strengthen networks and invest in the 'soft wiring' to use ideas better
6. Make Thames Valley Berkshire's towns genuine hubs in the ideas economy

<sup>2</sup><http://www.thamesvalleyberkshire.co.uk/getfile/Public%20Documents/Strategic%20Economic%20Plan/TVB%20SEP%20-%20Implementation%20Plan.pdf?inline-view=true>

## 2. Deliverability

2		Examples of Descriptors	Scoring Guide
Deliverability	High 3 marks	<ul style="list-style-type: none"> <li>Outline Planning permission and/or positive planning history</li> <li>Partnership finance clearly identified</li> <li>Preliminary Benefit cost ratio (BCR) calculated as positive</li> </ul>	<p>A high score will be awarded to capital proposals which have a strong prospect of a start on site in the relevant period for this call for bids. This will be awarded if there is a positive assessment of all of:</p> <ul style="list-style-type: none"> <li>a) Land assembly, ownership or control</li> <li>b) Planning permission</li> <li>c) Optimism bias in preliminary value for money calculations</li> </ul> <p><b>AND</b> (where relevant) a positive assessment of</p> <ul style="list-style-type: none"> <li>d) Partnership arrangements across boundaries or agencies</li> </ul>
	Medium 2 marks	<ul style="list-style-type: none"> <li>Features in published Local Plan</li> <li>Finance subject to further discussion</li> <li>No preliminary BCR calculation, but comparable schemes have recently been positively assessed</li> </ul>	<p>A medium score will be awarded to proposals which have a reasonable prospect of a start on site the relevant period for this call for bids. This will be awarded if there is a positive assessment of two of:</p> <ul style="list-style-type: none"> <li>a) Land assembly, ownership or control</li> <li>b) Planning permission</li> <li>c) Optimism bias in preliminary value for money calculations</li> </ul> <p><b>AND</b> (where relevant) a positive assessment of</p> <ul style="list-style-type: none"> <li>d) Partnership arrangements across boundaries or agencies where relevant</li> </ul>
	Low 1 mark		A low score will be awarded to all other proposals



### 3. Sustainable long-term green economic growth

		Examples of Descriptors	Scoring Guide
Sustainable long-term green economic growth	High 3 marks	<ul style="list-style-type: none"> <li>This scheme will also support development which will add 39,322 sq m of retail space and bring 400 jobs to the area</li> <li>The scheme will facilitate development of 25,000m2 of retail space 60,000m2 of office space and 800 new dwellings.</li> <li>85,800sqm of employment development.</li> <li>SDL incorporates up to 15,000sqm of employment.</li> </ul>	<p>A high score will be awarded to a proposal which can quantify (in terms of commercial or retail floor space, jobs or houses) a major regeneration, large new development or other substantial impact on the economy which is directly linked to the transport scheme</p> <p>Additional credit will be achieved by the inclusion of specific green recovery agenda criteria relating to environmental benefits (e.g. air quality improvements, CO2 reduction, modal shift, other environmental benefits to the community etc)</p>
	Medium 2 marks	<ul style="list-style-type: none"> <li>Enabling commercial and residential development</li> <li>Enabling redevelopment for housing of frontage properties currently blighted.</li> <li>Enhancing the attractiveness of town centre and associated major redevelopment sites</li> <li>Supporting Town Centre Regeneration</li> </ul>	<p>A medium score will be awarded to a proposal which can quantify (in terms of commercial or retail floor space, jobs or houses)</p> <p><b>EITHER</b></p> <p>a minor regeneration, small new development or other minor impact on the economy which is directly linked to the scheme;</p> <p><b>OR</b></p> <p>a major regeneration, large new development or other substantial impact on the economy which is indirectly linked to the scheme</p> <p>Some inclusion of green recovery agenda criteria</p>
	Low 1 mark	<ul style="list-style-type: none"> <li>GVA to be investigated</li> <li>Improving journey times and reliability</li> <li>Customers and suppliers will also benefit from better access, improved journey times, and lower vehicle operating costs</li> <li>Reducing congestion on a key highway corridor</li> </ul>	<p>A low score will be awarded to all other proposals.</p>

#### 4. Tangible benefit to the sub-region

		Examples of Descriptors	Scoring Guide
Tangible benefit to the sub-region	High 3 marks	<ul style="list-style-type: none"> <li>The scheme will support x,000 jobs, which will provide employment for people from across the TVB area</li> <li>The planned catchment for the new retail units is a 25-mile radius</li> <li>The proposed route runs through three boroughs</li> </ul>	A high score will be awarded to proposals which have significant impact well beyond a local area
	Medium 2 marks	<ul style="list-style-type: none"> <li>X,000 sq m of refurbished employment space will allow the borough to be more competitive in retaining jobs</li> </ul>	A medium score will be awarded to proposals which have a major impact, but only in a local area
	Low 1 mark	<ul style="list-style-type: none"> <li>The primary school will support the development of 100 houses in the neighbourhood</li> </ul>	A low score will be awarded to all other proposals

## 5. Investing in Natural Capital

		Examples of Descriptors	Scoring Guide
Investing in Natural Capital	High – 3 marks	<ul style="list-style-type: none"> <li>No adverse noise, biodiversity, heritage or water environment impacts and enhancement of landscape features</li> <li>The proposal includes the decontamination of xx hectares of former industrial land</li> <li>The proposal includes on site generation of electricity from renewable sources</li> </ul>	<p>A high score will be awarded to proposals which</p> <p><b>EITHER</b></p> <p>can quantify a positive impact</p> <p><b>OR</b></p> <p>can demonstrate that mitigating measures will significantly reduce any negative impacts on one or more of the following:</p> <ul style="list-style-type: none"> <li>greenhouse gas emissions;</li> <li>air quality;</li> <li>noise disturbance;</li> <li>natural environment, heritage and landscape; and</li> <li>streetscape and urban environment.</li> </ul>
	Medium – 2 marks	<ul style="list-style-type: none"> <li>minor benefits in terms of air quality / carbon emissions compared to the 'do nothing' situation</li> <li>Reducing slow moving/ queuing traffic would contribute to reduction in NO2 emissions in AQMA</li> </ul>	<p>A medium score will be awarded to proposals which</p> <p><b>EITHER</b></p> <p>make un-quantified positive claims about impact on the above environmental factors</p> <p><b>OR</b></p> <p>can demonstrate that mitigating measures will reduce negative impacts</p>
	Low – 1 mark	<ul style="list-style-type: none"> <li>Carbon emissions will be reduced through a more direct route for freight vehicles</li> <li>Decrease in the number of people affected by noise and improvements in local air quality</li> <li>Positive impact on carbon emissions.</li> <li>Promoting public transport over private car use</li> </ul>	<p>A low score will be awarded to all other proposals</p>

## 6. Maximise Social Value

		Examples of Descriptors	Scoring Guide
Maximise social value	High – 3 marks	<ul style="list-style-type: none"> <li>This stretch of road, including the junction, is responsible for an annual 40 slight injury accidents (approx 5% of the Borough's overall figure) and a further 8 KSI accidents in the last three years. The scheme is designed to reduce both these figures by half in three years following completion.</li> <li>This scheme will create xx apprenticeships in association with the local college</li> </ul>	<p>A high score will be awarded to proposals which can</p> <p><b>EITHER</b> quantify a positive impact on, <b>OR</b> can demonstrate that mitigating measures will significantly reduce any negative impacts in relation to one or more of the following:</p> <ul style="list-style-type: none"> <li>personal affordability;</li> <li>physical activity;</li> <li>road accidents;</li> <li>crime and security;</li> <li>access to a range of goods and services; and</li> <li>community severance</li> </ul> <p><b>OR</b> can open up apprenticeships or new jobs associated with the proposal to local unemployed and long-term unemployed people</p>
	Medium – 2 marks	<ul style="list-style-type: none"> <li>Positive impact for the communities affected by rat-running</li> <li>Facilitates residential development including new primary school and extra care home facility</li> <li>Reduced risk of accidents as result of better management of traffic and better provision for road crossings.</li> <li>It is likely that the scheme would lead to impacts that would require full SDI appraisal.</li> </ul>	<p>A medium score will be awarded to proposals which</p> <p><b>EITHER</b> make un-quantified positive claims about impact in relation to the above social/distributional issues <b>OR</b> can demonstrate that mitigating measures that will reduce but do not eliminate negative social/distributional impacts</p>
	Low – 1 mark	<ul style="list-style-type: none"> <li>Allowing opportunities to develop local walking and cycling improvements</li> <li>Improved journey times to and from London</li> <li>There are no significant impacts.</li> <li>It is unlikely that the scheme would lead to any impacts that would require full SDI appraisal. The expected impacts are likely to be both marginal in extent and dispersed among people groups or spatially.</li> </ul>	<p>A low score will be awarded to all other proposals</p>

## APPENDIX 3 - PRO-FORMA BID

*{Town – Scheme Name}*

### Summary and overview

#### **Scheme name:**

*{Town – Scheme Name}*

#### **Scheme promoter:**

*{...} Council / other*

#### **Contact details: (name, email, telephone numbers)**

*{...}*

#### **Brief description of the scheme and the main activities within it:**

*{please use 25 words or fewer: this summary will be used in schedules and other covering reports. Words over the limit will be deleted}*

#### **Location of the scheme:**

Local Authority: *{...} Council*

Parliamentary Constituency: *{this is important for briefing the MP – and embarrassing if not accurate}*

Postcode: *{as accurate as you can please, for plotting on a map}*

### Rationale for the scheme and strategic fit

**{not used}**

#### **How will the scheme contribute to the delivery of Thames Valley Berkshire's Strategic Economic Plan (SEP)?**

*{Please reference the SEP, which is available at*  
<http://www.thamesvalleyberkshire.co.uk/documents?folder=192&view=files>*}*

*{Information supplied here will be scored against 1. Infrastructure Projects will contribute to the delivery of the Thames Valley Berkshire SEP}*

#### **What is the rationale for the scheme?**

*{Please describe the overall case for developing this scheme}*

#### **What barriers to growth will it address? What is the evidence?**

*{Please quantify where possible}*

*{Information supplied here will be part of the information used to score against 3. Long-term, sustainable economic growth}*

**What other options have been considered?**

*{Please describe any other solutions considered but not pursued}*

*{Information supplied here will be part of the information used to score against 2. Deliverability – a WebTAG compliant Full Business Case requires an Option Appraisal Report}*

**What would be the consequences of a “do nothing” option?**

*{Please describe}*

**Which partner organisations are involved in, and committed to, the scheme?**

*{Please list your partners and distinguish between essential partners (eg Network Rail); funders; supporters; etc}*

*{Information supplied here will be part of the information used to score against 2. Deliverability – cross boundary or cross agency partnership arrangements should be underpinned with some evidence of their commitment}*

**Value for money**

**What outputs will the scheme deliver?**

*{Information supplied here will be part of the information used to score against 2. Deliverability – a WebTAG compliant Full Business Case requires an Economic Case}*

Outputs		2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	Later	Total
Houses (units)	LGF/Growth Deal							
	Other public sector (specify which)							
	Private sector							
	Total							
Jobs	LGF/Growth Deal							
	Other public sector (specify which)							
	Private sector							
	Total							
Employment floorspace (sq m)	LGF/Growth Deal							
	Other public sector (specify which)							
	Private sector							
	Total							
Businesses created	LGF/Growth Deal							
	Other public sector (specify which)							
	Private sector							
	Total							
Business assists	LGF/Growth Deal							
	Other public sector (specify which)							
	Private sector							
	Total							
Other (specify)	LGF/Growth Deal							
	Other public sector (specify which)							
	Private sector							
	Total							

## How have these outputs been estimated?

*{Please describe the evidence or source of your calculations}*

*{Information supplied here will be part of the information used to score against 2. Deliverability – a WebTAG compliant Full Business Case requires an Economic Case}*

## What wider outcomes will be achieved in TVB? Please quantify these if possible.

*{Please say what other benefits, if any the scheme will deliver, and how far afield those benefits will be felt}*

*{Information supplied here will be part of the information used to score against 4. Tangible benefit to the sub-region}*

## To what extent are these outputs (and downstream outcomes/impacts) likely to be additional? What is the basis for this assessment?

*{additional to background economic growth that is likely to occur without this project}*

## Are there any specific environmental credentials to the outputs listed above?

*{Please list any environmental standards to be achieved, e.g. BREEAM Excellent, planned Energy Performance Certificate rating of A or Passivhaus standard}*

## What is the nature of the resourcing package that is proposed (e.g. balance between private sector investment, loans and grants, etc.)?

*{Information supplied here will be part of the information used to make sure that the bid meets the terms of the call for bids – e.g. minimum and maximum scheme value; matching funds contribution}*

## What is the funding package through which the scheme will be delivered?

Source	Year	2021/22	2022/23	Later years	Total
Growth Deal or other Government Grant	Capital				
	Revenue				
Other public sector	<i>Please specify</i>				
CIL/s.106					
Private sector	<i>Please specify</i>				



Total					
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## Deliverability and risks

### How secure are the funding contributions from your own organisation and elsewhere?

*{Information supplied here will be part of the information used to score against 2. Deliverability – cross boundary or cross agency partnership arrangements should be underpinned with some evidence of their commitment}*

### What are the key scheme milestones?

*{Please include planning permission; preparation of full business case; procurement; start on site; completion of construction; other key project milestones, including if these have already been achieved}*

*{Information supplied here will be part of the information used to score against 2. Deliverability – Land assembly, ownership or control and planning permission}*

### What are the proposed arrangements for project management?

*{please say}*

*{Information supplied here will be part of the information used to score against 2. Deliverability – cross boundary or cross agency partnership arrangements should be underpinned with some evidence of their commitment}*

### What are the principal risks linked to the scheme's delivery, and what actions will be (or have been) taken to mitigate and manage these?

Risk	Likelihood (H / M / L)	Severity (H / M / L)	Mitigating actions

*{Information supplied here will be part of the information used to score against 2. Deliverability}*

**What assessment has been made of the value for money of this scheme?**

*{if any}*

*{Information supplied here will be part of the information used to score against 2. Deliverability – optimism bias in preliminary value for money calculations}*

**How will this scheme contribute to the natural capital of Thames Valley Berkshire?**

*{please say}*

*{Information supplied here will be scored against 5. Investing in Natural Capital: one or more of greenhouse gas emissions; air quality; noise disturbance; natural environment, heritage and landscape; and streetscape and urban environment}*

**How will this scheme maximise social value for Thames Valley Berkshire? In responding to this question, please say how this scheme will support apprenticeships.**

*{Information supplied here will be scored against 6. Maximise social value: one or more of personal affordability; physical activity; road accidents; crime and security; access to a range of goods and services; and community severance OR can open up apprenticeships or new jobs associated with the proposal to local unemployed and long-term unemployed people}*

*{TVB LEP supports the recommendations in the Transport Infrastructure Skills Strategy*

*[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/495900/transport-infrastructure-strategy-building-sustainable-skills.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/495900/transport-infrastructure-strategy-building-sustainable-skills.pdf) which was published in January 2016. We draw your attention to the recommendations made in “Transport infrastructure skills strategy: one year on” July 2017) <https://www.gov.uk/government/publications/transport-infrastructure-skills-strategy-one-year-on>}*

**List of supporting information and evidence**

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**MEETING OF THE BERKSHIRE LOCAL TRANSPORT BODY (BLTB) – THURSDAY 15 JULY 2020****CONTACT OFFICER: Josie Wragg, Chief Executive, Slough Borough Council, Lead Officer to the BLTB****ITEM 16 – Update to the BLTB re Business Rate Retention Pilot monies - Revenue Support****1. Purpose of Report**

To update the BLTB on the latest Business Rate Retention Pilot (BRRP) Revenue Support monies allocated to be spent on infrastructure project development within the six Berkshire Local Authorities.

**2. Summary**

In [November 2018](#) you approved the revenue support proposals and the drawdown of BRRP funds by Reading, West Berkshire, Windsor and Maidenhead and Wokingham. Bracknell was added in [January 2019](#) and Slough in [March 2019](#).

	<b>Funds spent at June 2020</b>	<b>Funds spent at October 2019</b>	<b>Funds spent at July 2019</b>	<b>Total Funds remaining June 2020</b>
<b>Reading</b>	£48,334.45	£34,500.00	£34,500.00	£51,665.55
<b>West Berkshire</b>	£53,145.00	£40,000.00	£40,000.00	£46,855.00
<b>RBWM</b>	£35,000.00	-	-	£65,000.00
<b>Wokingham</b>	£77,775.00	£77,775.00	£77,775.00	£22,225.00
<b>Bracknell</b>	£80,000.00	£25,000.00	-	£20,000.00
<b>Slough</b>	£40,000.00	£20,000.00	-	£60,000.00
<b>Total funds spent to date</b>	<b>£334,254.45</b>	<b>£197,275.00</b>	<b>£152,275.00</b>	<b>£265,745.55</b>
<b>%</b>	<b>56%</b>	<b>33%</b>	<b>25%</b>	<b>44%</b>
<b>Funds provided</b>	£600,000.00			

**3. Local Authority updates – BRRP develop schemes****Reading**

- **South Reading MRT future phases** (concept designs and outline business case for future phases)
  - Concept designs complete, costings and initial business case work on-going to inform future LGF bid.
- **Reading town centre and South Reading corridor access enhancements** (concept designs)
  - Concept design work on-going, consultation currently being undertaken on draft Local Cycling and Walking Infrastructure Plan (LCWIP) which has also been submitted to the DfT.
- **Grazeley business case** (including Mere oak P&R expansion)
  - Concept designs for Mere oak P&R expansion being prepared to be consistent with the overall Masterplan for Grazeley.

### **West Berkshire**

- **Thatcham model** is complete and the forecast years of 2026 and 2036 have been developed. To bring the Newbury model in line in terms of forecast years, this work has also been commissioned in preparation for identifying infrastructure projects to support future development. The time delays have continued with the Local Plan work requiring the overall timing of the phased approach to be re-visited. The phase descriptions and timescales in the above table set out the new revised position. Just over half the funding has been spent with the remainder forecast to be spent within 2020/21 financial year.

### **Royal Borough of Windsor & Maidenhead**

- **Ascot High Street** - Project Centre have completed the planning policy review, traffic and parking surveys and analysis, and are feeding this information into the outline concepts for the High Street. The proposals are linked to the proposed housing developments to the north and south of the High Street. We now expect to complete the initial study by September and subject to agreement of the proposed scheme, we intend to progress with a business case to be presented to the November 2020 Local Transport Body meeting. The project had been initially delayed due to highway works to the High Street which prevented the completion of the traffic surveys during the early part of 2020. Consultation was due to be undertaken in March 2020 however, this has been delayed due to the Covid-19 situation.

### **Wokingham**

- £77,775 has been spent on Business case reports for three main Grazeley settlement scheme proposals; the remaining £22,225 is due to be spent by December 2021 on an Options appraisal and impact study to improvements along the A329(M).

### **Bracknell**

- Officers have been busy working on a number of projects aimed at unlocking further growth in the borough and also working with colleagues in Wokingham and cross-boundary scheme that will unlock housing allocations in WBC and assist with road capacity and sustainable transport links providing greater and safer accessibility for all between Bracknell and Wokingham.

### **Slough**

- The majority of the expenditure to date relates to the development of a Strategic Outline Business Case for the Brunel Way / Public Realm Scheme, including an element previously covered in the preliminary studies. Nb Draft and final submission dates are current, revised best estimates.

## **4. Recommendation**

Transport officers to supply regular updates to LEP with latest spend levels and developments on projects.

## **BERKSHIRE LOCAL TRANSPORT BODY (BLTB)**

**REPORT TO:** BLTB

**DATE:** 15 July 2020

**CONTACT OFFICER:** Josie Wragg, Chief Executive, Slough Borough Council,  
lead officer to the BLTB

### **Item 17: Transport for the South East Proposal to government – letter of support**

#### ***Purpose of Report***

1. To endorse the attached letter of support for Transport for the South East (TfSE) and their Proposal to government.

#### ***Background***

2. TfSE published the consultation draft of the proposal to Government on 7 May 2019 for a period of 12 weeks. Prior to the formal consultation exercise, there had been extensive discussions with constituent authorities, LEPs, district and borough authorities and other stakeholders to inform the types of powers that TfSE might seek to support the delivery of the Transport Strategy.
3. During the twelve-week consultation, TfSE was required to engage with all constituent authorities, LEPs, neighbouring authorities and other appropriate stakeholders. In addition to the 16 constituent authorities and five LEPs, there are 16 neighbouring Transport Authorities that TfSE included in the formal consultation.
4. The consultation resulted in 98 responses from a wide range of stakeholders, including a number of local interest groups and member of the public. The overall findings of the consultation exercise are positive, with 94 respondents offering support for the principle of establishing a sub-national transport body for the south east. However, some of this support was conditional upon TfSE addressing concerns with the proposal and overall vision for the organisation.
5. The revised proposal, which was agreed at the September 2019 meeting of the TfSE Shadow Partnership Board, incorporated a number of changes, which can be summarised:
  - a. The 2050 vision has been updated following extensive consultation on the draft Transport Strategy. This is included in the final proposal and sets out the aspiration for the South East to be a leading global region for net zero carbon sustainable economic growth. This principle is embodied in one of the fifteen strategic priorities that underpin the vision.
  - b. Strengthening the opening narrative and strategic case to ensure that social inclusion and environmental protection, including reducing emissions, are clearly recognised as a priority for TfSE. This reflects the final Transport Strategy, including the revised vision, goals and objectives.

- c. The proposal highlights that the current governance arrangements for co-opted members are considered to work well and would strongly recommend that the Statutory Body would continue with them.
  - d. Clarification is provided around the principle of consent and the concurrent nature of the powers. Additionally, the principle of subsidiarity has been incorporated into the document to demonstrate that any decisions relating to the powers is made at the most relevant level and that, where possible, future aspirations will focus on drawing down powers from central government.
  - e. The bus franchising power has been removed from the proposal, with the emphasis placed on building stronger relationships with the bus operators and work with local authorities to ensure that services are operating in a way that supports the delivery of the Transport Strategy, e.g. smart and integrated ticketing at a regional (or wider) level.
  - f. The powers relating to rail have remained unchanged. However, TfSE is closely monitoring the outcomes of the William's Rail Review and will consider whether it should include provision to assume a role in contracting for rail services as it matures as an organisation. The current situation with the Covid-19 global pandemic is also likely to have an impact on the future of rail services.
6. It was agreed at the December 2019 meeting of the Shadow Partnership Board that TfSE should seek to submit the proposal to Government upon completion of the Transport Strategy, which will firmly set out the ways in which TfSE and the Department for Transport can work in partnership to implement the bold and ambitious approach included in the Strategy.
7. Although there have been no further changes to the substantive sections of the proposal, specifically the powers and responsibilities and governance sections, it has been necessary to update the opening narrative of the proposal so that it reflects that the Covid-19 global pandemic will have upon the economy of the south east and travel behaviours.

## **Engagement with Government**

8. TfSE Board members have previously agreed to seek the advice and views of the Department for Transport (DfT) prior to making any formal submission for statutory status. TfSE has developed positive relationships with the DfT at both ministerial level and with civil servants.
9. There were a number of discussions between TfSE and George Freeman, the previous Minister of State, including his attendance at TfSE's 'Connecting the South East' event in Farnborough to launch the TfSE draft Transport Strategy. The minister was complementary of the way in which TfSE has operated, recognising the importance that has been placed on partnership working, the role TfSE has played in providing a collective single voice on priorities and the organisations lean and efficient structures. He was also supportive of the TfSE priorities to have a modern integrated public transport system and future proofing against climate change impacts.
10. As a result of the ministerial reshuffle in February 2020 responsibility for STBs



has transferred to Baroness Vere of Norbiton, Parliamentary Under Secretary of State at the Department for Transport. The Chair of TfSE has written to Baroness Vere requesting a meeting to discuss TfSE's priorities, including its ambition to gain statutory status. Although this letter has been acknowledged and welcomed, it has not been possible to progress a meeting with Baroness Vere due to the current situation with Covid-19.

11. The TfSE team remain in close contact with the civil servants at DfT and will aim to progress a meeting between the Chair of TfSE and the ministerial team at the earliest opportunity.

### **Formal Consent and Letters of Support**

12. It was agreed at the December 2019 meeting of the TfSE Shadow Partnership Board that TfSE should seek to submit the proposal to Government upon completion of the Transport Strategy, which will firmly set out the ways in which TfSE and the DfT can work in partnership to implement the bold and ambitious approach included in the strategy.
13. The legislation requires that a new sub-national transport body will be promoted by, and have the consent of, its constituent authorities. Formal consent is required before the Shadow Partnership Board approves the final proposal. It was agreed by the TfSE Shadow Partnership Board in December that all constituent authorities should aim to take the draft proposal through their relevant committee and sign off structures by spring 2020, however this has been delayed by changes to committee timescales due to Covid-19. TfSE has received the formal letters conforming necessary consent from the majority of constituent authorities. Two further constituent authorities will be taking the proposal through their relevant governance processes in the coming weeks.
14. Although other partners, such as LEPs, district and boroughs and protected landscapes are not required to offer formal consent for the creation of a statutory body, a number of partners have submitted letters of support. These letters recognise that by working strategically with local transport authorities, local planning authorities, LEPs, operators, delivery bodies and government, TfSE will be uniquely positioned to influence how and where money is invested to best deliver transport improvements that benefit people and businesses in the south east and across the entire country.

### **Timescales and Proposed Communications Approach**

15. The draft Proposal to Government was widely supported during the consultation exercise and there is recognition from stakeholders that the creation of a sub-national transport body would benefit the south east area. As such, it is proposed that it should be submitted to Government, subject to the formal consent from all constituent authorities, along with the final transport strategy in September 2020.
16. It is intended that TfSE will use the period between its Shadow Partnership

Board meeting in July to the submission in September to build a communications and engagement campaign. This will be focused on gaining support from MPs, preparing relevant communications materials, such as website, social media, etc, and ensuring that stakeholders have access to a 'toolkit' to enable them to lobby/advocate on behalf of TfSE.

17. Working with TfSE Board members, a planned approach for MP engagement will be developed and will utilise a series of virtual meetings to share key messages. This will form the basis of a campaign which will run until spring 2021 and will maximise the opportunity for TfSE to make a compelling case for the funding and powers it needs to deliver its transport strategy and help drive economic recovery in the South East and across the UK. An update email was recently issued to all MPs in the TfSE area and a number of meeting requests have been received as a result of this.
18. The draft Proposal to Government was widely supported during the consultation exercise and there is recognition from stakeholders that the creation of a sub-national transport body would benefit the south east area. The proposal to Government has been updated to reflect the feedback received from the consultation exercise and to fully align with the transport strategy.
19. Formal consent has been provided from constituent authorities, with two further letters of consent to be received by later summer. In addition, letters of support have been received from various partners, including district and borough authorities, local enterprise partnerships and operators.
20. It is proposed that, subject to the consent of all constituent authorities, the TfSE Shadow Partnership Board should submit the final proposal to government in September 2020, alongside the final version of the transport strategy.

## ***Conclusion***

21. Whilst all six of the Berkshire Local Authorities, as constituent authorities, have already signed and submitted their letters of consent regarding the proposal to government to TfSE, the attached letter of support from the Berkshire Local Transport Body will further endorse Berkshire's support for the vision and objectives of Transport for the South East.

## Appendix 1

Cllr Keith Glazier  
Chair, Transport for the South East

By email: [tfse@eastsussex.gov.uk](mailto:tfse@eastsussex.gov.uk)

15th July 2020

Dear Cllr Glazier,

### Transport for the South East (TfSE) – Proposal to government for statutory status

We write on behalf of the Berkshire Local Transport Body (BLTB) which was established in March 2013 in response to the Department for Transport's wish to devolve Local Transport Major Schemes Capital Funding to local control. The LEP Forum, which oversees and scrutinises the LEP, has agreed to continue with the BLTB, as the competent body to a) prioritise and b) implement transport capital schemes on its behalf. The Body consists of six elected members (usually the lead member for transport or related portfolio), and six private sector representatives recruited and appointed by the LEP. It supervises the work of independent assessors that scrutinise transport schemes in accordance with the DfT approved Assurance Framework.

We confirm that the BLTB fully supports TfSE's proposal to government for statutory status, both in terms of the strategic and economic case it sets out and the specific powers and functions TfSE has requested.

We have been closely involved with the development of the proposal and the associated transport strategy. We believe that the powers requested will enable TfSE and its partners to deliver the vision at the heart of the transport strategy, helping boost our economy, improving quality of life and delivering a net-zero carbon future for our region. They will also ensure the South East can play the fullest possible role in supporting the UK's economic recovery from the effects of COVID-19.

The South East is a vital motor for the UK's economy, contributing more than any other region outside London, and is the UK's principal international gateway for people and goods. The formation of a statutory sub-national transport body for the South East will enable us to speak with one voice on our strategic transport priorities, ensuring a better connected, more prosperous and more sustainable South East.

By working strategically with local enterprise partnerships, local highway authorities, local planning authorities, transport operators, delivery bodies and government, TfSE will be uniquely positioned to influence how and where money is invested for the benefit of people and businesses in our region and across the entire country.

We look forward to continuing to work as part of TfSE.

Yours sincerely etc.

Signed on behalf of The Berkshire Local Transport Body

## BLTB Forward Plan 2020-2021

Meeting	Deadline for final reports:	Agenda published	Agenda items
12 November 2020	16 October	4 November	<ul style="list-style-type: none"> <li>• One-year-on Impact report for 2.10 Slough: A322 Improvements</li> <li>• One-year-on Impact report for 2.11 and 2.12 Reading: Phase 1 &amp; 2 South Reading MRT</li> <li>• One-year-on Impact report for 2.15 Bracknell: Martins Heron roundabout</li> <li>• Call for bids phase 2 - prioritised list for BLTB approval</li> <li>• Transport for the South East – Annual Subscription Report Update</li> <li>• Call for bids prioritised list for BLTB approval</li> <li>• Progress reports</li> <li>• Forward Plan</li> </ul>
11 March 2021	18 February	3 March	<ul style="list-style-type: none"> <li>• Progress reports</li> <li>• Forward Plan</li> </ul>
15 July 2021	24 June	7 July	<ul style="list-style-type: none"> <li>• Progress reports</li> <li>• Forward Plan</li> </ul>
11 November 2021	21 October	1 November	<ul style="list-style-type: none"> <li>• TBC</li> </ul>

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