

City Deal and Growth Deal Programme Board

Business Case Proforma

1. Project title and proposing organisation(s)

Programme of Walking and Cycling Improvement Schemes, Stoke-on-Trent City Council

2. Decision date

December 2018 – final LEP approval for release of 2018/19 to 2020/21 Local Sustainable Transport (LSTP) Growth Deal 3 funding.

3. Decision summary: Recommendation etc.

- a) The LEP Executive Board is requested to consider the summary of the business case for the package.
- b) It is recommended that £1.00 million of Growth Deal 3 funding is provided for spend over the period 2018/19 to 2020/21 on a Programme of Walking, Cycling & other Sustainable Improvement Schemes.

4. Is the decision exempt from being publically reported by the LEP (if so please specify the reasons why)

No

5. Options appraisal

In conjunction with Stoke-on-Trent City Council's Highways and Transportation Team, Regeneration Team and Housing Teams, various options have been considered which linked potential walking and cycling routes to; growth areas, existing employment sites, new development and city / town centres. From this, and through liaison with Staffordshire County Council, options for sustainable transport scheme options were developed.

The schemes within the proposed programme are those that, from the above review, are considered to provide the greatest opportunity to encourage sustainable travel from residential communities to existing employment sites, leisure facilities and generally create a safer and improved walking and cycling network across the City, and which are considered deliverable within the timeframe of the Growth Deal 3 funding.

The schemes within the package for 2018/19 to 2020/21 are summarised in Table 1 below:

Table 1: Project Package 2018/19 to 2020/21

Scheme	Description	2018/19 £'000	2019/20 £'000	2020/21 £'000
University Quarter				
A cycle / footpath improvement scheme connecting:- St Peters Academy - Fenton Manor Sports Centre - Sixth Form College - Staffordshire University - Stoke Rail Station- National Cycle Network (NCN) Route5	<p><u>Phase 1</u> Improvements to Lordship Lane between Leek Road (West) and Victoria Road.</p> <p><u>Phase 2</u> Off highway footpath / cycleway improvements from Lordship Lane through to Leek Road(North) via Staffordshire University</p> <p><u>Phase 3</u> Off highway footpath / cycleway improvements from Lordship Lane connecting to the Rail Station and NCN 5 via Staffordshire University and Sixth Form College. This will involve entering into agreements with both the Sixth Form College and the University to create and maintain a footway / cycleway onto their land.</p> <p>All of these links tie in closely and are complementary with previously completed footway / cycleway improvements connecting the residential areas of Bentilee and Berryhill (via Fenton Road) with the Dewsbury Road Industrial Estate and Stoke Town Centre.</p>	100 15	85	50
City Centre				
Access Restrictions to City Centre Pedestrianised areas.	<p>This scheme involves addressing the significant levels of abuse of the existing pedestrianised areas in the City Centre. This abuse places pedestrians at increased risk of a collision with vehicles and also significantly detracts from the original economic, environmental, aesthetic and safety aims of the previously installed pedestrianisation and public realm schemes.</p> <p>The Police, who are responsible for the enforcement of such moving traffic offences, regrettably do not have the resources to give priority to this ongoing problem.</p> <p>Proposed access restrictions will be carefully considered taking into value for money,</p>	20	80	95

	affordability, deliverability, reliability and ongoing future maintenance.			
Festival Park / Etruria Valley				
Etruria Rd / Cobridge Rd - Toucan Upgrades to existing signals	<p>This proposal will upgrade the existing old Pelican Crossing signals to the more modern Toucan Crossing signal arrangement. This upgrade allows cyclists to use the crossing facilities as well as pedestrians.</p> <p>This scheme connects directly with the cycling measures proposed within the Etruria Valley Infrastructure Major Transport Scheme and also the recently introduced shared footway / cycleway along Festival Way. All of which will improve connectivity to and from the City Centre and the Etruria Valley Enterprise Zone.</p>		30	
Weston Woods – Cycleway / Footway Improvements	<p>This scheme provides for new cycling / footpath improvements connecting Meir through to Weston Coyney. This large area of open space and woodland provide an opportunity to introduce new and improved off-road walking / cycling routes connecting Weston Coyney Road to Coyney Grove and Box Lane to Coppice Grove.</p> <p>These improvements will provide new safe off-road links from residential areas in Weston Coyney to the wider walking / cycling network connecting Meir Park employment site and Longton Town Centre.</p> <p>This will also provide a leisure / recreation facility providing wider connectivity between the communities of Meir, Meir Hay (via Meir Hay Greenway) and onwards to Adderley Green and Sandford Hill.</p>		50	250
Local Network Improvements				
Programme of Dropped Kerbs at junctions / crossings	This is a programme aimed at addressing the significant backlog of requests for dropped kerbs at junctions and accesses on roads across the whole City. Frequent requests are received from elderly people or those with a disability who find that using pavements restrict their access to local facilities including shops, community / health centres and bus stops.	50	150	
Signing on NCN - Citywide	The city benefits significantly from having 3 National Cycle Networks (NCN) running through it. This is often considered to be the spine of the cycle and walking network in the		25	

	<p>city, with many routes including greenways linking to them. There are sections of the NCN which do not have direction signing and can be very confusing for pedestrians and cyclists unfamiliar with the routes.</p> <p>This scheme will address this issue and install new finger-post signs at appropriate locations as well as carrying out other general improvements to the network.</p>			
Contingency Schemes (subject to outturn costs of schemes above)		Unfunded		
Chatterley Rd to Lowlands Road	This scheme will provide a missing cycle link on Lowlands Road by creating a cycle providing a This link will consist of creating a shared use footpath / cycle track northbound to connect to the Bathpool footpath / cycletrack. This missing link will allow the city's cycle network to connect to cycle facilities to the north in Staffordshire County Council's jurisdiction.	-	-	-
Footpath Improvement – Fenton Road Cycleway to Trentmill Road	This is an existing and important link connecting Berryhill Estate (via Fenton Road) to Leek Road. In turn this link connects to existing good walking and cycling routes through to Hanley Park and on to the City Centre. This improvement will also importantly connect onto the Caldon Canal and National Cycle Network 55.	-	-	-
Wheels 2 Work Transport Scheme	<p>Wheels 2 Work schemes provide transport solutions for unemployed individuals where transport is a barrier to accessing employment or training opportunities. This includes:</p> <ul style="list-style-type: none"> a) Access to a Scooter /Clothing / Insurance – On a 6-month loan b) Bicycle/E Bicycle purchase scheme c) Bus Passes 1-3 months d) Access to Skills and Training opportunities (applicants will be required to attend employability training provided by Adult and Community Learning) <p>The capital funded elements of these schemes would be delivered alongside Staffordshire County Council as a partner and they have confirmed their interest to work with Stoke as a partner to create a County-Wide programme.</p>			
	TOTAL	185	470	345

Overall, the programme will deliver:

Output	Lifetime cost (initial capital cost plus future maintenance)
Approx. 1200m of new footway / cycleway	£325k up to replacement in 25 years
Approx. 300 dropped kerbs	£212k up to replacement in 25 years
Restricted access measures to 4 streets in the City Centre pedestrian zone	£250k up to replacement in 25 years
2 No. New Toucan (cycle friendly) pedestrian crossing traffic signal upgrades	£40k up to replacement in 20 years

5.1. Strategic case

The package supports all five SEP priorities:

Competitive Urban Centres: enables sustainable growth of the city / town centres and enhances employment growth opportunities

Core City: supports economic growth of the urban conurbation. Sustainable transport investments linking strategic transport routes and residents to key centres.

Connected City: enhances connectivity to the town centres, and housing and employment sites. Connectivity is a constraining factor at many of our strategic investment opportunities. Addressing these limitations will help to support existing employment areas.

Skilled Workforce: encourages the local and future workforce to increase physical activity through walking and cycling. Evidence shows that there is a measurable difference in productivity levels between staff with higher and lower levels of physical activity. It also improves access between deprived areas and urban centre, especially for those without use of a private car

Sector Growth: a more accessible and pedestrian friendly City Centre environment will support growth in the business / professional service and retail sectors.

Investing in the above sustainable transport measures will contribute to maximising the potential to increase inward investment as well as productivity levels across the City.

5.2. Economic case

The package of measures above will contribute to addressing the issue and levels of worklessness in the City by providing alternative safe and convenient access routes to employment sites by sustainable means of travel. These measures provide improved connectivity to the Etruria Valley site within the Ceramic Valley Enterprise Zone, the University Quarter, and the Rail Station.

The targeted access restrictions to the City Centre pedestrian zone are aimed at ensuring a safe and pedestrian friendly city centre environment for shoppers, and visitors.

This scheme will benefit existing businesses as well as creating the right conditions to help attract future inward investment. The pedestrianised areas are only able to be enforced by the Police, who themselves do not have the resources to give priority to this ongoing problem.

All of the measures proposed will also contribute towards improving the health of the workforce and as a result, improving their levels of productivity, reducing absenteeism and less of a demand on public health services.

The measures proposed are those which will encourage greater use of cycling and walking to make those short journeys to work, thereby contributing towards reducing the level of peak hour congestion, improving road network journey times, and contributing towards improved air quality issues.

Delivery of a large prioritised programme of targeted dropped crossings, requested by communities around the City will benefit those who are elderly and disabled improving accessibility, addressing their mobility issues. This enhanced mobility will result in an improvement in the wellbeing of these groups as well as allowing them to contribute towards improving the local economy and small businesses.

The package of work builds upon previous LSTP investment from Growth Deal 1.

It is expected to achieve outcomes including new cycle users and walkers to work or for leisure; a reduction in short journeys by car, providing health and environmental benefits.

A business case has been completed for previous packages through the Local Sustainable Transport Fund (LSTF) bidding process. Comparable schemes are being delivered nationally and evidence is available that these types of initiatives can successfully help to encourage modal shift to sustainable travel.

Sustainable travel initiatives have been completed over the last 15/20 years using LTP Integrated Transport block supported by strong government policy that is committed to encourage sustainable travel and reducing the need to travel.

5.3. Commercial case

No lengthy procurement process is required to deliver the above schemes. The individual projects will be delivered using in-house design teams and the City Council's Highways Framework Term Contract with Galliford Try as well as the City Council's in-house Highways Maintenance Team. The term framework contract has been independently reviewed by Capita, the conclusion of which confirmed excellent value for money was being achieved and the benefits of early contractor involvement recognised.

5.4. Financial case

Scheme costs are preliminary estimates which have been estimated using from the existing schedule of rates in the City Council's Framework Term Contract and appropriate contingency incorporated. The programme will be regularly reviewed to ensure spend is kept within budget. These reviews will be based on more accurate costs as the schemes are further developed and outturn costs of schemes are known once completed.

5.5. Management case

The City Council has an excellent track record in delivering the types of schemes in this package through the DfT Integrated Transport capital block allocation. The

Growth Deal 1 LSTP allocation to Stoke was delivered on time and fully committing the budget.

There is confidence that the schemes can be delivered in the timescale. As one of the schemes in future years will require third party agreements, two contingency schemes have been identified above as the next highest priority schemes should the agreements not be achieved in good time.

5.6. Resource and VFM analysis

See Economic & Commercial Case in Sections 5.2 and 5.3.

6. Consultation process

A key stakeholder and public consultation will be undertaken where appropriate. Any objections received will be reported back to the City Council and a decision subsequently made. Some initial consultation with local businesses in the city centre has already been undertaken on the proposed restricted vehicular access measures scheme and only one concern was raised, and which itself is still under discussion.

Early stakeholder consultation has also taken place with Staffordshire University and the 6th Form College as well as with the Council's Cabinet Member for Regeneration, Transport and Heritage, who fully supports the programme outlined above.

7. Location of proposal

The locations of the individual schemes are outlined in the scheme descriptions in Table 1 above and are generally city wide.

8. Risk analysis

There is confidence that the package can be delivered in the timescale as there are no major risks involved, for example land acquisition and complex procurement processes.

The risks will be owned and managed in line with the City Council's Corporate Risk Management Policy. A range of measures will be adopted to mitigate risk, for example, working closely with relevant partners and, if necessary, redirecting resources to schemes within the package. The project will be managed by maintaining a comprehensive record of scheme costs and, where feasible, benchmarking the programme against previous sustainable transport programmes, to maintain control of costs, hence maximising value for money.

9. Legal analysis

A legal agreement with a City Council key stakeholder, Staffordshire University and Stoke-on-Trent 6th Form College are required to deliver one of the projects, and which positive initial discussions have already taken place.

10. Delivery

No planning permission or land acquisitions are required.

It is expected that benefits will start to be realised within the year of delivery but increasing as users, including motorists, become increasingly aware of the different travel options open to them. Generally, evidence demonstrates that behavioural

change that is expected to be established will have a lasting impact beyond the funding period. Monitoring of outcomes will be achieved through assessment of:-

- Overall changes in the level of walking and cycling through counts and targeted surveys, as necessary.
- Behavioural change recorded at employment locations
- Customer / stakeholder experience and feedback.

11. Timetable

Table 1 above summarises the delivery timescales and funding profile for the project.

The key milestones in every project will include consultation, design of preferred option and construction.

12. Author

David Stubbs
Interim Strategic Manager, Engineering & Structures
Place, Growth & Prosperity

Tel: 01782 231927
david.stubbs@stoke.gov.uk

13. Decision details

For official use only – details of date considered by SSLEP Executive Group and any additional information for decision record.

LSTP (SoTCC) Growth Deal Business Case: Supplementary Information

Background

The SSLEP Programme Assurance Group at its November meeting considered the LSTP Business Case for the Stoke-on-Trent City Council allocation of funds, (The County Council element having already been approved). Despite following the same format as the County Council Business Case, a number of questions were raised by PAG which have been addressed below.

In particular:

1. PAG felt that the VFM case was not sufficiently made for the schemes, and
2. Support for SEP priorities not made or the link to priorities made clearer.

The following information addresses these issues and has been taken into account in the revised Business Case Assessment.

Whilst scheme costs are inevitably preliminary estimates at this stage, they have been assembled from the existing schedule of rates in the City Council's Framework Term Contract and appropriate contingency incorporated.

The contract has been independently reviewed by Capita, the conclusion of which **confirmed excellent value for money** was being achieved.

Lifetime costs are rehearsed under the Financial Case section in the Business Case Assessment.

Essentially a series of streetworks, grouped in geographical blocks, aimed at improving pedestrian & cycle access and linkages within each geographic zone, the scheme also offers a substantial list of contingency schemes that can be brought forward should one of the higher priority schemes be delayed or cancelled. This makes the proposals a **low risk** in terms of deliverability.

This Stoke-on-Trent programme of projects focusses upon a mix of highway cycling and walking initiatives all of which aid the movement of people around the City. In order to identify an initial "long list" of potential projects, relevant maps and plans were overlaid which showed the inter-relationship between:-

- Major Employment Sites either existing or 'under-development';
- City and Town Centres / other retail centres e.g. Festival Park;
- Significant educational establishments
- Cycle Routes;
- Public Rights of Way;

From the above, opportunities for improved connectivity using sustainable transport improvements were identified, as well as considering existing known problems where improved pedestrian / cycle enhancements could benefit the local economy, air quality, reduced

congestion and people's health / wellbeing. Through a process of internal evaluation, a short list was arrived at consisting of projects which were seen as both high priority, mostly able to demonstrate outputs, deliverable within the Growth Deal Programme period, affordable and value for money.

Programme Assurance Group

Reviewing the feedback made at the PAG where the LSTP Business Case was presented there were a number of references to weakness in the strategic case made by the project. In terms of local transport infrastructure generally, the Strategic Economic Plan makes numerous references to the need to invest in our infrastructure. Of the 5 key Objectives three specifically refer to local infrastructure and internal connectivity of our key urban centres. Clearly this Local Sustainable Transport Plan programme of interventions is directed as making such improvements at the local level.

In the original ask of the LEP it was outlined that LSTP monies would be used in addressing a range of small scale interventions and clearly there are limitations when the original ask of £6M was reduced to an award of £1.46M across both City and County geography. The references to the need for continued investment within the LEP's key strategic priorities are listed below.

- **Core City**

Transport Improvements - Support and deliver improvements / upgrades to the strategic and local transport network, alongside the provision of appropriate sustainable transport options to improve access to markets, labour and jobs. The SSLEP's SEP states *"As we grow our economy, we need to ensure new developments have sustainable transport connections and we continually improve the quality of the local road network"*.

- **Connected County**

Constraints on development and growth potential: connectivity is a constraining factor for some of our strategic investment opportunities. Addressing these limitations will help to support existing employment areas, open up priority employment and housing sites, and improve the quality of our urban centres.

- **Competitive Urban Centres**

Connectivity: within each of these centres, there are opportunities to build on sustainable transport initiatives which improve access as well as the health of residents. Recent projects across the LEP area have been successful in building multi-modal networks and these represent an opportunity for the future in the delivery programme. The SSLEP's SEP states *"Accessibility to and within the city centre by public and private transport needs to be boosted if we are to attract more workers and visitors from outside the city. Accessibility is also a limiting factor for many of our strategic employment and housing sites. Car congestion is having an impact on residents' health"*.

In the table below each project element of the LSTP, in addition to a residual pipeline, has been identified and its strategic “added value” identified. In addition, the outputs each element of the programme will deliver has also been identified where appropriate, appreciating that there are wider benefits through this collective investment as well as wider health and wellbeing benefits

Stoke-on-Trent City Council’s LSTP Project Package 2018/19 to 2020/21

Scheme Description	Strategic Fit	Outputs	Comment
University Quarter			
<p>A cycle / footpath improvement scheme connecting:-</p> <p>St Peters Academy - Fenton Manor Sports Centre - Sixth Form College - Staffordshire University - Stoke Rail Station- National Cycle Network (NCN) Route5</p> <p><u>Phase 1</u></p> <p>Improvements to Lordship Lane between Leek Road (West) and Victoria Road.</p> <p><u>Phase 2</u></p> <p>Footpath / cycleway improvements from Lordship Lane through to Leek Road(North) via Staffordshire University</p> <p><u>Phase 3</u></p> <p>Footpath / cycleway improvements from Lordship Lane connecting to the Rail Station and NCN 5 via Staffordshire University and Sixth Form College.</p>	<p>Core City</p> <p>Connected County</p> <p>Competitive Urban Centres</p> <p>All of these links tie in closely and are complementary with previously completed footway / cycleway improvements connecting the residential areas of Bentilee and Berryhill (via Fenton Road) with the Dewsbury Road Industrial Estate and Stoke Town Centre.</p> <p>Local network links between the Rail Station, which sees around 3 Million users annually, the University, college and employment opportunities along Leek road have clear strategic benefit for the area</p>	<p>800m new footway / cycleway</p>	<p>This links in directly with the City Council’s University Quarter / City Centre Access Programme of works. Any residual costs required to complete the scheme will be funded from the City Council’s Local Transport Plan Capital allocation.</p>
City Centre			
<p>Access Restrictions to City Centre Pedestrianised areas.</p> <p>This scheme involves addressing the significant levels</p>	<p>Core City</p> <p>Connected County</p>	<p>4 pedestrian friendly city centre streets</p>	<p>These proposals form an integral part of the previous and proposed future city centre public</p>

<p>of abuse of the existing pedestrianised areas in the City Centre. This abuse places pedestrians at increased risk of a collision with vehicles and also significantly detracts from the original economic, environmental, aesthetic and safety aims of the previously installed pedestrianisation and public realm schemes.</p>	<p>Competitive Urban Centres</p> <p>Clearly it is important that the primary City Centre within the LEP geography is a safe and accessible place. Anything that detracts from a thriving and vibrant commercial centre is a barrier to its ongoing sustainability and needs to be addressed. Such an investment is clearly of benefit to the wider visitor economy and in attracting increased tourism within the City.</p>		<p>realm improvements the City Council has and will continue to invest in.</p>
<p>Festival Park / Etruria Valley</p>			
<p>Etruria Rd / Cobridge Rd - Toucan Upgrades to existing signals</p> <p>Upgrade the existing old Pelican Crossing signals to the Toucan Crossing signal. This upgrade allows cyclists to use the crossing facilities as well as pedestrians.</p>	<p>Connected County</p> <p>This scheme connects directly with the cycling measures proposed within the Etruria Valley Infrastructure Major Transport Scheme and also the recently introduced shared footway / cycleway along Festival Way. All of which will improve connectivity to and from the City Centre and the Etruria Valley Enterprise Zone employment land.</p>	<p>2 No. Toucan Pedestrian Crossings</p>	<p>-</p>
<p>Weston Woods – Cycleway / Footway Improvements</p> <p>This scheme provides for new cycling / footpath improvements connecting Meir through to Weston Coyney. This large area of open space and woodland provide an opportunity to introduce new and improved off-road walking / cycling routes connecting Weston Coyney Road to Coyney Grove.</p>	<p>Connected County</p> <p>These improvements will provide new safe off-road links from residential areas in Weston Coyney to the wider walking / cycling network connecting Meir Park employment site and Longton Town Centre.</p>	<p>650m new footway / cycleway</p>	<p>-</p>
<p>Local Network Improvements</p>			

<p>Signing on NCN - Citywide</p> <p>The city benefits significantly from having 3 National Cycle Networks (NCN) running through it. This is often considered to be the spine of the cycle and walking network in the city, with many routes including greenways linking to them. There are sections of the NCN which do not have direction signing and can be very confusing for pedestrians and cyclists unfamiliar with the routes.</p>	<p>Core City</p> <p>Connected County</p> <p>Clearly, there is a need to raise both awareness of alternative forms of transport within the City and also give out valuable directional information on such routes. This scheme will address this issue and install new finger-post signs at appropriate locations as well as carrying out other general improvements to the network</p>	<p>100 (approx.) new signs on National / Local cycle Networks</p>	<p>This scheme builds on the significant and ongoing investment the city council is making in its off-street pedestrian / cycle network within the city.</p>
<p>Programme of Dropped Kerbs at junctions / crossings</p> <p>This is a programme aimed at addressing the significant backlog of requests for dropped kerbs at junctions and accesses on roads across the whole City. Frequent requests are received from elderly people or those with a disability who find that using pavements restrict their access to local facilities including shops, community / health centres and bus stops.</p>	<p>Core City</p> <p>Even minor investments which aid our community in making necessary journeys are necessary to ensure we have an inclusive approach to transport issues. Clearly such measures have much wider benefits around health and wellbeing in addition to community cohesion.</p>	<p>300 Dropped Kerb Crossings</p>	<p>The City Council has invested circa £30k per year for over 5 years in providing such improved crossing facilities.</p>
<p>Contingency Schemes (subject to outturn costs of schemes above)</p>		<p>Unfunded</p>	
<p>Chatterley Rd to Lowlands Road</p> <p>This scheme will provide a missing cycle link on Lowlands Road by creating a shared use footpath / cycle track northbound to connect to the Bathpool footpath / cycletrack.</p>	<p>Connected County</p> <p>The scheme aims to maximise and promote the use of cycleways by enhancing existing linkages thereby giving individuals more options to move around the City using cycles and on foot</p>	<p>300m new shared footpath / cyclepath</p>	<p>-</p>
<p>Footpath Improvement – Fenton Road Cycleway to Trentmill Road</p>	<p>Connected County</p> <p>The scheme aims to maximise and promote</p>	<p>400m new shared footpath / cyclepath</p>	<p>-</p>

<p>This is an existing and important link connecting Berryhill Estate (via Fenton Road) to Leek Road. In turn this link connects to existing good walking and cycling routes through to Hanley Park and on to the City Centre. This improvement will also importantly connect onto the Caldon Canal and National Cycle Network 55.</p>	<p>the use of cycleways by enhancing existing linkages thereby giving individuals more options to move around the City using cycles and on foot</p>		
<p>Wheels 2 Work Transport Scheme</p> <p>Wheels 2 Work schemes provide transport solutions for unemployed individuals where transport is a barrier to accessing employment or training opportunities. This includes:</p> <ul style="list-style-type: none"> e) Access to a Scooter /Clothing / Insurance – On a 6-month loan f) Bicycle/E Bicycle purchase scheme g) Bus Passes 1-3 months h) Access to Skills and Training opportunities (applicants will be required to attend employability training provided by Adult and Community Learning) <p>The capital funded elements of these schemes would be delivered alongside Staffordshire County Council as a partner and they have confirmed their interest to work with Stoke as a partner to create a County-Wide programme.</p>	<p>Core City</p> <p>Connected County</p> <p>Skilled Workforce</p> <p>In addition to aiding connectivity across the City the project would also remove barriers to employment by ensuring that individuals were able to take both training and employment opportunities even though existing public transport options were unable to serve their needs in terms of reaching their prospective place of employment</p>	-	-