

BERKSHIRE LOCAL TRANSPORT BODY (BLTB)

REPORT TO: BLTB **DATE:** 17 March 2016

CONTACT OFFICER: Ruth Bagley, Chief Executive Slough Borough Council,
lead Chief Executive to the BLTB

PART I

DfT Consultation of the Hendy Report Recommendations

Purpose of Report

1. On 21 January 2016, the [DfT opened its consultationⁱ](#) on the [Hendy Reportⁱⁱ](#) recommendations for the future of Network Rail's Investment Programme. The consultation closes on 18 March. The report recommends you approve the draft response set out at Appendix 1 (Western Rail Link to Heathrow) and Appendix 2 (Other Schemes).
2. The main implications for TVB area are the re-programming of the Western Rail Link to Heathrow scheme and the delay to Southcote Junction to Basingstoke electrification, which has consequences for the operation of the proposed Reading Green Park Station.

Recommendations

3. **You are recommended to approve the draft response set out at Appendix 1 (Western Rail Link to Heathrow) and Appendix 2 (Other Schemes).**

Other Implications

Financial

4. The financial implications for the Local Transport Body and its constituent organisations are limited; the main consequences fall on the government and the rail industry.
5. There are operational consequences of the proposed delay in electrification works on the Southcote Junction to Basingstoke line for the Reading Green Park Station project, but these do not extend to major impacts on the capital construction project being undertaken by Reading Borough Council.
6. There are economic impacts resulting from the further delay to the Western Rail Link to Heathrow project, but these are not direct financial consequences for the LTB or its constituent bodies.

Risk Management

7. The Berkshire Strategic Transport (Members) Forum has previously considered the risks and consequences associated with Green Park Station and the delay of electrification. It recommended, and the Local Enterprise Partnership agreed, to proceed with the construction project even though this could result in a “ghost station” at which no trains stopped until electrification was completed.

Human Rights Act and Other Legal Implications

8. No Human Rights Act or Other Legal Implications have been identified

Supporting Information

9. The consultation says:

“The Secretary of State is minded to accept Sir Peter Hendy’s recommendations subject to the outcome of this consultation. We are seeking your views on the re-planning process and Network Rail’s prioritisation of schemes, as suggested by Sir Peter Hendy’s Report; in particular, to judge whether any amendments to the re-plan and proposed course of action are necessary.

“In consideration of this, consultees are invited to comment on the following consultation questions:

“Do you have any comments on the projects which have been selected for completion in CP5?”

“Do you consider that other projects, originally scheduled for completion in CP5 but not now planned to be completed in this Control Period, should have been prioritised ahead of the projects identified by the Hendy Report?”

“Do you have any comments on the re-planning process generally?”

“In all cases, please give reasons for the opinions that you express.”

10. The consultation goes on to suggest particular themes to help structure our response:

“Impact on users: Does the re-plan take appropriate account of passenger needs and passenger experience? Is the approach to freight appropriate in light of the current and projected demand?”

“The supply chain: Has the re-plan appropriately taken into account the management of industry resources and ability of the supply chain to meet the requirements of the programme?”

“Commitments: In so far as the re-plan may have an impact on any local economic development proposals or the delivery of other dependent schemes, please indicate your views on this and any suggested mitigations.

11. Network Rail's Investment Programme has a major impact on the railway service in Thames Valley Berkshire. The following table summarises the local schemes set out in [Network Rail's draft updated Enhancements Delivery Plan \(EDP\)](#)ⁱⁱⁱ.

Page	Code	Name	Description and Entry into Service
5	CR001	Crossrail	Full Crossrail service from Reading and Heathrow through the central section to Shenfield and Custom House / Abbey Wood. December 2019
88	W001a	Great Western Electrification	Maidenhead to Didcot Reading to Newbury Bi-mode IEP trains will be introduced in Summer 2017 The enhanced IEP timetable will start in December 2018
92	W001c	Reading Independent Feeder (Bramley)	An independent power feed to Reading Depot and Overhead Line Equipment system that provides resilience, redundancy and future capability for Basingstoke to Southcote. CP6
98	W003	Thames Valley Branches and Southcote Junction to Basingstoke electrification	Twyford to Henley-on-Thames Slough to Windsor & Eton Central December 2018 Southcote to Basingstoke start of works "assumed CP6"
100	W004	Thames Valley EMU Capability Works	Lengthened to take 4-car trains Bramley – Platforms 1 and 2; Mortimer – Platform 1 Lengthened to take 8-car trains Cholsey – Platforms 1, 2, 3 and 4; Goring and Streatley – Platforms 1, 2, 3, 4; Iver – Platform 4 (resurfacing); Pangbourne – Platforms 1 and 2; Reading West – Platform 2; Thatcham – Platforms 1 and 2; Theale – Platforms 1 and 2; Tilehurst – Platforms 1, 2, 3 and 4 Lengthened to take 12-car trains Maidenhead – Platforms 1, 2, 3, 4 and 5; Slough – Platforms 2, 3, 4 and 5; Twyford – Platforms 1, 2 and 3 CP6 - Late CP6 for Reading to Basingstoke
103	W005	Western Rail Link to Heathrow	Start on site April 2019 Ready for use "Late CP6"
114	CR002	Reading Station Area	Practically complete September 2015

		Redevelopment	
126	WX003	Reading, Ascot to London Waterloo Train Lengthening	Lengthened to take 10-car trains Ascot – platforms 1, 2 and 3 and fully accessible footbridge; Bracknell – platforms 1 and 2; Martins Heron – platforms 1 and 2; Sunningdale – platforms 1 and 2; Wokingham – platform 1 only New timetable 14 May 2017
128	WX004	Wessex Traction Power Supply Upgrade	To support 10-car trains New timetable 14 May 2017
130	WX006	Wessex Automatic Selective Door Opening	(as an alternative to platform lengthening for 10-car trains) Datchet; Sunnymeads Complete

Monitoring and Evaluation

The Berkshire Strategic Transport Forum, both at officer and member level, continues to provide an appropriate forum for collaboration, discussion and debate with colleagues from the rail industry and DfT.

Background Papers

ⁱ <https://www.gov.uk/government/consultations/sir-peter-hendy-report-re-planning-of-network-rails-investment-programme>

ⁱⁱ <http://networkrail.wpengine.com/wp-content/uploads/2015/11/hendy-report.pdf>

ⁱⁱⁱ <https://www.networkrail.co.uk/Enhancements-Delivery-Plan-Update.pdf>

APPENDIX 1

DRAFT - Consultation on the re-planning of Network Rail's Investment Programme



Written evidence submitted by the Western Rail Link to Heathrow Stakeholder Steering Group (WRLtH SSG)

To: hendyconsultation@dft.gsi.gov.uk via email

From: Ruth Bagley, Chairman Western Rail Link to Heathrow Stakeholder Steering Group

This submission is made on behalf of the Western Rail Link to Heathrow Stakeholder Steering Group (WRLtH SSG), a private-public partnership of key stakeholders formed to promote the economic importance of the Western Rail Link to Heathrow and drive its urgent delivery. This submission has also been considered by the Berkshire Strategic Transport Forum and the Berkshire Local Transport Body (a joint committee of the six transport authorities of Berkshire and Thames Valley Berkshire Local Enterprise Partnership). Consent is given for this response to be published in full.

Questions	Responses		
	Impact on Users	The Supply Chain	Commitments
Do you consider that other projects, originally scheduled for completion in CP5 but not now planned to be completed in this Control Period, should have been prioritised ahead of the projects identified by the Hendy Report?			
W005 Western Rail Link to Heathrow	<p>In July 2012 the then Transport Secretary, Justine Greening, announced that as part of a package to improve access to airports £500 million was being committed to develop a new western rail link to Heathrow^{iv}. Support for the project was restated by the present Transport Secretary, Patrick McLoughlin, when he took up his post in September 2012.</p> <p>The Western Rail Link to Heathrow project was included in the government's High Level Output Specification^v (HLOS) for the railways announcement - the project being subject to a satisfactory business case and the agreement of acceptable terms with the Heathrow aviation</p>	No comment	<p>The Thames Valley Berkshire Strategic Economic Plan^{viii} states:</p> <p><i>"We have made the case consistently for investment in Western Rail Access to Heathrow (WRAtH) and have demonstrated that the short rail link (which needs 4km of new tunnel between Langley and Terminal 5) will deliver economic benefits of over £2 billion and create 42,000 new jobs. This project is crucial to Thames Valley Berkshire's growth ambitions." (Page 17)</i></p> <p>The Thames Valley Berkshire Growth Deal states that the "Government is committed to the</p>

	Responses		
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	<p>industry. The HLOS stated that the project will “provide a major boost to the airport’s accessibility, substantially reducing Heathrow airport journey times from Wales and western England, supporting the extension of the vibrant Thames Valley economy westwards”.</p> <p>Network Rail’s CP5 Enhancements Delivery Plan^{vi} states that the project will “improve access to Heathrow Airport for both travelling customers and airport workforce; and improve rail connectivity to the airport from the immediate vicinity and the M4 corridor, which hosts high-value global industries dependent on the airport, the wider Thames Valley, the West of England, the South West, South Wales and the West Midlands by providing interchange at Reading thereby avoiding the need to travel into London and back out. In the longer term provision for long distance services subject to business demand”.</p> <p>This scheme has been the number one infrastructure priority for the TVB LEP and predecessor bodies for at least 10 years. As set out in the “Commitments” column, the first timetable had suggested first trains in December 2019; this was re-programmed to 2021; the Hendy Review has pushed this further back to “late CP6, Indicative” (Enhancements Delivery Plan Update^{vii}, page 103).</p> <p>Whilst the benefits of the scheme are clear (see Economic Impact Assessment (EIA) reports in</p>		<p><i>construction of a new rail link from the Great Western Main Line east of Slough to London Heathrow Airport (Terminal 5) to enhance access to Heathrow airport from Thames Valley and the West. Investment is subject to a satisfactory business case and conclusion of a satisfactory agreement with local partners including the aviation industry at London Heathrow Airport. Construction is programmed to commence during Control Period 5 (2014-19). <u>Network Rail’s indicative programme is to start construction in April 2017 with completion by December 2021.</u></i></p> <p>Businesses tell us having excellent transport links to Heathrow is important to them - 202 of the UK’s top 300 companies are located within 25 miles of Heathrow and 70% of foreign owned businesses locating in the UK for the first time will base themselves within 60 minutes of Heathrow.</p> <p>The Thames Valley Berkshire LEP has made a commitment to this project through the establishment of a Stakeholder Steering Group that brings together all partners involved in the planning and delivery of the scheme. The BTV LEP provides the Chair and project resources for the Group.</p> <p>An Economic Impact Assessment (EIA) commissioned in 2011 reported significant economic, passenger, social and environmental benefits of a western rail link to Heathrow,</p>

	Responses		
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	<p>“Commitments” column), it needs to be emphasised that the sooner it is delivered, the sooner the significant benefits to UK plc will be realised.</p> <p>The Network Rail feasibility study carried out as part of the Governance of Rail Infrastructure Projects (GRIP) 2 process acknowledged the findings of the EIA and that the WRLth project was viable. The preferred route branches off the Great Western Mainline east of Langley station entering a tunnel, has minimal disruption to existing infrastructure and property, minimal visual impact, maintains high track speeds to deliver journey time savings and will exclusively provide passenger services.</p> <p>The project is supported by business, local authorities and LEPs across the wide benefitting area, representing the business and residential communities whose access to Heathrow will be improved when the scheme is delivered - 40% of the estimated 2.1m users in the first year of use will be travelling from the South West and Wales, including a total of 500K business passengers.</p> <p>Support has been demonstrated by the many letters of support that both Network Rail and Department for Transport report having received and level of positive media coverage in the regional press. Heathrow Airport Limited, air and rail operators have also expressed their support for the scheme. The public consultation carried out by Network Rail on the project in February 2015 reported that 88% of</p>		<p>including: £800 million of additional economic activity, 42,000 new jobs, £1.5 billion of efficiency savings through reduction in travel times, modal shift from road to rail, one million fewer road journeys reducing congestion on some of the busiest parts of the motorway network, 5,200 tonnes less CO2 released into the atmosphere (an estimated 55% of passengers using the service will previously have travelled by road to get to the airport) based on the current two runway airport. Upon completion of the project 20% of UK population will be within one interchange of Heathrow. The economic benefits will be felt across the wide benefitting area and the UK as a whole. The Economic Impact Assessment is currently undergoing a refresh and we expect the assessed benefits to be even greater.</p> <p>Network Rail’s own recent business case analysis has identified: that 2.11 million airport passengers will use the service in the first year of operation, one quarter of these will be business passengers, 40% of overall demand will be from the South West and Wales, 31% from the South East and that demand is as far reaching as Cornwall and Scotland, emphasising the size of the benefitting area.</p> <p>The service will also open up alternative travel options for airport workers and make employment opportunities at the airport more attractive and accessible to a wider range of people with travel</p>

	Responses		
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	<p>respondents “strongly agreed” and a further 6% “agreed” with the project - a 94% project approval rating.</p> <p>The scheme also offers the opportunity to create a through route from the West to Paddington so enhancing capacity, resilience and passenger options and generating benefits to London and its hinterland beyond those originally planned and forecast.</p> <p>Further, and as submitted to the Davies Airports Commission, the WRLtH scheme is for Heathrow now, i.e. with the existing two runways: “...<i>the case for this improvement to the surface access arrangements to Heathrow is made on the basis of the current scale of operation, and the investment case is in <u>no way dependent</u> on the development of an additional runway.</i>”</p>		<p>times of 26 minutes from Reading and only 7 minutes from Slough on offer.</p> <p>Network Rail’s provisional Benefit Cost Ratio rates the project as very high value for money (based on a through service to Paddington) confirming the Stakeholder Steering Group’s assertion that the project is deliverable, affordable and a sensible solution to an acknowledged gap in the UK’s strategic transport infrastructure.</p> <p>The commitment made by Government in 2012 to fund a western rail link to Heathrow needs to be made good with funding and resources set in place to deliver the scheme without delay. Lack of clear commitment and unnecessary delay presents risk to the Thames Valley and UK economies.</p> <p>The Western Rail Link to Heathrow Stakeholder Steering Group ask that the Department for Transport recognise the need, significant benefits and support for the Western Rail Link to Heathrow project and commit financial and people resources to the project in order to bring forward the operational date of the project within Control Period 6.</p>

^{iv} <https://www.gov.uk/government/news/foundations-laid-for-future-growth-of-aviation-as-government-unveils-long-term-strategy>

^v https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/3641/railways-act-2005.pdf

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- vi <http://www.networkrail.co.uk/cp5-delivery-plan/cp5-enhancements-delivery-plan.pdf>
- vii <https://www.networkrail.co.uk/Enhancements-Delivery-Plan-Update.pdf>
- viii <http://thamesvalleyberkshire.co.uk/Portals/0/FileStore/StrategicEconomicPlan/TVB%20SEP%20-%20Strategy.pdf>



APPENDIX 2

DRAFT - Response to Consultation on the re-planning of Network Rail's Investment Programme

To: hendyconsultation@dft.gsi.gov.uk via email

From: [Richard Tyndall](#) on behalf of Thames Valley Berkshire Local Enterprise Partnership

The following response has been prepared by Richard Tyndall on behalf of Thames Valley Berkshire LEP and considered by the Berkshire Strategic Transport (Officers') Forum and the Berkshire Local Transport Body (a joint committee of the six transport authorities of Berkshire and the LEP). Consent is given for this response to be published in full.

In addition to the detailed response to your consultation set out in the table below, we would like to make the following comments about schemes that do not appear in Network Rail's Investment Programme:

1. Electrification West of Newbury

1.1. In the [LEP's Strategic Economic Plan](#)^{ix}, at page 17, under the heading "NATIONAL PRIORITIES FOR CONNECTIVITY" we identify the following:

We welcome the observation from the ORR that £3bn (20% of the national total) will be invested on the Western route between 2014 and 2019.

We have made the case consistently for investment in Western Rail Access to Heathrow (WRAtH) and have demonstrated that the short rail link (which needs 4km of new tunnel between Langley and Terminal 5) will deliver economic benefits of over £2 billion and create 42,000 new jobs. This project is crucial to TVB's growth ambitions.

Also important is the completion of Reading Station; the provision of semi-fast Crossrail services to and from Reading; a Third Thames Crossing east of Reading and the electrification of the Berks & Hants route, at least to Bedwyn.

1.2. However, the Hendy Report does not refer to Electrification West of Newbury, not even a recognition that it will now need to be considered in future phases of railway investment. We ask that the Department re-open discussions with Network Rail about establishing this project in the forward programme of investment for the railway.

2. Southern Rail Access to Heathrow and North Downs Line Electrification

- 2.1. In the [LEP's SEP Implementation Plan](#)^x at page 18, under the heading "Package 6, Enhancing the Strategic Transport Network" paragraph 2.23 says,
Western Rail Access to Heathrow is critical, and we are seeking certainty with regard to its early implementation. In a similar vein, there is a need to advance plans with regard to Southern Rail Access to Heathrow, and to invest in the [...] Reading to Gatwick line [...].
- 2.2. Again, Network Rail's programme plans are silent on both these schemes.
- 2.3. The [Airports Commission interim report](#)^{xi} and [26 November 2013 letter from Sir Howard Davies to the Chancellor](#)^{xii} both recommend that the proposed Southern Rail Access to Heathrow scheme should be investigated on basis of a two-runway Heathrow. Despite Network Rail making a start on this study (LEP representatives met with consultants and Network Rail Staff in 2014), it has now disappeared from the lists without explanation.
- 2.4. The case for North Downs Line (Reading-Guildford-Gatwick Airport) electrification has been thoroughly investigated by a consortium of line-side authorities and LEPs coordinated by Surrey County Council. A compelling [business case](#)^{xiii} has been prepared and has the support of Thames Valley Berkshire LEP.
- 2.5. There are good reasons for considering this project, not the least of which is the opportunity to eliminate diesel traction. This proposal, like the Southern Rail Access to Heathrow scheme is independent of the final decision on increasing airport capacity in the south east.
- 2.6. We ask that the Department re-open discussions with Network Rail about establishing these projects in the forward programme of investment for the railway.

Questions	Responses		
	Impact on Users	The Supply Chain	Commitments
Do you have any comments on the projects which have been selected for completion in CP5?			
CR001 Crossrail	For some Thames Valley Branch line users, the withdrawal of through services	No comment	The Thames Valley Berkshire Growth Deal includes funding for schemes at Burnham, Langley and Maidenhead Stations. In each

	Responses		
	Impact on Users	The Supply Chain	Commitments
	<p>to Paddington is seen as a dis-benefit, because of the interchange time penalty when joining the main line. The improved journey times to central and east London locations may off-set this dis-benefit.</p> <p>There is potential for major improvements for outer suburban commuters if services from Oxford and Newbury could be put through the Crossrail tunnels instead of turning back at Paddington.</p>		<p>case there are coordinated improvements on either side of the station gate-line in anticipation of the enhanced passenger numbers expected with the arrival of Crossrail.</p>
<p>W001a Great Western Electrification W001c Reading Independent Feeder (Bramley)</p>	<p>The Enhancements Delivery Plan Update document says at page 88 “<i>The following critical assumptions on external factors are being made [...]</i>”</p> <ul style="list-style-type: none"> •<i>Bi-mode IEP trains will be introduced in Summer 2017</i> •<i>The enhanced IEP timetable will start in December 2018”</i> <p>On the following page 89, the “Activities and Milestones”</p>	<p>No comment</p>	<p>There are no funded schemes in the Thames Valley Berkshire Growth Deal that are dependent on the completion of the electrification of the main line and introduction of IEP trains.</p>

	Responses		
	Impact on Users	The Supply Chain	Commitments
	<p>tables for all sections of the route say “<i>Output delivered - First Electric Train - First timetabled public use of the infrastructure - CP6</i>”</p> <p>The revised date for the introduction of IEP trains on the Great Western route is not clear.</p>		
W004 Thames Valley EMU Capability Works	<p>On the page 102, the “Activities and Milestones” tables for all sections of the route say “<i>Output delivered - First Electric Train - First timetabled public use of the infrastructure - CP6</i>”</p> <p>The revised date for the introduction of EMU trains on the Great Western route is not clear.</p>	No comment	There are no funded schemes in the Thames Valley Berkshire Growth Deal that are dependent on the completion of electrification and the introduction of EMU trains.
CR002 Reading Station Area Redevelopment	This scheme is practically complete	No comment	No comment
WX003 Reading, Ascot to London Waterloo Train Lengthening WX004 Wessex Traction Power Supply Upgrade WX006 Wessex Automatic	The introduction of 10-car services is planned for 14 May 2017	No comment	No comment

	Responses		
	Impact on Users	The Supply Chain	Commitments
Selective Door Opening			
Do you consider that other projects, originally scheduled for completion in CP5 but not now planned to be completed in this Control Period, should have been prioritised ahead of the projects identified by the Hendy Report?			
W003 Thames Valley Branches and Southcote Junction to Basingstoke electrification	<p>The exclusion of the Bourne End and Marlow Branch from the electrification process gives rise to fears that it will be hard to justify investment in the residual diesel service. The Thames Valley Berks and Thames Valley Bucks LEPs have both identified the need for track and signalling improvements at Bourne End station, which would permit a doubling of the frequency on the branch line. This would go some way to off-setting the dis-benefits incurred from the loss of through services and the lack of electrification. It would also support the longer-term aspiration for reopening the branch line to High Wycombe.</p> <p>The delay to the electrification of the Southcote Junction to Basingstoke section means that the opportunity to schedule</p>	No comment	<p>Thames Valley Berkshire and Bucks Thames Valley LEPs have both identified the need for track and signalling improvements at Bourne End station. The scheme is considered to be deliverable and to represent good value for money. Therefore, this should be considered as a priority for inclusion in future rail investment programmes.</p> <p>The Thames Valley Berkshire Growth Deal includes funding for Reading Green Park Station to the south of Southcote Junction. This project is supported by GWR, Reading and West Berkshire Councils and the LEP.</p> <p>The building project had been carefully synchronised with the electrification timetable for two reasons: one to benefit from electrification blockades and reduce disruption during construction; the other to coincide the opening of the station with the introduction of EMU trainsets.</p> <p>The delay to electrification presents the prospect of a brand new station that will be without trains. The reason being that the half-</p>

	Responses		
	Impact on Users	The Supply Chain	Commitments
	through services from Basingstoke – Paddington is lost. The impact on the proposed Reading Green Park Station is discussed opposite		hourly service on the line, including the extra stop, cannot be delivered by the existing DMU train sets. An extra DMU set would be required, and approximately £1m in additional annual payments to GWR. The need for the additional train set and subsidy falls away because of the superior performance of the EMU train sets. The construction programme is due to finish in September 2018 with commissioning and testing to follow and first trains due in December 2018. Following the publication of the Hendy Review and further consideration of the options, all parties in Thames Valley Berkshire have agreed to stick to the original construction and funding timetable.
W005 Western Rail Link to Heathrow	See detailed submission made by the WRLtH Stakeholder Steering Group which TVB LEP fully supports	No comment	See detailed submission made by the WRLtH Stakeholder Steering Group which TVB LEP fully supports
Do you have any comments on the re-planning process generally?	See comments on Electrification West of Newbury, Southern Rail Access to Heathrow and North Downs Line Electrification made above.		

^{ix} <http://thamesvalleyberkshire.co.uk/Portals/0/FileStore/StrategicEconomicPlan/TVB%20SEP%20-%20Strategy.pdf>

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- x <http://thamesvalleyberkshire.co.uk/Portals/0/FileStore/StrategicEconomicPlan/TVB%20SEP%20-%20Implementation%20Plan.pdf>
- xi https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/271231/airports-commission-interim-report.pdf
- xii https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/263208/surface-access-letter.pdf
- xiii https://www.surreycc.gov.uk/_data/assets/pdf_file/0008/73844/North-Downs-Line-Assessment-Report-FINAL-120615.pdf