

SLOUGH BOROUGH COUNCIL

REPORT TO: Cabinet **DATE:** 18th March 2019

CONTACT OFFICER: Savio DeCruz – Service Lead, Major Infrastructure Projects
(For all enquiries) (01753) 875640

WARD(S): Colnbrook with Poyle, Foxborough

PORTFOLIO: Martin Carter – Lead Member for Planning and Transport

PART I **KEY DECISION**

SLOUGH MASS RAPID TRANSIT SCHEME (SMaRT) PHASE 2, INCLUDING A4/SUTTON LANE PARK AND RIDE

1 Purpose of Report

The purpose of this report is to seek:

- Cabinet’s approval to progress implementation of Phase 2 of the Slough Mass Rapid Transit (SMaRT) major transport scheme to provide an enhanced public transport service and measures to reduce traffic congestion along the A4 corridor;
- Cabinet’s approval to progress implementation of the associated A4/Sutton Lane Park and Ride facility;
- Cabinet’s approval to progress implementation of associated junction improvements along A4 Bath Road;
- Cabinet’s permission to use Compulsory Purchase Order (CPO) powers to purchase the land required to deliver the Park and Ride facility; and
- A reduction in the associated risk of challenge should the appropriate government minister confirm the compulsory purchase order.

2 Recommendation(s)/Proposed Action

- a) The offer of the Berkshire Local Transport Body (BLTB) to provide £13.3million from the Business Rates Retention Pilot funding stream towards the cost of Phase 2 of the SMaRT major transport scheme be welcomed;
- b) The design of the scheme as outlined in paras Section 4, be agreed in principle subject to the development of the designs through the detailed design process;
- c) The results of the consultation exercise completed on Friday 1st February 2019 are accepted and the installation of the scheme be approved, including the continuation of the Park and Ride element.
- d) Negotiations be proceeded with, to secure land to the northeast of the A4/Sutton Lane junction, required for installation of the Park and Ride facility (see Section 5.6 for further details);
- e) The Director of Regeneration be authorised to take all necessary steps, if necessary, to secure the making, submission, confirmation and implementation of the CPO of the third party land required to deliver the Park and Ride facility

(following statutory process set down in the Highway Act 1980 and the Acquisition of Land Act 1981, as amended by the Planning and Compulsory Purchase Act 2004.)

- f) Officers investigate further opportunities, made possible by implementation of the scheme, to work towards the aims of the recently released Transport Vision document; in particular to reduce congestion and improve air quality by promoting cleaner vehicles and reducing the dominance of the car as a mode of travel.

3. **The Slough Joint Wellbeing Strategy, the JSNA and the Five Year Plan**

3a **Slough Joint Wellbeing Strategy Priorities**

Protecting vulnerable children:

The combination of a reduction in vehicle speeds, high quality resurfacing and the installation of traffic signals provided by the scheme will provide a higher level of road safety for drivers, cyclists and pedestrians.

Increasing life expectancy by focusing on inequalities:

SMaRT will improve accessibility between areas of higher unemployment or social deprivation and areas of job growth in Slough and at Heathrow.

Improving mental health and wellbeing:

The scheme will promote a more sustainable alternative to the private car for travelling to and from major employment areas, the town centre and residential communities, by promoting public transport while also improving cycle facilities.

The scheme is in line with Slough Borough Council's Low Emission Strategy (LES)¹⁴ which forms part of the Slough Air Quality Action Plan (AQAP). The LES aims to reduce emissions from road transport, and to improve the borough's air quality, by amongst other measures, promoting modal shift away from cars, and promoting the use of electric vehicles through the use of electric buses and provision of electric vehicle charging points at the proposed Park and Ride site.

Provision of high quality public transport will give people opportunities to reduce their reliance on car use and promote positive behavioural change in personal health through walking to and from rapid transit stops.

SMaRT will improve crossings for pedestrians and cyclists, and upgrade walking and cycle routes, thereby helping to promote these forms of healthy travel.

SMaRT will mitigate existing and forecast levels of congestion and make a significant contribution to enabling the creation of new jobs in Slough, which in turn will have a positive effect on the lives of those workers and their families.

Housing:

SMaRT links with the SJWS priority of developing a mix of housing to meet existing and future needs and providing more choice for home-seekers. The scheme will

help facilitate the sustainable development of almost 3000 new housing units in the town centre.

3b **Five Year Plan Outcomes**

Our people will be healthier and manage their own care needs:

The installation of traffic signals provided by the scheme will provide a higher level of road safety for drivers, cyclists and pedestrians.

Improving public transport services will enable children and young people in Slough to access facilities and organisations that could contribute towards positive life chances. Provision of high quality public transport will encourage more people to manage their own health through reducing their reliance on cars;

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

SMaRT will complement the infrastructure and public realm improvements delivered by recent major schemes, by providing a high quality public transport service from the town centre to the eastern part of the Borough and Heathrow.

Improving access to the centre of Slough for leisure and shopping as well as work will ensure it remains vibrant, living, and the cultural facilities are well used.

SMaRT will also provide a better alternative to car travel thereby reducing the volume of traffic in Slough and improving the sense of place.

Our residents will live in good quality homes:

The scheme will help facilitate the sustainable development of over 2000 new dwellings in the town centre.

Homeowners in areas benefiting from improved air quality and reduced congestion will see an improvement to the quality of their homes.

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

The council will be in a position to retain more commercial units to support the growth in the town and in so doing increase business rates and job opportunities.

Improved public transport links between Slough Trading Estate, Slough Mainline Station and Heathrow will help ensure businesses of all sizes locate, grow, and stay in Slough.

SMaRT will help facilitate the regeneration of the town centre and Slough Trading Estate by improving public transport and encouraging private sector investment.

4 **Other Implications**

(a) Financial

The total scheme outturn cost, on which the business case for funding is based, is now estimated as £13.3m, including inflation and risk. This is based on:

- £8.3 million for SMaRT Phase 2
- £5 million for Park and Ride

This outturn figure will be subject to any increase in design or construction costs due to unforeseen circumstances.

The BLTB has agreed to fund the scheme through the TVB Business Rates Retention Pilot. £10.2m has been agreed for year 1 (2018/19), with an additional £3.1m agreed for year 2 (2019/20).

The strategy for delivery of the preliminary and detailed design phases of the scheme is via the award of an agreement through the ESPO Consultancy Services Framework (reference 664-17).

The proposed strategy for delivery of the construction phase of the scheme is through the Council's Direct Service Organisation (DSO).

Risk Management

Risk	Mitigating action	Opportunities
<p>Legal:</p> <p>Risk of challenge to land acquisitions.</p>	<p>Council to follow due process and secure full support where required.</p> <p>Compulsory purchase option to be pursued simultaneously as a contingency measure.</p> <p>The Council has appointed Vail Williams LLP to act on its behalf on land acquisition negotiations.</p>	
<p>Delay/ failure in achieving Planning Consent.</p>	<p>Public consultation and close working with Ward Members, NAGs, Parish Councils and partners, bearing in mind that the affected land lies within the approved Bath Road Widening Line. On-going dialogue with planning officers to address likely concerns.</p>	
<p>Objections to Traffic Regulation Orders required for elements of the scheme modifying the use of the highway.</p>	<p>Early discussion with stakeholders to resolve issues.</p>	
<p>Property:</p> <p>Delay in acquiring land</p>	<p>Programme will allow time for CPO process to be carried out if necessary and time for</p>	<p>Land owner</p>

to northeast of A4/Sutton Lane junction. Land transfer negotiations longer than expected.	land transfer. Continue to seek to acquire land by negotiation throughout process to avoid the requirement for CPO.	expected to be keen to proceed with negotiations due to impact on potential future land usage resulting from its prior use as a landfill site, and also the likely impact of Heathrow's third runway.
Human Rights	See below.	
Health and Safety: Road safety hazards during construction	No significant risks, outside of what would normally be expected for a construction scheme of this nature, identified at this stage. Traffic management measures to be utilised to minimise road hazards.	
Employment Issues	No risks identified.	Scheme is expected to generate job opportunities.
Equalities Issues: Compliance with Equality Act 2010	The SMaRT proposals are an integral part of Slough's LTP3 which was subject to an EIA in 2010.	Greater frequency of bus services will widen accessibility opportunities.
Community Support: Unfavourable response	Programme allows for detailed design to be	Public

to wider public consultation.	modified where necessary to meet specific objections.	consultation offers the opportunity to sell the scheme to residents of the borough.
Communications: Public unaware of proposals	Appropriate consultation to be carried out before the works carried out. Keep public updated on progress of scheme via Council website.	
Community Safety	No risks identified	
Financial: The capital costs of the scheme increase as a result of factors uncovered at preparatory survey and design stages or unexpectedly high tender prices. Statutory Undertaker diversions cost underestimated Damage to statutory utility apparatus	As detailed site survey information is obtained, there will be further cost reviews as part of the design process. A Comprehensive QRA process will be undertaken as part of the detailed design work. Value engineering to be employed where necessary. Continual liaison with Statutory Undertakers. Value engineering of planned diversions at preliminary design stage. Ensure latest statutory undertakers plans are obtained; undertake trial holes; scan ground prior to excavation. Undertake hand digging where required, in line with NJUG guidelines.	
Project Capacity: Delays during planning stage. Delays in procurement process. Sections of required land still in third party ownership.	Ensure robust scheme and orders presented at planning application and publication. Employ experienced team to prepare and complete the statutory process. Programme to allow adequate time for procurement. This paper will reduce the risk of challenge if a compulsory purchase order can be obtained from the relevant minister. Discussions underway to install a dedicated	

<p>Lack of resource within Slough DSO.</p> <p>Delays during construction</p>	<p>DSO team with the relevant skillset to deliver the project</p> <p>Continually review programme to ensure sufficient time allowance made to address potential delays. Constant dialogue with Slough DSO during scheme build. Seek early advice from SBC DSO on buildability issues. Liaison with external bodies to assist in development and acceptance of scheme design.</p>	<p>Dedicated DSO team assembled to deliver this project will be able to deliver future projects in Slough.</p>
<p>Other:</p> <p>Impact on local residents, businesses and the general public in the immediate vicinity of the construction works.</p> <p>Traffic congestion resulting from construction phase.</p> <p>Impact of P+R facility due to land previously having been used for landfill.</p> <p>Highways England (HE) smart scheme – land for P+R will be used by HE as a site compound. Risk of impact on timescale.</p>	<p>Construction Management Plan will be developed to protect their interests by minimising impacts, such as noise, vibration and traffic, during the period of construction</p> <p>Coordinate construction works with other planned highway schemes. Plan construction elements which have most impact on traffic to coincide with school holidays.</p> <p>Consultation with SBC Land Contamination Officer to be undertaken during the design stage.</p> <p>Ongoing negotiations with HE Principal Contractor and HE to reduce risk of impact.</p>	<p>HE can prepare land in advance for subsequent use as a P+R facility.</p>

(b) Human Rights Act and Other Legal Implications

In deciding to take compulsory purchase action, the Council has to weigh the Human Rights interests of public need against private property rights and consider that sufficient justification exists for making a CPO.

Account must be taken of Circular 2/97 'Notes on the Preparation, Drafting and Submission of a Compulsory Purchase Order for Highways Schemes' and Circular 06/2004, 'Compulsory Purchase and the Crichel Down Rules', including the need to demonstrate that impediments to the implementation (including planning

impediments) can or have been overcome, the SMaRT Scheme is capable of delivery within a reasonable period of time and there is a compelling case in the public interest to proceed with the acquisition.

Traffic Regulation Orders will be required and these will be subject to normal procedures.

(c) Equalities Impact Assessment

The development of a rapid transit service along the A4 corridor was an integral part of Slough's Third Local Transport Plan 2011- 2026 which was the subject of an Equality Impact Assessment (EIA) carried out in 2010. The aims of the scheme are to offer significant improvement to transport routes and public transport that will benefit all equality groups. The SMaRT Business Case has also assessed the specific social and distributional impacts of the scheme and the results were:

- **Severance** - The impact was found to be neutral to equality groups, due to a very small number of roads experiencing an increase and decrease in traffic flows as a result of the proposed scheme;
- **Personal Security** – The scheme is expected to have a neutral impact on security. It will improve the overall reliability of bus services and have a positive impact on personal security as people have a reduced waiting time between buses; and
- **Accessibility** - The impact on vulnerable groups was appraised as slightly beneficial because the scheme demonstrates an improved bus service frequency. Certain protected characteristics (disability, children and young people, older people and women) are more reliant on public transport than others; therefore improving access to public transport is a positive impact from the scheme. The 2011 census revealed that car ownership amongst Slough residents is lower than the regional average; therefore enhancements to public transport also address this point.

A separate EIA will be conducted on the detailed design proposals as the scheme progresses to identify, and mitigate against, any potential adverse impacts arising during the individual work programmes.

(d) Workforce

Slough DSO are increasing their workforce and their capacity to manage designers and subcontractors, in order to deliver the schemes. There will be an increasing move away from consultants and subcontractors to the use of directly employed staff and workforce as we develop our in-house capability.

(e) Property

It is anticipated that the land required for the SMaRT scheme is already within the existing boundaries of the highway, with two exceptions:

- A small section of land adjacent to an electrical substation may be required. Investigations into the use of this land are ongoing.

- The land required on northeast corner of the A4/Sutton Lane junction is covered in the supporting information.

(f) Carbon Emissions and Energy Costs

The scheme is expected to deliver reductions in congestion particularly at the westbound approach to the M4 J5 roundabout, where traffic queues at peak times, partially as a result of merging traffic. This could potentially be beneficial for air quality, if emissions reduce along this section of the A4 between junction 5 and the Sutton Lane gyratory. Use of the park & ride site could potentially lead to an improvement in air quality in the wider area, including within the Slough town centre AQMA, as a result of fewer vehicles travelling into either Slough town centre, or to Heathrow Airport.

An Air Quality Assessment will be undertaken as part of the scheme, with a view to implementing any potential mitigation measures that are deemed necessary.

5 Supporting Information

- 5.1 The SMaRT P2 scheme is a key element of SBC's document "A Transport Vision for the 'Centre of Slough'", and is a continuation of improvements being made by Slough Borough Council to increase the level of accessibility to, from and around the town for residents, employees and visitors. The overall scheme aims to make radical changes at key hotspots to tackle longstanding congestion and air quality issues, and build highway capacity for the future. Without the investment required to both improve sustainable transport and to mitigate the existing and forecast levels of congestion in Slough, there is concern that the viability of the ambitious employment and residential development, required to fulfil the sustainable economic growth objectives of the Thames Valley Berkshire (TVB) sub-region, will be hampered.
- 5.3 SMaRT Phase 1 focused on the A4 corridor between Slough Trading Estate, the town centre and Langley. The Phase 1 scheme delivered a combination of highway infrastructure measures aimed at delivering journey time reliability performance improvements of bus services while also improving the efficient operation of the highway network for general traffic, and complementary improvements to bus service provision.
- 5.4 SMaRT Phase 2 is designed to achieve a number of positive outcomes for the borough: To deliver convenient, sustainable, high quality passenger transport between Heathrow and Slough town centre;
- To relieve congestion on the eastern section of the A4 corridor;
 - To help bring forward the delivery of housing development in the town centre over and above that previously support by SMaRT Phase 1;
 - To improve journey time reliability and enhance sustainable accessibility to the future housing and employment sites;
 - To future-proof the eastern section of the A4 for changes likely to result from the Heathrow expansion;
 - To provide an increased frequency of bus services to / from Colnbrook and the surrounding area;
 - To bring about net improvements in air quality.
- 5.5 SMaRT Phase 2 is fundamental to the delivery of key elements of the Local Plan:

- *Delivering major comprehensive redevelopment within the “Centre of Slough”:*
The implementation of a successful SMaRT scheme will support future regeneration plans for the centre of Slough.
- *Protecting the built and natural environment of Slough including the suburbs:*
The scheme seeks to reduce congestion and make net improvements to air quality. The scheme also aims to make much-needed public realm improvements to the eastern gateway into Slough.
- *Accommodating the proposed third runway at Heathrow and mitigating its impact:*
Proposed changes on the A4 between M4 J5 and Colnbrook Bypass are designed to be compatible with future changes anticipated as a result of the third runway. The provision of the SMaRT and Park & Ride facilities will also allow Slough to integrate with Heathrow in a manner currently not supported.

5.6 The proposals under SMaRT Phase 2 comprise the following elements:

- Junction modifications and traffic signal provision at the London Road / Sutton Lane / Colnbrook Bypass gyratory. Pedestrian and cycle crossings on London Road will be improved and bus stop waiting areas upgraded to provide for local needs at Brands Hill including residential, commercial and hotel properties. Discussions will be held with third parties to improve road safety by relocating existing services in the vicinity of the junction.
- The installation of a Park & Ride facility on land adjacent to M4 Junction 5 and Sutton Lane. In addition to being a key hub on the SMaRT service, this facility will provide opportunities for electric vehicle parking and for reducing congestion through the potential provision of overnight lorry parking and relocation of fuel services, as discussed in section 5.7. Access and egress into the proposed Park and Ride facility will be by means of the above junction modification. Provision will be made for access by car, bus and bicycle, with cycling and walking routes integrated into the design. The plot of land proposed for this facility is currently in private ownership and the council has commenced negotiations for acquiring the land.

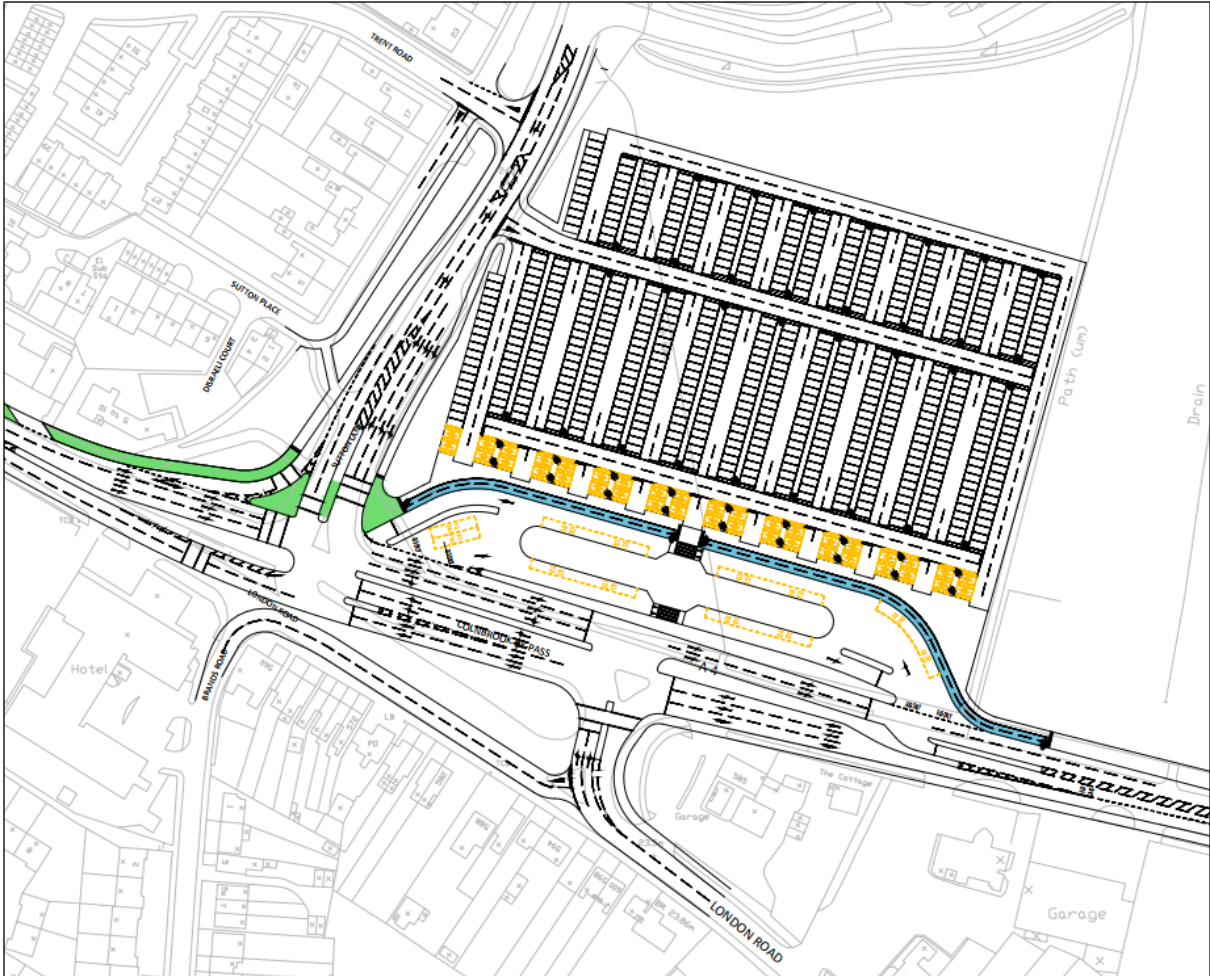


Figure 1: Sutton Lane Gyratory and Park & Ride

- The widening of London Road 2 lanes westbound between on the link between M4 Junction 5 roundabout and Sutton Lane. Bus lanes will operate during peak periods, reinforcing the benefits of the new park and ride facility. Cycle paths will be integrated into these widening works.

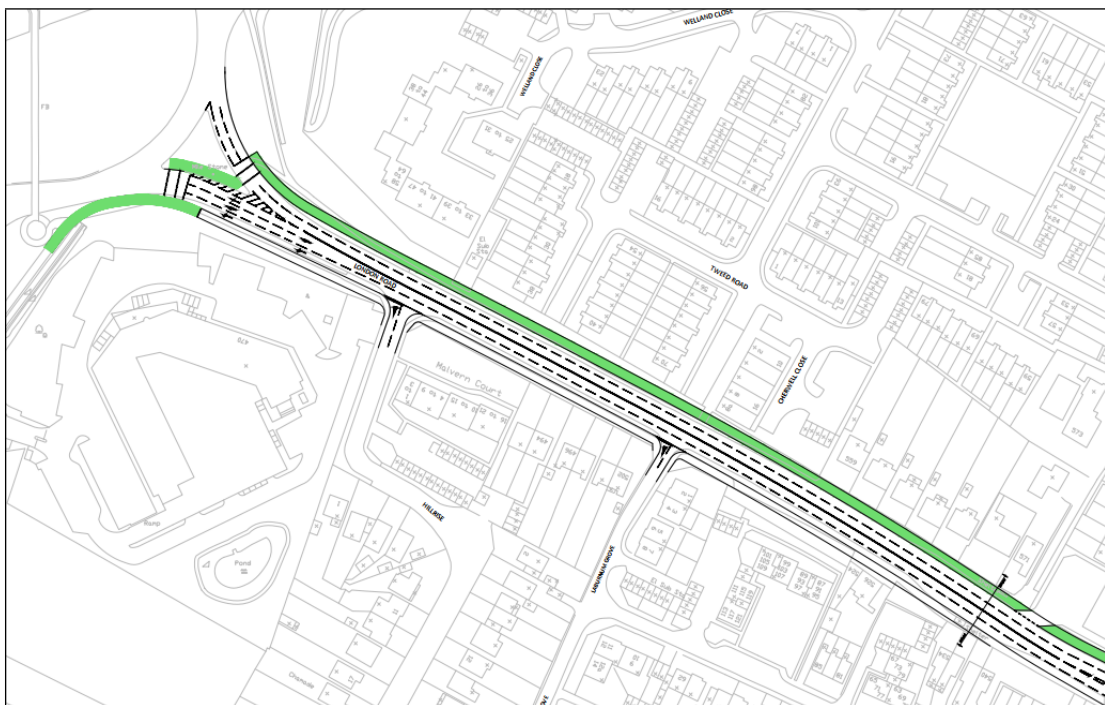


Figure 2: M4 J5 to Sutton Lane Gyratory link

- The potential widening the southeast quadrant of the M4 Junction 5 roundabout from 3 to 4 lanes with a modified slip road for eastbound traffic.
- To the east of the new park and ride facility - selected A4 carriageway realignment, safety works and enhancing bus stops at Lakeside Road, including provision of shelters.
- Upgrading of the existing National Cycle Network route 61 (NCN 61) to make it a more attractive option for cyclists commuting to and from Heathrow.
- Public realm enhancements on the northern frontage of the A4 between Langley High Street and the M4 Junction 5 roundabout. The current appearance of this frontage detracts from what is a highly visible 'Gateway to Slough'. Landscaping and other measures are proposed to improve this region and complement the promotion of the SMaRT route, subject to funding being available following implementation of other key SMaRT measures.

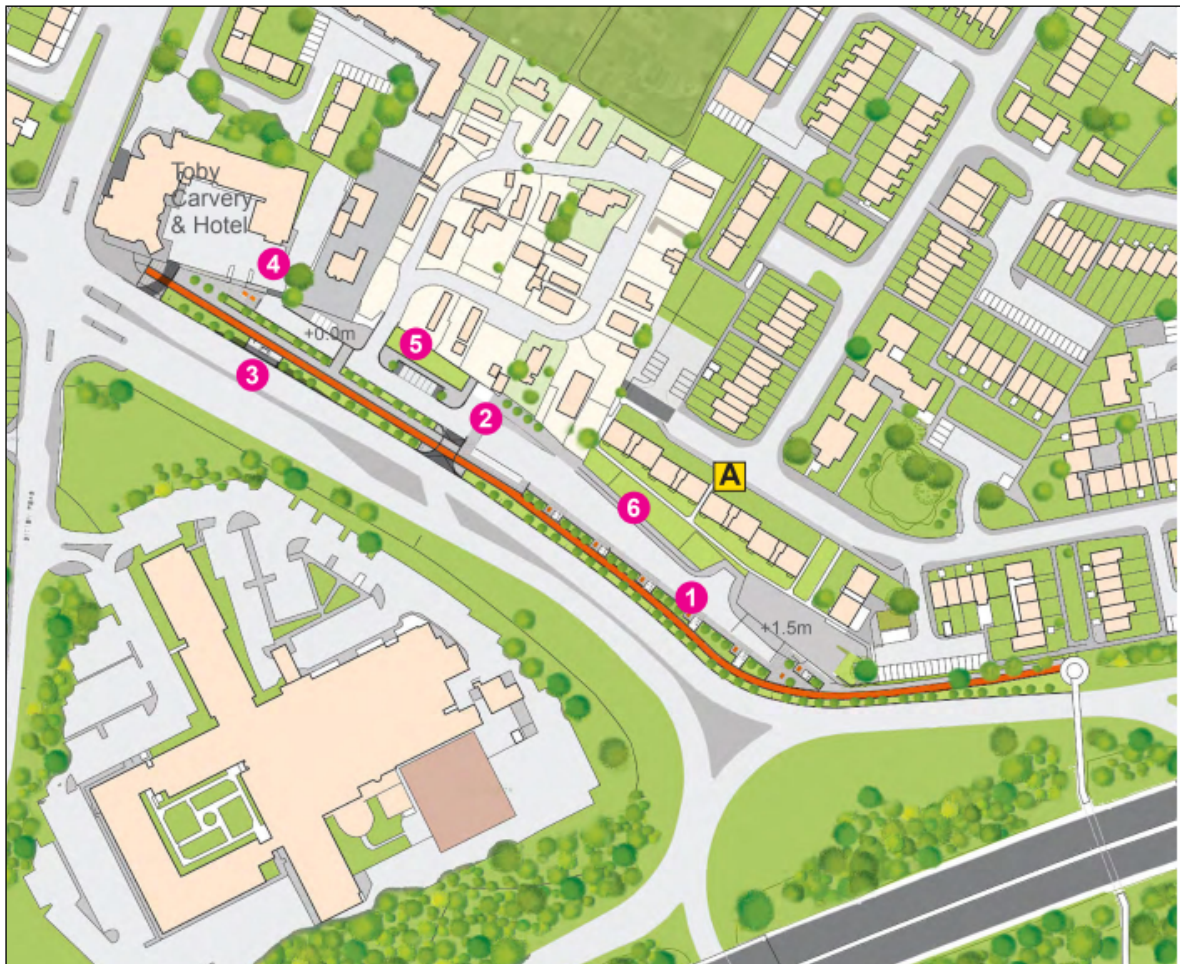


Figure 3: 'Gateway to Slough' enhancements, A4 northern frontage

- Public realm enhancements on M4 Junction 5 roundabout itself. This area is being improved with a new landscape design, refurbished footbridge and pedestrian subway, including new LED lighting, dedicated cycle way and

enhanced pedestrian environment to create a safer and more attractive gateway to the borough. The existing pedestrian footbridge and subway will be given a new clean and bright appearance, and will be complemented by a ground level path and carbon-benefitting planting. These works are subject to funding being available following implementation of other key SMaRT measures.

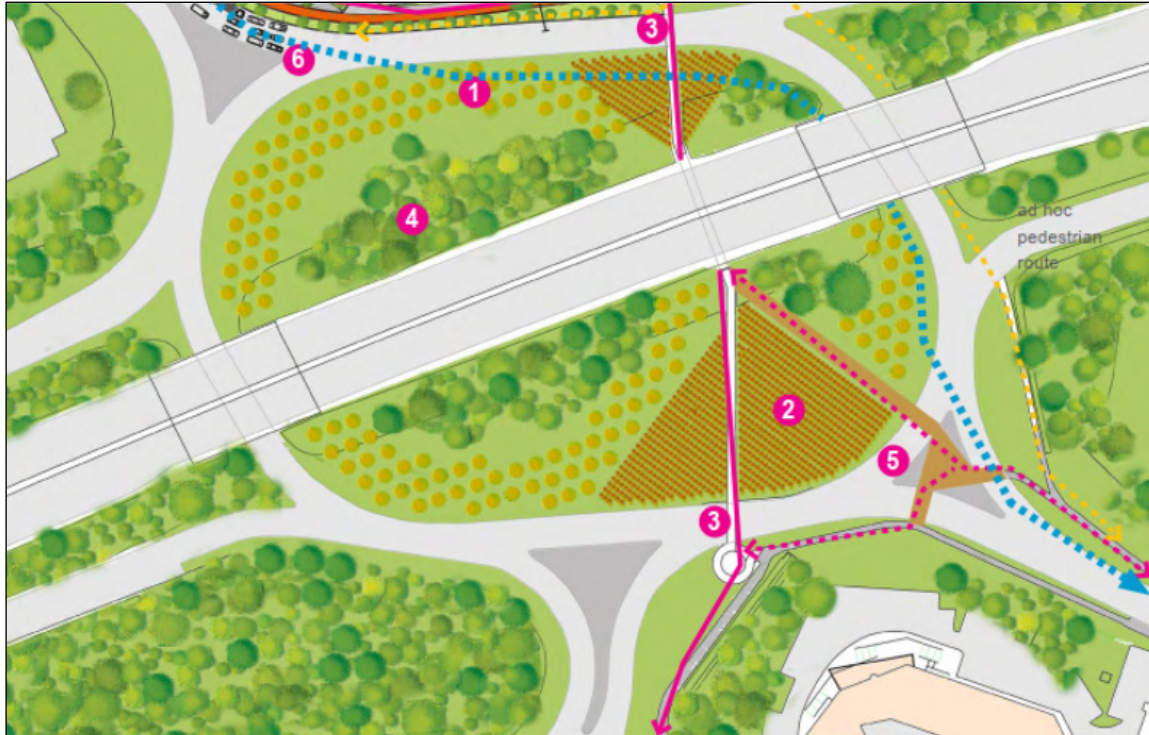


Figure 4: 'Gateway to Slough' enhancements, M4 J5 roundabout

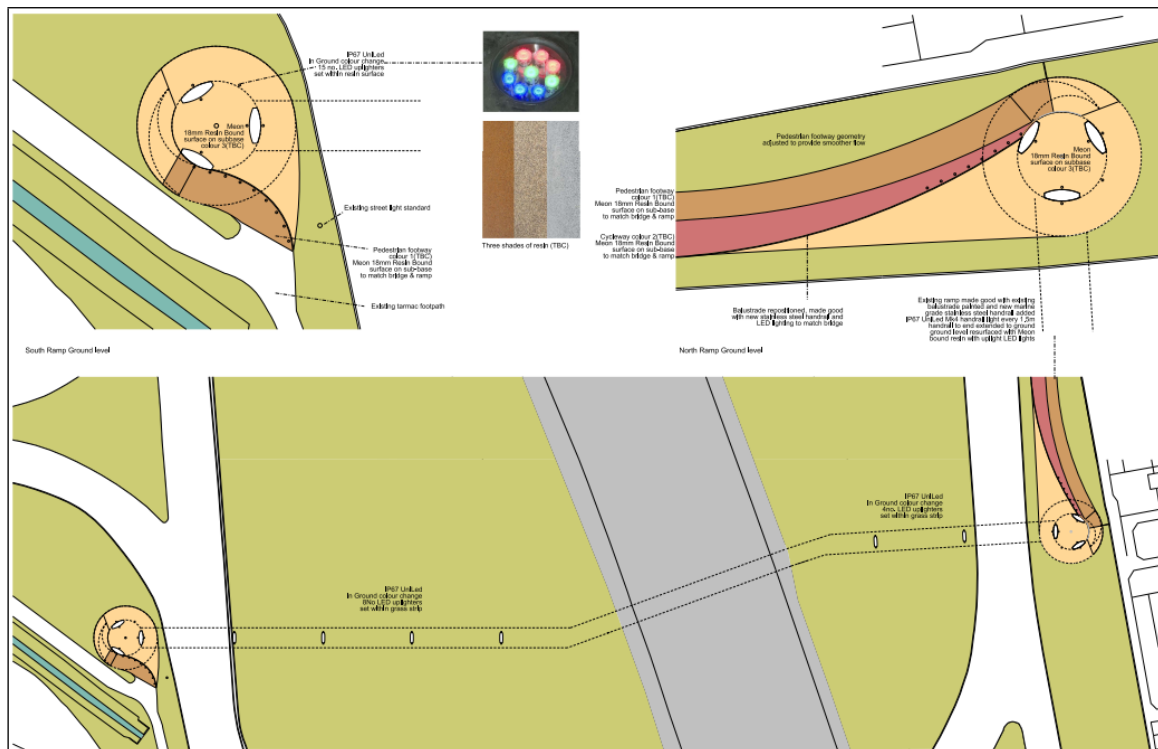


Figure 5: Extract from architectural designs for M4 J5 pedestrian footbridge enhancements

5.7 A Public Consultation for the scheme was undertaken in January 2019, the documentation for which can be found on SBC’s public website. This consultation exercise was undertaken through a number of channels:

- a) Slough Borough Council public website, with link to the web-based ‘Survey Monkey’ tool: twenty five responses were received via Survey monkey.
- b) Letter drop to properties identified as being within the vicinity of the work: 36 responses were received, out of 1400 leaflets delivered.
- c) Public consultation drop-in sessions: four sessions were held at local venues relevant to the works. A total of approximately 50 residents attended these sessions.
- d) Transport for Slough email address: five email responses were received.

The below table summarises the results of the consultation:

		Yes	No	Don't know	Not answered
Question 1	Do you agree with the proposed junction improvement works on Sutton Lane Gyratory including improved pedestrian crossings on London Road?	60%	32%	8%	
Question 2	Do you support the proposed new traffic signals including installation of MOVA (smart controlled signals at the junctions) and junction improvement works on the T-signals on Sutton Lane Gyratory?	60%	29%	11%	
Question 3	Do you support the carriageway realignment including new shelters on the east of Colnbrook by-pass?	56%	24%	20%	
Question 4	Do you support the proposed Park and Ride and cycle hub facility	38%	55%	7%	
Question 5	Do you support the junction improvement works for access &	42%	53%	5%	

	egress into the proposed Park and Ride facility?				
Question 6	Do you support the proposed extension of the eastbound bus lane from High Street Langley towards Heathrow?	50%	37%	13%	
Question 7	Do you support the proposed widening of the south east section of the M4 junction 5 roundabout from 3 lanes to 4 lanes with a modified slip road for eastbound traffic?	56%	32%	10%	2%
Question 8	Do you support the proposed upgrade of the existing National Cycle Network route 61 (NCN61)?	51%	32%	15%	2%
Question 9	Do you support the proposed second lane on London Road on the westbound approach to the M4 junction facilitate the SMaRT scheme?	56%	29%	11%	4%
Question 10	Do you support proposed public realm enhancements on the northern frontage of the A4 between Langley High Street and the M4 Junction 5 roundabout (the Langley interchange)?	60%	24%	16%	

The results of the consultation exercise indicate broad overall support for the scheme, although responders expressed some concern relating to the Park and Ride facility.

Many of those responding negatively to Questions 4 and 5 had reservations due to the expectation that the proposed Park and Ride facility will increase traffic, congestion and air pollution in this area. There were also concerns about the location of any Park and Ride and the anticipated loss of Green Belt; and the potential that the Park and Ride could negatively affect parking for residents if users park in residential streets to avoid Park and Ride charges.

Whilst there will be some localised increase in traffic in the immediate vicinity of the Park and Ride itself, this will be offset by the anticipated benefits of removing those vehicles from local roads as they continue their onward journey through the Borough. At peak times, the use of traffic signals will allow a controlled exit of vehicles from the facility to avoid overloading the highway network.

The proposed Park and Ride offers additional potential for reducing congestion by:

- Providing a location where HGVs can utilise the space for overnight parking, thus easing the issues currently experienced with HGV parking in Colnbrook.
- Offering the opportunity to relocate / consolidate existing local petrol facilities into one, more convenient, location. This will have significant safety benefits at key points on the road network.

6 **Comments of Other Committees**

None

7 **Conclusion**

There are clear and significant social and economic benefits to the SMaRT scheme and it is in best interest of borough residents and society in general to proceed.

It is recommended that The BLTB offer for SMaRT be accepted.

It is recommended that officers continue in parallel the following:

- Scheme detailed design in readiness for installation by Slough DSO;
- Utility diversions, where necessary, prior to the main works;
- Commencement of CPO process to facilitate SMaRT P2;
- Construction of SMaRT P2 in 2019, followed by Park and Ride at such time as the required land becomes available.

8 **Appendices Attached**

None

9 **Background Papers**

None