

Minutes of the Meeting of the Executive Board – 13 November 2017

Present:

Executive Board Members:

Leader
Deputy Leader/Corporate Finance
Children's Services
Environment and Public Protection (including Climate Change)
Leisure and Community
Public Health and Well-being
Highways, Transportation and Public Realm
Personnel and Communications
Culture and Partnerships
Statutory Health and Adult Social Care

Councillors:

T O'Neill
R Bowden
J Carter
J Guthrie
T Higgins
M McLaughlin
H Mundry
H Patel
D Price
P Wright

EB 95 Apologies

Nil

EB 96 Code of Conduct – Declaration of Interest

Nil.

EB 97 Minutes

Decision: That the minutes of the meeting of the Executive Board held on 9 October 2017 were a correct record.

EB 98 Executive Decisions - Forward Plan

The Executive Board considered a report of the Head of Legal and Democratic Services and Monitoring Officer to the Council on the contents of the Executive Decisions Forward Plan covering the period 1 December 2017 – 31 March 2018.

Decision: The report was received and noted.

Reason for Decision - The report was submitted for information and comment.

EB 99 Warrington Waterfront Western Link (2nd High Level Crossing of the Manchester Ship Canal) - Approval of preferred route (Forward Plan No 004/17)

The Executive Board considered a report of Councillor H Mundry, Executive Board Member, Highways Transportation and Public Realm, which updated the Executive Board on progress

made in the development of the Warrington Waterfront Western Link (“Western Link”) scheme that successfully received business case development funding of £0.999m for 2017/18 through the Department for Transport’s “Local Majors Fund”.

The Executive Board considered the information provided in the report, including the work overview, the outline business case, procurement, financial considerations, consultation and blight and land acquisition.

Approval was sought from the Executive Board for a number of actions as detailed in sections 1.2-1.10 of the report.

Decision: That the Executive Board

- (i) Formally adopted the Warrington Waterfront Western Link (‘Western Link’) Preferred Route as an approved scheme – as shown at Appendix A to the report.
- (ii) Approved the Outline Business Case (OBC) and its submission to the Department for Transport (DfT) for consideration in the Local Majors Fund or subsequent funding opportunities through the Road Investment Strategy (round two, post-2020) or National Roads Fund (post-2020) funding.
- (iii) Approved the progression of the development of the final Major Scheme Business Case, including the required work to engage in negotiations for private acquisition and submit a planning application.
- (iv) Approved an allocation of £2.7m from the Council’s capital programme from December 2017 to May 2018, in advance of a funding decision being made by the DfT, to continue development of the scheme.
- (v) Approved the appointment of the successful consultant using the Transportation and Public Realm Consultancy Services Framework (“the Framework”) direct award process, or other compliant means, in response to the consultancy work required prior to any funding announcement from the DfT.
- (vi) Delegated to the Executive Director, Economic Regeneration, Growth and Environment, the Head of Legal and Democratic Services and Monitoring Officer to the Council and Director of Corporate Services, the preparation and completion of the contract with the successful transport consultant in line with (v) above.
- (vii) Delegated to the Executive Director, Economic Regeneration, Growth and Environment, the Head of Legal and Democratic Services and Monitoring Officer to the Council, and Director of Corporate Services, following consultation with the Executive Board Member, Highways, Transportation and Public Realm, the authority to update the Outline Business Case prior to submission to the DfT and produce possible addenda if agreed with the DfT.
- (viii) Noted that the Statutory Blight regime that requires the Council to respond to the service of Blight Notices pursuant to Part VI, Chapter II and Schedule 13 of

the Town and Country Planning Act 1990 (as amended) is triggered as a consequence of the Council's resolution to formally adopt the preferred route.

- (ix) Approved an allocation of up to £9.6m from the Council's capital programme in order to support any successful Statutory Blight claims.
- (x) Authorised officers to progress negotiations with affected 'on line' property and to respond to Statutory Blight claims and to delegate approval of individual property acquisitions related to the scheme to the Executive Director, Economic Regeneration, Growth and Environment, Head of Legal and Democratic Services and Monitoring Officer to the Council and Director of Corporate Services, following consultation with the Executive Board Member, Highways, Transportation and Public Realm.
- (xi) Approved the "in principle" use of compulsory purchase powers in advance of formal authority to make a compulsory purchase order.
- (xii) Approved the preparation of a draft Order, draft Order Map, draft Order Schedule, draft Statement of Reasons and land referencing activity in advance of formal authority to use compulsory purchase powers.

Reason for Decision –

Contract Procedure Rule CR60 requires the Executive Board to approve awards greater than £250,000. The total value of the continuing work on Western Link between December 2017 and May 2018 is estimated to be £2.7m and the consultant commission is estimated to be over £250k. The continuation of scheme development between December 2017 and May 2018 will, in the event of funding being confirmed, enable the council to maintain progress with the development of the final Major Scheme Business Case, including the required work to acquire land, submit a planning application and prepare statutory approvals. If the bid to the DfT is successful, the 'Western Link' will tackle critical congestion points on the Warrington highway network by providing resilience and route choice. It will maintain the strong economic status of the borough and provide the capacity for growth. The council's funding allocation of £2.7m would be required in advance of a funding decision being made by the DfT. However, this could be reclaimed should the funding submission be successful.

EB 100 Priority Transport Infrastructure, Warrington West Station – Funding and Main Contract Award (Forward Plan No 017/16)

The Executive Board considered a report of Councillor H Mundry, Executive Board Member, Highways Transportation and Public Realm which updated the Executive Board on the progress in delivering this priority transport infrastructure project. It sought to obtain approval from the Executive Board to underwrite the proposed funding package, and to award the construction contract.

- (1) A DPS is a wholly electronic procurement system which unlike a framework allows new suppliers including local and SMEs to enter the process at any point.
- (2) A DPS, unlike a framework, for the purchase of specialist community equipment will ensure the Council has access to any new equipment that becomes available to the market.
- (3) Establishment of a DPS requires will enable the Council to obtain the goods from a wide range of suppliers at the best possible cost. It will reduce the administration burden on staff and ensure the latest products are available in a timely manner.

CAB 41 Warrington Western Link Project Update and pre-construction funding (Forward Plan No 002/19)

CAB 45 Refers.

CAB 42 Loan to Cheshire and Warrington Local Enterprise Partnership for Enterprise Zone Investments (Forward Plan No 003/19)

CAB 46 Refers.

CAB 43 Regeneration Acquisition (Forward Plan No 061/18)

CAB 47 Refers.

CAB 44 Exclusion of the Public (including the press)

Decision: That members of the public (including the press) be excluded from the meeting by reason of the confidential nature of the following items of business to be transacted being within category 3 of Schedule 12A Local Government Act 1972 (Rule 10 of the Access to Information Procedure Rules) and the public interest in disclosing the information is outweighed by the need to keep the information confidential.

CAB 45 Warrington Western Link Project Update and pre-construction funding (Forward Plan No 002/19)

Cabinet considered a report of Councillor H Mundry, Cabinet Member, Transportation, Highways and Public Realm which updated the Cabinet on progress made in the development of the Warrington Western Link (“Western Link”) scheme. Following the decision of the Cabinet, then known as Executive Board in November 2017 (Decision Reference Number EB99), an Outline Business Case was submitted to the Department for Transport in December 2017. Subsequently, on 10 April 2019, the Council received confirmation that Ministers had agreed to confirm ‘Programme Entry’ for the Western Link into its Large Local Major Schemes Programme, with a grant award of up to £142.5m towards the estimated scheme cost of £212.7m.

Minutes issued on Thursday 11 July 2019. Call in expires midnight on Monday 15 July 2019. Decisions can be implemented from Tuesday 16 July 2019.

The report also sought

- (1) Approval for the Council to accept the Terms and Conditions of the receipt of this funding.
- (2) Approval to progress with the development of the final Major Scheme Business Case, which would be required in order to secure Full Approval from the Department for Transport to allow the scheme to be constructed.
- (3) Approval to underwrite the Council's contribution for funding required to undertake all of the work required to secure Full Approval for the scheme.
- (4) Approval to continue discussions (prior to the Full Approval of the Full Business Case for the Western Link) with those properties 'on-line' of the proposed Western Link route, regarding the advance acquisition of those properties along with the capital funding required to support the acquisitions. Any properties acquired would be required to meet the statutory criteria for acquisition and be in accordance with an agreed Land Cost Estimate.
- (5) Approval to the principle of using powers of compulsory purchase, to be used as necessary in parallel with negotiations for private acquisition in order to bring forward the timely delivery of the Western Link, subject to a future Cabinet report seeking full resolution.
- (6) Approval to award and enter a number of contracts with external advisers, consultants and contractors all of which are integral to the further scheme development work required to secure Full Approval for the Western Link.

Cllr H Mundry referred to section 10.2 of the report and stated that the council was to underwrite a local contribution of some £70.24m towards the estimated cost of the scheme of £212.7m. It was important to note that the council would be looking to secure as much of this contribution as possible from developments which were enabled by the scheme. These developments include those contained within the Draft Local Plan, which had recently been consulted upon, and included Warrington Waterfront and the South West Urban Extension which were proposed for a mixture of housing and employment uses.

Decision – That Cabinet:

- (i) Approved the Council's contribution of **£16.85m** towards the estimated total costs of £38.41m of the next stage of scheme development, noting the funding risks as set out in respect to the scheme not securing Full Approval and proceeding to the construction stage.
- (ii) Approved the allocation in the Council's capital programme of a total of **£70.24m** to be profiled across the delivery life of the scheme and required as the match contribution to the Department for Transport's grant funding award.

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- (iii) Approved and accepted the offer of Programme Entry made by the Department for Transport and accepted the terms and conditions associated with the offer of a maximum **£142.5m** contribution towards the funding required to deliver the scheme in full and noted that this is subject to the granting of Full Approval for the scheme, which will only be granted following the approval of a Final Major Scheme Business Case, and the securing of all of the statutory powers as per the grant award letter contained in Appendix B of the Part 1 report.
- (iv) Re-confirmed that as set out in the report to the Executive Board in November 2017 the primary route to secure all outstanding land interests will be via the use the Council's Highways Compulsory Purchase Order powers. However, negotiations will commence and continue with the land owners concerned to ensure that the project can progress to programme and the associated costs of a contested CPO are minimised.
- (v) Approved the negotiated acquisition of all necessary legal interests required to implement the Western Link project within the scope of the total cost (worst case scenario) as detailed in the Land Cost Estimate shown in Appendix B and contained within Part 2 of this report. That the associated terms and conditions of acquisition (including the financial terms with a tolerance of 10% of the land cost estimate or £100,000 (whichever is the greater) be determined by the Directors of Growth and Environment and Transport in consultation with the Cabinet Member, Transportation, Highways and Public Realm, the Director of Corporate Services and Head of Legal and Democratic Services and Monitoring Officer to the Council.
- (vi) Noted the progress to date as set out in the Part 2 report in respect to acquiring property via the Blight process and re-affirms the Council's position in respect to only considering statutory blight claims.
- (vii) Granted delegated authority to the Director, Environment and Transport, following consultation with the Cabinet Member, Transportation, Highways and Public Realm, the Director of Corporate Services and Head of Legal and Democratic Services and Monitoring Officer to the Council to authorise the award and entry in to all necessary Agreements with Balfour Beatty relevant to the delivery of the element of the project as set out in section 9 of the corresponding Part 1 report, up to a capped value of **£8.54m**.
- (viii) Granted delegated authority to the Director, Environment and Transport in consultation with the Cabinet Member, Transportation, Highways and Public Realm, the Director of Corporate Services and Head of Legal and Democratic Services and Monitoring Officer to the Council to authorise the award and entry in to all necessary Agreements with Mott McDonald and other named consultants relevant to the delivery of the element of the project as set out in section 7 of the Part 2 report, up to a capped value of **£1.36m**.
- (ix) Granted delegated authority to the Director, Environment and Transport in consultation with the Cabinet Member, Transportation, Highways and Public Realm, the Director of Corporate Services and Head of Legal and Democratic Services and Monitoring Officer to the Council to authorise the award and enter in to contracts relevant to the delivery of the Advance Works as set out in section 8 of this report, up to a capped value of **£6.20m**.

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- (x) Granted delegated authority to the Director, Environment and Transport in consultation with the Cabinet Member, Highways, Transportation and Public Realm, the Director of Corporate Services and Head of Legal and Democratic Services and Monitoring Officer to the Council to authorise the award and entry in to all necessary Agreements with Network Rail relevant to the delivery of the element of the project as set out in section 9 of the corresponding Part 1 report, up to a capped value of **£2.535m**.
- (xi) Granted delegated authority to the Head of Legal and Democratic Services and Monitoring Officer to the Council in consultation with the Director of Corporate Services and Director of Environment and Transport, to enter in to all necessary Agreements with various other external transport, engineering, legal and property expertise as is needed to successfully deliver this stage of the project and within the overall budget envelope set out.
- (xii) Approved the retention of a total of **£ 4.00m** of risk funding within the project budget, as a Warrington Borough Council contingency to cater for changes and unforeseen events encountered whilst undertaking the pre -construction phase. The drawdown of this risk funding to be delegated to the Western Link Programme Board to authorise.

Reason for Decision –

- (1) The ‘Western Link’ will tackle critical congestion points on the Warrington highway network by providing resilience and route choice, including mitigation of those traffic congestion issues caused by bridge swings associated with the Manchester Ship Canal. It will maintain the strong economic status of the borough and provide the capacity for growth.
- (2) The project will support the core elements of the Local Plan including delivery of residential and employment areas, whilst complementing other town centre highways, transportation and regeneration projects.
- (3) This project is the second and most ambitious step in the development of the overall Waterfront programme and indicates to our partners that the Council is capable of delivering strategic infrastructure aligned to the overall development of Warrington.
- (4) To meet and de-risk the current programme for the delivery of the Western Link project it is necessary to progress and have agreements in place to secure the acquisition of all necessary land and property interests at the earliest opportunity.
- (5) Contract Procedure Rule CR60 requires Cabinet to approve tenders greater than £250,000. The values associated with the various levels of funding, agreements and contract awards for which approval is sought is above this figure.

CAB 46 Loan to Cheshire and Warrington Local Enterprise Partnership for Enterprise Zone Investments (Forward Plan No 003/19)

Cabinet considered a report of Councillor C Mitchell, Deputy Leader and Cabinet Member, Corporate Resources which sought Cabinet approval for the Council to enter into a loan facility with the Cheshire & Warrington Local Enterprise Partnership (LEP) whereby the Council, along

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Department for Transport

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10 April 2019

Dear David,

WARRINGTON WESTERN LINK - PROGRAMME ENTRY: LARGE LOCAL MAJOR SCHEMES PROGRAMME

Following the receipt of your Business Case for the above scheme and subsequent discussions, this letter confirms that Ministers have agreed to provide Warrington Borough Council with the agreed level of funding below, subject to the following conditions, and thereby confirm Programme Entry for the scheme within the Large Local Major schemes programme. This should allow your Authority to complete the negotiation of all the remaining legal and procurement processes (but not enter into final contractual or other legal commitments) following which a request for Full Approval can be made. Once Full Approval has been granted the required contractual and other legal commitments can be entered into.

DfT Funding

As part of this approval the Department will provide a maximum capped funding contribution of up to **£142.5 million** towards the estimated total scheme cost of **£210.7 million**. Should Full Approval of your scheme be granted, funding will be paid as capital grant under Section 31 of the Local Government Act 2003. We will discuss with you the final profile of funding and the extent to which funding is to be provided in advance of Full Approval. For now, I would be grateful if you would let me have your latest estimated profile of spending including a breakdown of costs to be incurred prior to Full Approval.

Terms and Conditions of Funding

This offer of funding is subject to the following conditions:

- i. This funding approval is granted entirely without prejudice to any view that the Secretary of State or other Ministers may take on any future application for statutory powers or in accordance with any other functions.

- ii. The scheme must be implemented in accordance with the scheme proposals as set out in your funding bid as submitted to the Department and subject to any changes which may occur as a result of further design or as a result of any remaining statutory procedures. Ministers reserve the right to reconsider their decision on funding if there are any changes to the overall cost, scope or design of the scheme which they consider to be material, particularly where such changes would alter the value for money of the scheme. You must notify the Department immediately of any such material changes.
- iii. The Department's contribution will be up to a maximum of **£142.5 million**. (This figure excludes the £0.999m grant awarded previously towards the development of the scheme business case.) No further funding will be provided by the Department. Warrington Borough Council is solely responsible for meeting any expenditure over and above this amount. The Department's contribution is also subject to the future availability of funding.
- iv. We expect you to keep the cost estimate for the scheme under review. If the total estimated costs fall below £210.7m, the Department's contribution will also reduce proportionately. The total estimated costs for the scheme should include costs necessary to bring the new infrastructure into public use but not any ongoing costs of care and maintenance.
- v. Should this scheme progress to Full Approval, further detailed conditions would apply to any grant payable. The grant would be claimed annually in advance.
- vi. Warrington Borough Council will be solely responsible for the validity of the procurement process for the scheme.
- vii. Warrington Borough Council continues to develop the business case for the scheme in accordance with the Department's Transport Business Case guidance and Transport Appraisal Guidance (WebTAG).
- viii. The Department is kept closely informed of progress with, and expenditure on, the scheme. It is important that you complete and return quarterly monitoring forms by the due date. In general, updates of progress, and information on work carried out should be shared with DfT on an open and transparent basis and no reasonable request for information withheld.
- ix. A DfT representative may attend Project Board meetings as observer and Project Board papers and minutes should be provided to DfT on request.
- x. Warrington Borough Council will carry out a full evaluation of the scheme, the details of which we would wish to discuss with you and agree before Final Approval. We would expect you to make the results of this evaluation available to the Department.

I should be grateful for written confirmation that Warrington Borough Council agrees to these conditions, including certification from your Section 151 Officer that the Council accepts the above terms and conditions.

Full Approval

You are required to submit a final business case to the Department for Full Approval. This will need to include:

- confirmation of the overall cost and scope of the scheme;
- a declaration that that you have acquired all the necessary statutory powers to construct the scheme;
- confirmation that you have completed the procurement process to a stage where you have a preferred bidder and a firm and final offer; and
- confirmation from your S151 officer that Warrington Borough Council has the ability to cover all remaining funding required over and above the capped Departmental amount including any additional funding required as a result of the remaining legal and procurement processes.

We look forward to working with you on updating of the Business case and to receiving a bid for Full Approval once any remaining legal and procurement processes have been satisfactorily completed.

I am copying this letter to Richard Perry, DfT Area Lead.

Yours sincerely,



Charlie Sunderland



WARRINGTON BOROUGH COUNCIL

EXECUTIVE BOARD – 13 November 2017

Report of Executive Board Member: Councillor H Mundry, Executive Board Member, Highways, Transportation and Public Realm

Executive Director: Andy Farrall, Executive Director, Economic Regeneration, Growth and Environment

Senior Responsible Officer: Steve Hunter, Transport for Warrington Service Manager
Richard Flood, Project Manager

Contact Details: **Email Address:** **Telephone:**
x-rflood@warrington.gov.uk 01925 442521

Key Decision No. 004/17

Ward Members: All

TITLE OF REPORT: **WARRINGTON WATERFRONT WESTERN LINK (2nd HIGH LEVEL CROSSING OF THE MANCHESTER SHIP CANAL) – APPROVAL OF PREFERRED ROUTE**

1. PURPOSE

- 1.1 To update the Executive Board on progress made in the development of the Warrington Waterfront Western Link (“Western Link”) scheme that successfully received business case development funding of £0.999m for 2017/18 through the Department for Transport’s “Local Majors Fund”.
- 1.2 To seek Executive Board approval of the project team’s preferred route recommendation and for the formal adoption by the Council of the Western Link as an approved scheme.
- 1.3 To seek Executive Board approval to submit the Outline Business Case (OBC) for the scheme to the Department for Transport (DfT) for consideration in the Local Majors Fund.
- 1.4 To seek Executive Board approval to progress with the development of the final Major Scheme Business Case, including the required work to engage in negotiations for the acquisition of property ‘on-line’ of the preferred route option and to prepare and submit a planning application.

- 1.5 To seek Executive Board approval to allocate c. £2.7million of funding from the Council's capital programme. This funding would allow the development of the scheme to continue during the period between the submission of the outline business case in December 2017 and a funding decision being made by the DfT, which is currently expected in May 2018.
- 1.6 To seek Executive Board approval to conditionally appoint a transport consultancy using the Transportation and Public Realm Consultancy Services Framework ("the Framework") direct award process to continue development of the scheme.
- 1.7 To notify the Executive Board of the Statutory Blight regime that requires the Council to respond to claims for Statutory Blight pursuant to Part VI, Chapter II and Schedule 13 of the Town and Country Planning Act 1990 (as amended) which would be a consequence of it formally adopting the preferred route.
- 1.8 To ask the Executive Board for the requisite authority to enter pre-funding award discussions with those properties 'on-line' of the proposed Western Link route, regarding the advance acquisition of those properties along with the capital funding required to support the acquisitions. Any properties acquired would be required to meet the statutory criteria for acquisition.
- 1.9 To seek Executive Board "in principle" approval to the use of powers of compulsory purchase, to be used as necessary in parallel with negotiations for private acquisition and only as a matter of last resort, in order to bring forward the timely development of the Western Link. Formal approval of the use of compulsory purchase powers will be reported to Executive Board, and necessary approval sought, following the DfT decision on funding through the Local Majors Fund.
- 1.10 To seek Executive Board approval to progress with the preparation of a draft Order, draft Order Map, draft Order Schedule, draft Statement of Reasons and land referencing activity in advance of seeking formal authority to use compulsory purchase powers and in advance of the DfT decision on funding.

2. CONFIDENTIAL OR EXEMPT

- 2.1 The report is not confidential or exempt.

3. INTRODUCTION AND BACKGROUND

- 3.1 In July 2016, the council submitted an Application for Scheme Development Costs for Large Local Major Transport Schemes to the DfT. As a result of this submission, the council was successful in securing funding of £0.999m to produce an Outline Business Case ('OBC') for the Warrington Waterfront Western Link ('Western Link').

3.2 This scheme has a crucial role to play in the delivery of the Warrington Means Business regeneration strategy and the Council's Local Plan. It will help secure Warrington's future as a major driver of economic growth in the Atlantic Gateway and north-west region.

3.3 Following the confirmation of the funding award which was received in late 2016, the Council established a project team in early 2017 to produce the OBC. This project team has since then been working to establish an evidence base, identify potential scheme options, undertake scheme options appraisal and public consultation and finally identify a preferred route option for recommendation.

4. WORK OVERVIEW

4.1 Western Link is a major highway improvement scheme proposed for Warrington. It would consist of approximately 3.2km of new urban class highway connecting Chester Road (A56) in the south with Sankey Way (A57) in the west. The route is illustrated in Appendix A.

4.2 The project team has been following the DfT's WebTAG guidance 'The Transport Appraisal Process' which provides detailed guidance on appraisal and the requirements needed for obtaining a major funding award for transport intervention. A structured approach sets out the necessary steps from initial intervention through to the detailed appraisal that supports the preparation of business cases.

4.3 The project team identified the prevailing issues within Warrington and undertook analysis of these issues to identify the five scheme objectives. These objectives were agreed as:

- Relieve congestion and improve air quality in Warrington town centre;
- Improve connectivity between north and south Warrington;
- Unlock key development land to support the growth aspirations of 'Warrington Means Business' and the Warrington Local Plan;
- Support the continued growth of Warrington's economy within the Northern Powerhouse; and
- Make Warrington a more attractive place to live.

4.4 Following the agreement of these objectives, the project team undertook an appraisal process that identified over 90 options for consideration as potential scheme options. Through the appraisal process, the project team moved from 90 options to 44 options and then to six options.

- 4.5 The six identified options (which were identified using the following colours: Yellow, Orange, Red, Purple, Pink and Green), were the subject of a four-week public consultation in June/July 2017, which commenced after the ‘purdah’ period, which ended with the General Election, and ended at the start of the school summer holiday period. The results from the first consultation showed a preference for the red route. The consultation consisted of 18 programmed events, allowing the public to come and view the plans and have a discussion with a council officer. This was extended by a further eight events on request of various local groups and Members. Members of the public had access to a phone number and email address that was staffed by members of the project team. A summary of the consultation results is in Appendix B.
- 4.6 In transport terms, it is estimated that the scheme shows reductions in delays suffered by vehicles at junctions within the town centre cordon of up to 13%, reductions in overall journey times of between 5% and 9%, provides an alternative route on the network over the Manchester Ship Canal and contributes to reduction in traffic volumes of up to 4% across the swing bridges. The scheme would contribute to a reduction in journey times across the town centre of around 1.5 minutes per vehicle.
- 4.7 The current estimated cost of the red route is £212.74m. Table 1 shows a breakdown of the project cost estimate.

Table 1: Project Cost Estimate Breakdown

Cost Item	Cost Estimate
Preliminaries	£2.50m
Design	£9.26m
Construction Cost	£93.10m
Staff	£9.84m
Utilities	£13.24m
Inflation Allowance	£24.60m
Land Cost Estimate (includes amount for possible Statutory Blight & Part 1 Claims)	£21.20m
Professional Fees	£5.50m
Wider Network Costs	£5.00m
Network Rail Interactions	£0.88m
Risk	£27.62m
Total	£212.74m

- 4.8 In summary, the technical analysis has shown that the red route best meets the five objectives of the scheme, generates the best 'Benefit-Cost Ratio' (an indicator of the overall value for money of a project) and performs best within the overall appraisal process.
- 4.9 The project team reviewed the results from the consultation, plus the outcomes from a significant amount of technical assessments, and concluded that the red route is the project team's preferred route recommendation.
- 4.10 Following the identification of the red route as the project team's recommended option, the authority undertook a second consultation exercise to inform the public of the recommended route and to ask for people's thoughts ahead of the proposed design being completed. This was undertaken over a two-week period from 14th September to 2nd October with three full-day events held on the 23rd, 24th and 25th September for people to engage with the project team and view the plans. This included a press release and full-page advert in the Warrington Guardian to raise awareness of the proposals across the borough and a letter drop targeted at homes and businesses in the vicinity of the recommended route. Members of the public could respond via an online or printed questionnaire, or through the phone and email contacts.

5. OUTLINE BUSINESS CASE – COSTS, FUNDING BREAKDOWN AND PROGRAMME

- 5.1 The purpose of the work undertaken over the last 12 months has been to produce an Outline Business Case (OBC) for submission to the DfT and consideration in the Large Local Majors Fund Round 2 (December 2017). An Executive Summary of the OBC is in Appendix C.
- 5.2 At various stages of production, the OBC has been independently scrutinised by transport consultants WSP.
- 5.3 Key information from the OBC is shown in Table 2. This consists of outputs from the OBC process including overall cost, the benefit-cost ratio (BCR) and forecast economic indicators. Projects with a benefit-cost ratio greater than 1 have greater benefits than costs. Following the DfT's guidance, two BCR figures have been determined – 'initial' and 'adjusted'. The 'initial' BCR includes direct user benefits, environmental impacts on noise, air quality or emissions, as well as budget and tax implications. The 'adjusted' BCR is more indicative of scheme benefits and takes into account additional benefits such as wider economic impacts or reliability improvements. For the Western Link scheme, the initial BCR is 1.78 and the adjusted BCR is 2.07 - i.e. for every £1 spent on the scheme it is estimated to produce some £2.07 of economic benefits. According to DfT guidance, the adjusted BCR indicates that the scheme offers 'high value for money'.

Table 2: Key Information from the OBC

Capital Cost Estimate	£212.74m
Benefit-Cost Ratio	1.78 – Initial BCR 2.07 – Adjusted BCR
Associated Housing Delivered - over 40 years	1,015 new dwellings
Associated Jobs Created	367 net additional jobs
Estimated Annual GVA contribution	£16.1m net additional GVA per annum
Estimated 30-year GVA contribution	£137.63m GVA NPV (Net Present Value)

5.4 Subject to funding and approvals, the estimated programme for the project is to commence on-site works in late 2020 with completion in 2023. An outline of the key milestones is provided below:

- Submit OBC – December 2017
- Respond to DfT questions / present to DfT Challenge Panel – March 2018
- Receive outcome of funding bid – May 2018
- Seek Executive Board approval for CPO – May 2018
- Making and submission for confirmation of any necessary Compulsory Purchase Order – December 2018
- Determination of planning application – March 2019
- Design consultant and contractor award – March 2019
- Approval of Major Scheme Business Case – March 2020
- Determination of CPO Public Inquiry – March 2020
- Target Cost Contract Award – June 2020
- Scheme construction – late 2020 with scheme completion estimated to be during 2023.

6. PROCUREMENT

6.1 The council engaged Mott MacDonald Ltd transport consultancy in March 2017 to produce an Outline Business Case suitable for submission to the DfT for consideration in the Large Local Majors fund. This was an extensive package of work covering transport and economic appraisal, transport modelling, outline design works, options appraisal, engineering feasibility, environmental assessment, flood risk assessment, ecological assessment, engineering costing and quantified risk assessment, public and stakeholder consultation, legal and land surveying advice and production of a final Outline Business Case document for a December 2017 submission.

- 6.2 The March 2017 procurement of Mott MacDonald Ltd transport consultancy was undertaken using the Transportation and Public Realm Consultancy Services Framework 2013. The initial value of the contract was £599,706 (ex VAT).
- 6.3 The council is proposing the re-engagement of a consultancy for the completion of work required prior to any potential award of funding from the DfT. This is to support the required work on developing the design of the preferred option, undertaking surveys, preparing for a planning application, responding to queries from the DfT and advancing the necessary work on approvals. These are all additional activities identified through the work undertaken to complete the OBC.
- 6.4 The forecast total project costs, from December 2017 to May 2018, are estimated at £2.7million. The total cost of the proposed contract award is £1.43m. As the proposed contract is over the EU procurement threshold for service contracts, the council is required to procure the consultant's appointment within the Public Contract Regulations 2015.
- 6.5 The chosen consultancy will be required to satisfy the award process criteria under the Framework as well as the Council's requirements. Should they meet the relevant criteria and requirements, then they will be awarded the contract. The award will be a direct award under the Transportation and Public Realm Consultancy Services Framework 2013.
- 6.6 Should no consultancy meet the required criteria under the Framework, no direct award will be made. The Council will then either look to procure an alternative provider from another framework, or to procure by way of other compliant means.
- 6.7 The Scape Framework will also be used to provide specialist Civils and Costing advice. Both Frameworks have been scrutinised by the Council's Procurement Team and the process has been used for the Outline Business Case.

7. FINANCIAL CONSIDERATIONS

- 7.1 Executive Board approval is requested for the recommended route (the red route) and submission of the OBC to the DfT for consideration in the Large Local Majors Fund - round 2.
- 7.2 The submission of the OBC includes a section outlining the financial arrangements for the delivery of the scheme. The council is bidding for 67% of the overall scheme funding, amounting to £142.54m from central government. The remaining 33% (£70.20m) will be drawn from prudential council borrowing. Table 3 shows the

financial breakdown of both the bid and delivery of the red route at an estimate of £212.74m.

- 7.3 The council is in discussion with the DfT and DCLG/HCA regarding a potential split of contributions between central government departments that would effectively lessen the burden on the DfT’s Large Local Majors fund by securing a DCLG/HCA contribution. These discussions will continue over the coming months and the DfT will be updated following confirmation of the DCLG/HCA contribution.

Table 3: Funding Cost Breakdown

Contribution	Amount
Funding request from central government	£142.54m
Council prudential borrowing	£70.20m
Total	£212.74m

- 7.4 The council is proposing to borrow £70.20m to part-fund the project. It is proposed that the New Homes Bonus from plots K4, K5 & K8 identified in the Local Plan and an increase in business rates from Port Warrington would be used to directly service the capital and interest on borrowing. The DfT expects that local authorities would part fund any scheme and the council has identified this funding stream from future development to service the necessary borrowing. The interest on the borrowing is estimated to be £43.18m over 40 years on £70.20m of prudential borrowing. Table 4 shows a breakdown of the council’s funding and borrowing liability.

Table 4: WBC Borrowing Liability

Financial Item	Cost
Total WBC contribution	£70.20m
Total interest liability over 40 years	£43.18m
Total	£113.38m

- 7.5 The Prudential Borrowing required to be taken out by the council to fund the preferred route will be serviced from following sources shown in Table 5.

Table 5: Prudential Borrowing

Financial Item	Cost
New Homes Bonus & CIL (based on 1,015 new homes)	£9.5m
National Non Domestic Rates (this is the total NNDR receipts over the 40yr debt period)	£82.9m
Receipts from Land Sales	£21.2m
Total	£113.6m

7.6 Should the bid to DfT be successful, the council would receive an initial agreement letter to provide major scheme funding on the basis of the submission of a final Major Scheme Business Case (MSBC). In order to ensure that we are in a position to capitalise on a successful announcement, the council is also looking for authority to spend £2.7m from December 2017 to May 2018. This will ensure that the work required to meet the programme outlined in this report can be met.

7.7 Should the council be unsuccessful bidding to the Large Local Majors Fund, the DfT has noted that we would be immediately eligible to bid for wider DfT monies, in particular Road Investment Strategy (round two, post-2020) funding and National Roads Fund (post-2020) funding which are anticipated to be available for schemes such as the Western Link. The Western Link is listed as an emerging intervention in the Transport for the North’s Strategic Roads Investment Programme and the Council will be looking to ensure that Transport for the North includes this scheme in its Draft Strategic Transport Plan which is to be put out for public consultation in late 2017.

8. BLIGHT and LAND ACQUISITION

8.1 If the Executive Board approves the preferred route, this means that Statutory Blight claims will need to be dealt with by the council – a key financial implication is dealing with issues of Statutory Blight pursuant to Part VI, Chapter II and Schedule 13 of the Town and Country Planning Act 1990 (as amended). Statutory Blight affects those properties that are ‘on-line’ of the scheme and their purchase (or part thereof) is required for the scheme. A process for dealing with Statutory Blight notices is essential to ensure effective management of the scheme and will be established with Council-appointed solicitors. Officers will manage the process and, with Council-appointed solicitors, will liaise with land and property owners with the aim of reaching an agreement for acquisition.

- 8.2 The project team estimates the potential cost of Statutory Blight to the scheme as being £9.6m. Statutory Blight is a consequence of legislative ‘triggers’, one being the approval by Executive Board of the preferred route. As this Executive Board report is seeking that approval, Members need to be aware that, in doing so, the Council becomes liable for members of the public submitting a Statutory Blight claim in relation to any qualifying land interest and subject to meeting the statutory requirements for eligibility. A funding stream would need to be made available immediately to support any successful Statutory Blight claims and also to support any Statutory Blight claims which the Council may wish to defend through the Upper Tribunal. The Upper Tribunal is part of the justice system, administered by Her Majesty's Courts and Tribunals Service, which decides disputes concerning land. The council will look to recoup the cost of dealing with Statutory Blight from future scheme costs should the bid for funding from central government be successful.
- 8.3 Wider impacts of the scheme on business and residential property which is off-line of the scheme will be dealt with under Part 1 of the Land and Compensation Act 1973 (‘Part 1 Claims’). These can be applied for one year following completion of the scheme and cover claims relating to noise, vibration, smell, fumes, smoke, artificial lighting and discharge (run off from highway).
- 8.4 Notwithstanding the possibility of blight claims, the scheme requires the assembly of key areas of land on route in order to deliver the proposed highway. The delivery of the scheme is only guaranteed by controlling the land through which the highway route is proposed.
- 8.5 It is likely that whilst negotiations will be entered into with landholders impacted by the scheme, there may be a requirement to utilise compulsory purchase powers as an option of last resort to secure delivery of the scheme. It is the view that a formal ‘in principle’ decision by the Council to use Compulsory Purchase Orders where necessary to achieve delivery of the scheme should be ratified. It should be the aim of the Council to put in place a land assembly strategy that should negotiations fail, acquisition of land would be backed by the use of CPO powers.
- 8.6 A more detailed report identifying any subject properties to be compulsorily purchased will be submitted for approval to Executive Board in May 2018.

9 RISK ASSESSMENT

- 9.1 A ‘quantified risk assessment’ (QRA) has been produced for the OBC; this relates to risks within the scheme that could impact on the overall scheme cost estimate. The risk allowance in the £212.74m scheme cost is £27.62m.

9.2 A separate risk assessment exercise has been undertaken to identify risks to the authority through the delivery of the Western Link. The top ten risks are highlighted below in Table 6.

Table 6: Top ten risks to the council

Risk	Consequence	Mitigation
Modelling – Western Link is the first test of the new Warrington Multi Modal Transport Model (MMTM)	Incorrect or challengeable modelling data	Assurance role being provided by WSP. Modelling work has had input and check from both AECOM and Mott MacDonald.
CPO Approach – Council has unclear approach to Blight issues, and/or scheme requires CPO and has been subject to some opposition.	Public objection to scheme, loss of reputation for council, delay to scheme. Precedence for future schemes.	Employ solicitor to provide legal advice. Agree CPO and blight approach with Executive Board. Hold consultation events ahead of planning. Maintain close dialogue with directly affected land owners.
Public Inquiry – Inspector decides against the progress of scheme.	Scheme incurs delays and is either not developed or goes through the appropriate statutory channels to challenge the decision	Maintain project records, maintain consistent project team. Employ third party for assurance role and maintain a risk register. Engage solicitor to assist with legal processes and ensure clear vision and consistent treatment of scheme across all professional appointments and internally within the Council, meeting the legislative, economic, social and environmental requirements to justify the scheme coming forward.
Network Rail approvals delay or increase cost of project.	Increased cost and programme.	Hold early dialogue with Network Rail. Include approval processes in programme. Employ consultant with knowledge of Network Rail processes.
Special Parliamentary Procedure (SPP) – if exchange land cannot be offered for affected Commons/open land, scheme could be subject to SPP.	Loss of reputation for the Council, delay to project, possibility of elements of the scheme not being able to be delivered.	Investigate options and provide suitable exchange land to avoid SPP.

Risk	Consequence	Mitigation
Stakeholder Objection.	Loss of reputation for council, delay to project.	Hold consultation events ahead of planning. Maintain close dialogue with directly affected land owners and interested parties.
Utilities – additional diversions required and/or statutory undertaker objection to any required CPO is received and remains unresolvable.	Additional cost and time, with potential for two Public Inquiries.	Carry out ground survey of area and engage statutory undertakers in scheme development.
Ecological mitigation measures required beyond those allowed for.	Additional cost and time.	Carry out necessary ecological surveys and hold dialogue with EA and Natural England.
Appropriate delivery team is not available.	Additional time and loss of quality.	Appoint delivery team early to secure service for project.
Failure to obtain Political Support.	DfT do not fund scheme.	Hold dialogue with MP, Local Members and neighbouring authorities.

10. EQUALITY AND DIVERSITY / EQUALITY IMPACT ASSESSMENT

- 10.1 Should the project be successful in gaining funding from the DfT, it will be moving into the detailed design phase. Through the development of the OBC, and the identification of the preferred option, the principles of the Equality Act 2010 have been considered. The council has conducted an Equality Impact Assessment (EqIA) as related to the development of the scheme and the public consultation.
- 10.2 As part of the OBC process, the project team has undertaken both a Distributional and Social Impact Appraisal. They assess the schemes potential impacts across different social groups; the impacts are presented in maps and tables to show whether the impacts of the scheme are felt disproportionately across particular groups. The benefits/disbenefits of the scheme are assessed in terms of user benefits, noise, air quality, accidents, security, severance, accessibility and affordability. These are then assessed against their spatial impact on different user groups, for instance, children under 16, persons living with a disability and black and minority ethnic population.
- 10.3 As part of the consultation process, the council included equality monitoring questions in the questionnaire. This was intended to allow the council to monitor and evaluate whether the organisation is engaging with a representative proportion of the Warrington population. These results are summarised in the SCI.

10.4 The EqIA notes a mix of positive and negative outcomes for varying groups and areas across Warrington (Table 7). It must be noted that only a qualitative EqIA has been undertaken at this stage, with further, detailed analysis required at the Major Scheme Business Case Stage.

Table 7: Equality Impact Assessment Summary

Equality Group	Service User/Customer Profile	Type of Impact This can be positive, negative (adverse effect) or no impact.	Action/s Required. This includes a brief description of the action required to mitigate any negative (adverse) impacts during the commissioning and management of the contract.
Age (young and older people)	<p>Children under the age of 16. 19% of residents in the area of impact are in this profile. Services typically used by this profile are also within the area of impact i.e., schools and playgrounds.</p> <p>Older people over the age of 70+. 11-12% of residents in the area of impact are in this profile. Services typically used by this profile are also within the area of impact i.e., parks, hospitals and community centres.</p>	<p>Under-16's are likely to experience either positive or negative impact from the scheme across the following areas:</p> <ul style="list-style-type: none"> • Noise • Air quality • Accidents • Security • Severance • Accessibility <p>Older people aged 70+ are likely to experience either positive or negative impact from the scheme across the following areas:</p> <ul style="list-style-type: none"> • Noise • Accidents • Security • Severance • Accessibility 	<p>Update the SIA and DIA at the Full Business Case Stage to fully understand depth of impact.</p> <p>Further design proposals will be included at the detailed design stage of the project to mitigate impact along the scheme.</p> <p>Further stage of consultation and engagement will be conducted to better understand impacts on individuals and groups.</p>
Disability (physical or sensory impairments, learning)	Approximately 16% of residents in the area of impact are in this profile. Services typically used by this	Persons living with disabilities are likely to experience either positive or negative impact from the	Update the SIA and DIA at the Full Business Case Stage to fully understand depth of impact.

<p>disability and mental health).</p>	<p>profile are also within the area of impact i.e., parks, hospitals and community centres.</p>	<p>scheme across the following areas:</p> <ul style="list-style-type: none"> • Security • Severance • Accessibility 	<p>Further design proposals will be included at the detailed design stage of the project to mitigate impact along the scheme.</p> <p>Further stage of consultation and engagement will be conducted to better understand impacts on individuals and groups.</p>
<p>Learning Disability and Autism</p>	<p>Approximately 16% of residents in the area of impact are in this profile. Services typically used by this profile are also within the area of impact i.e., parks, hospitals and community centres.</p>	<p>People with learning disabilities are likely to experience either positive or negative impact from the scheme across the following areas:</p> <ul style="list-style-type: none"> • Security • Severance • Accessibility 	<p>Update the SIA and DIA at the Full Business Case Stage to fully understand depth of impact.</p> <p>Further design proposals will be included at the detailed design stage of the project to mitigate impact along the scheme.</p> <p>Further stage of consultation and engagement will be conducted to better understand impacts on individuals and groups.</p>
<p>Race (including nationality, ethnicity, Gypsy and Travellers)</p>	<p>People from black & minority ethnic (BME) backgrounds. Approximately 7% of persons across Warrington are classed as BME.</p>	<p>People of different races are likely to experience either positive or negative impact from the scheme across the following areas:</p> <ul style="list-style-type: none"> • Security • Accessibility 	<p>Update the SIA and DIA at the Full Business Case Stage to fully understand depth of impact.</p> <p>Further design proposals will be included at the detailed design stage of the project to mitigate impact along the scheme.</p> <p>Further stage of consultation and engagement will be</p>

			conducted to better understand impacts on individuals and groups.
Carers of Children and Dependant Adults	Approximately 31% of persons across Warrington are classed as carers of dependents.	Carers are likely to experience either positive or negative impact from the scheme across the following areas: <ul style="list-style-type: none"> • Accessibility 	Update the SIA and DIA at the Full Business Case Stage to fully understand depth of impact. Further design proposals will be included at the detailed design stage of the project to mitigate impact along the scheme. Further stage of consultation and engagement will be conducted to better understand impacts on individuals and groups.

10.5 The full EqIA is stored on the project file and will be updated as the scheme progresses. It is intended to be an ongoing process that is considered throughout the development of the scheme.

11. CONSULTATION

11.1 As part of the OBC development, public consultation took place over six weeks and was split over two periods – a four-week public consultation exercise was conducted in June/July 2017 and a second, two-week consultation in September 2017. This included an intensive programme of public exhibitions and meetings within these timeframes.

11.2 There is a requirement during the Major Scheme Business Case process (January 2018 onwards) to conduct another period of consultation with the public on the detailed scheme design. This is programmed and budgeted to start following any successful funding award. In addition to this six-week period was the ongoing availability of the project team, from July through to present, to attend discussions with the public, answer calls or respond to emails. This has meant that the period with which the public can engage with the project team will actually be over 28 weeks at the end of December.

- 11.3 The first consultation stage presented a short-list of six route options for the public to consider following a major appraisal exercise by the project team.
- 11.4 This stage allowed the public to attend any of the 18 consultation events across the borough and give comment on the scheme via email, web-form, post, printed response form or a dedicated phone number. The council advertised the consultation via the Warrington Guardian, social media and a direct mailing campaign.
- 11.5 Information about the scheme could be obtained online, at the consultation events, in the dedicated consultation booklet/response form or via a discussion with a council officer via the dedicated project email/phone number. This included general information about each of the options plus the relevant scheme plans.
- 11.6 When asked to indicate their preference from a shortlist of six routes, this also included the option for respondents to indicate 'no preferred route'. 31% of respondents returned a preference for the Red Route as the preferred option making it the highest percentage preference. This was one of the considerations in the appraisal process for the project team to consider when deciding which option to recommend as the preferred route option.
- 11.7 The majority of responses - 1,018 from 1,633 who left address details - came from those closest to one or more of the proposed routes.
- 11.8 A Statement of Community Involvement (SCI) was produced following the first consultation. The project team then made changes to the Red Route to respond to major concerns particularly relating to the possible compulsory purchase of residential properties required to deliver the scheme. The council managed to reduce this number to four occupied residential properties through manageable changes to the route alignment.
- 11.9 A summary of the Statement of Community Involvement ('Summary of Consultation') is included in this report at Appendix B. The full SCI is included in the background papers.
- 11.10 The total number of respondents from the first round of consultation held in June / July 2017 was 2,236, representing just under 1% of the population of Warrington. Key responses include:
- 31% of respondents indicated a preference for the Red Route, the highest preference of all the route options;

- 43% indicated they supported the scheme; 52% indicated they do not; and the remainder stated no preference.
- 11.11 In addition to the overall responses, the following general ‘themes’ were identified when respondents were asked to highlight their reasons for choosing a preferred route:
- Impact on commercial and residential properties – 371 mentions in responses;
 - Transport network impact – 226 mentions in responses;
 - Current cost estimates – 131 mentions in responses;
 - Impact on traffic congestion – 107 mentions in responses;
 - Least impact on my home – 47 mentions in responses;
 - Best balance of disruption/benefit – 31 mentions in responses.
- 11.12 The second round of consultation in September 2017 was an open consultation that allowed the public to respond to an open format questionnaire; it was thought appropriate to get more detail from respondents on their individual impacts of the scheme based on the release of the recommended preferred option. As such, many of the responses related more to individual circumstances.
- 11.13 The second consultation stage included three events that members of the public could attend to view more detailed plans of the preferred option. For those not wishing to attend an event, downloadable plans of the preferred option could be accessed on-line. The public could contact a member of the project team via the dedicated email/phone number and a mailshot was sent to all residences that had previously been contacted during the first consultation. In addition, the council made two press releases over the second consultation period and placed adverts in the Warrington Guardian.
- 11.14 The total number of responses with feedback from the second round of consultation was 562, representing under 0.3% of the population of Warrington. Key themes include concerns relating to:
- Noise, air and light pollution;
 - Loss of green space and community facilities; and
 - Additional traffic avoiding the Mersey Gateway.
- 11.15 At both stages of the consultation, key stakeholders were also contacted and engaged with. This included large employers, public sector agencies, health boards/authorities, disability groups and statutory agencies.
- 11.16 The SCI report was subsequently updated to ensure views at both stages were captured and was reviewed internally by the project team to identify changes to the

proposed scheme that could reasonably be made based on the consultation feedback. It was important to try and respond to as many concerns raised in the consultation period as possible and reflect on how those concerns might be reduced through changes to the preferred option. The results of the consultation events were also reported to the Executive Board Member for Highways, Transportation and Public Realm.

- 11.17 Should the scheme be approved, a third consultation exercise will be conducted on the detailed design of the Red Route ahead of submission of the planning application. This will consider the above key concerns from the second round of consultation and will include, for example, traffic management options for Hood Lane and Saxon Park access. Further public and stakeholder engagement will take place during the rest of the development and delivery of the scheme.

12. REASONS FOR RECOMMENDATION

- 12.1 Contract Procedure Rule CR60 requires the Executive Board to approve awards greater than £250,000. The total value of the continuing work on Western Link between December 2017 and May 2018 is estimated to be £2.7m and the consultant commission is estimated to be over £250k.
- 12.2 The continuation of scheme development between December 2017 and May 2018 will, in the event of funding being confirmed, enable the council to maintain progress with the development of the final Major Scheme Business Case, including the required work to acquire land, submit a planning application and prepare statutory approvals.
- 12.3 If the bid to the DfT is successful, the 'Western Link' will tackle critical congestion points on the Warrington highway network by providing resilience and route choice. It will maintain the strong economic status of the borough and provide the capacity for growth.
- 12.4 The council's funding allocation of £2.7m would be required in advance of a funding decision being made by the DfT. However, this could be reclaimed should the funding submission be successful.

13. RECOMMENDATION

- 13.1 The Executive Board is recommended to:
- (i) Formally adopt the Warrington Waterfront Western Link ('Western Link') Preferred Route as an approved scheme – as shown at Appendix A.

- (ii) Approve the Outline Business Case (OBC) and its submission to the Department for Transport (DfT) for consideration in the Local Majors Fund or subsequent funding opportunities through the Road Investment Strategy (round two, post-2020) or National Roads Fund (post-2020) funding.
- (iii) Approve the progression of the development of the final Major Scheme Business Case, including the required work to engage in negotiations for private acquisition and submit a planning application.
- (iv) Approve an allocation of £2.7m from the Council's capital programme from December 2017 to May 2018, in advance of a funding decision being made by the DfT, to continue development of the scheme.
- (v) Approve the appointment of the successful consultant using the Transportation and Public Realm Consultancy Services Framework ("the Framework") direct award process, or other compliant means, in response to the consultancy work required prior to any funding announcement from the DfT.
- (vi) Delegate to the Executive Director, Economic Regeneration, Growth and Environment, the Head of Legal and Democratic Services and Monitoring Officer to the Council and Director of Corporate Services, the preparation and completion of the contract with the successful transport consultant in line with (v) above.
- (vii) Delegate to the Executive Director, Economic Regeneration, Growth and Environment, the Head of Legal and Democratic Services and Monitoring Officer to the Council, and Director of Corporate Services, following consultation with the Executive Board Member, Highways, Transportation and Public Realm, the authority to update the Outline Business Case prior to submission to the DfT and produce possible addenda if agreed with the DfT.
- (viii) Note that the Statutory Blight regime that requires the Council to respond to the service of Blight Notices pursuant to Part VI, Chapter II and Schedule 13 of the Town and Country Planning Act 1990 (as amended) is triggered as a consequence of the Council's resolution to formally adopt the preferred route.
- (ix) Approve an allocation of up to £9.6m from the Council's capital programme in order to support any successful Statutory Blight claims.
- (x) Authorise officers to progress negotiations with affected 'on line' property and to respond to Statutory Blight claims and to delegate approval of individual

property acquisitions related to the scheme to the Executive Director, Economic Regeneration, Growth and Environment, Head of Legal and Democratic Services and Monitoring Officer to the Council and Director of Corporate Services, following consultation with the Executive Board Member, Highways, Transportation and Public Realm.

(xi) Approve the "in principle" use of compulsory purchase powers in advance of formal authority to make a compulsory purchase order.

(xii) Approve the preparation of a draft Order, draft Order Map, draft Order Schedule, draft Statement of Reasons and land referencing activity in advance of formal authority to use compulsory purchase powers.

14. BACKGROUND PAPERS

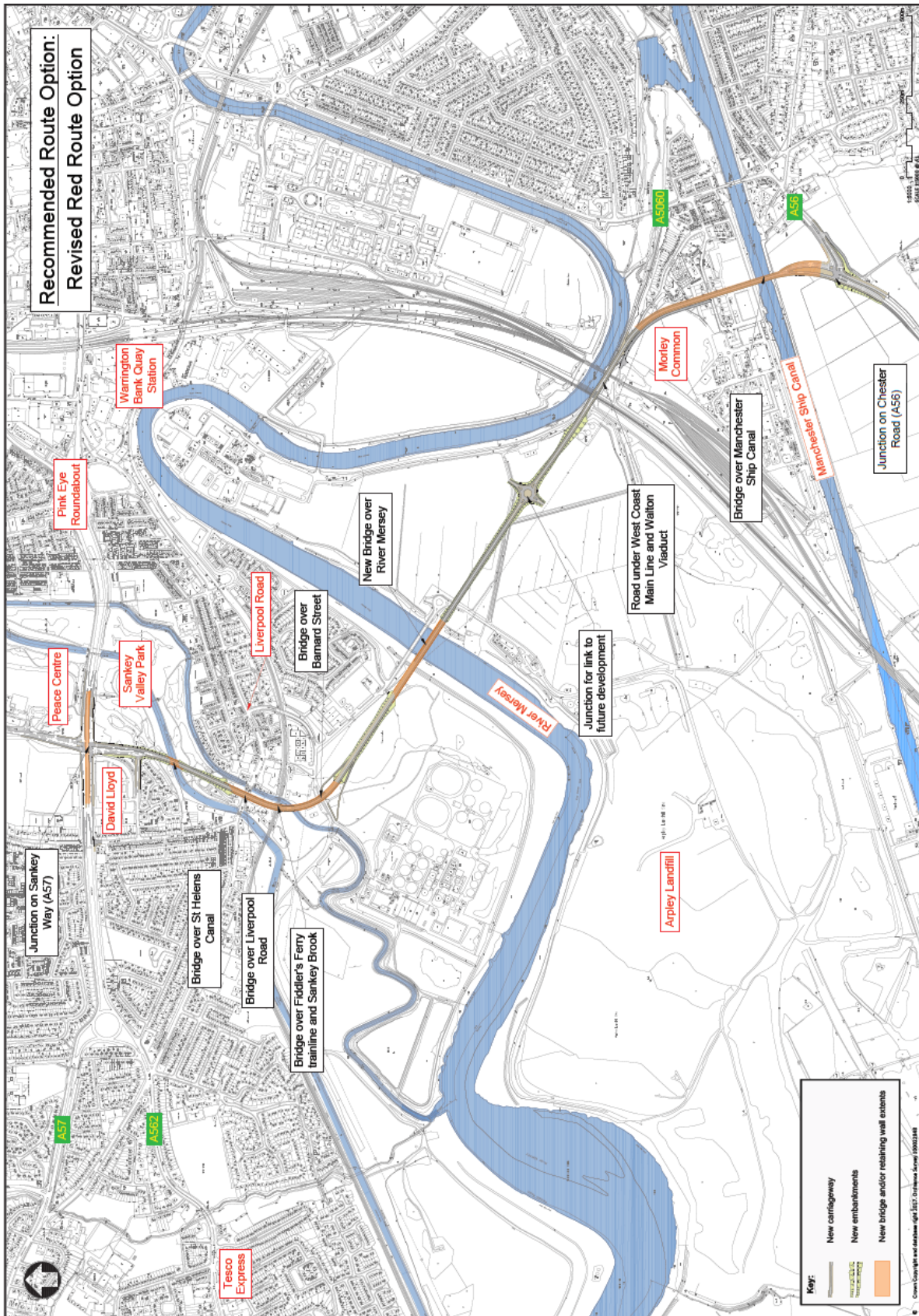
- (1) Executive Board report – 13 February 2017 – FP No 062/17: Transport for Warrington Priority Transport Infrastructure: Warrington Waterfront Western Link. Department for Transport Large Local Majors Award.
- (2) Statement of Community Involvement (SCI) – available on-line at:
<https://www.warrington.gov.uk/westernlink>.
- (3) Outline Business Case – available on-line at:
<https://www.warrington.gov.uk/westernlink>

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Appendix A

The Preferred Route of the Warrington Waterfront Western Link ('Western Link')



WARRINGTON WESTERN LINK

Summary of Consultation

October 2017

On behalf of Warrington Borough Council

Introduction

This summary of consultation has been prepared by Resolve Public Affairs on behalf of Warrington Borough Council (the Council) following two rounds of public consultation held in June/July 2017 (on route options) and in September 2017 (on a recommended route) for the Warrington Western Link.

A £1 million funding award was made to Warrington Borough Council by the Department for Transport (DfT) in 2016 in order to develop an Outline Business Case for a project to address congestion in the town. This consultation has been undertaken as part of that work to develop an Outline Business Case.

First Round of consultation – 30 June 2017 to 28 July 2017

Consultation activity and findings

Six route options were put forward for consultation from 30 June 2017 to 28 July 2017, to seek views and input into the process to select a preferred route option which will be put forward in the Outline Business Case.

In summary, the consultation activity during this First Round of consultation involved:

- Nineteen targeted exhibitions for the general public, plus a stakeholder preview event and five additional events requested by local residents and/or local Councillors. This comprises a total of 25 events covering over 100 hours
- Councillor briefing event
- Four full page adverts in the Warrington Guardian and Warrington Post (formerly Midweek Guardian)
- A consultation newsletter and covering letter to 6,000 properties
- A letter and/or email sent to 291 key stakeholders including Parish Councils, Warrington Chamber of Commerce, Trans Pennine Trail, Transport for the North, Highways England, Environment Agency, Warrington and Halton Hospitals NHS Foundation Trust, Natural England, Canal and River Trust, Cheshire Police, Cheshire Fire and Rescue and North West Ambulance Service
- A dedicated consultation webpage with feedback mechanism attracting 10,684 unique visitors (between 16 June and 28 July) and over 1,500 online responses
- 6,625 consultation brochures (with freepost feedback form) distributed at events, and made available through local libraries, community and leisure centres
- Leaflet distribution at Warrington Wolves home matches in July
- Dedicated phone and email contact to enable ongoing engagement

A series of public exhibitions were held at various locations, as follows;

- Saturday 1 July, 10am – 5pm, Golden Square Shopping Centre*
- Monday 3 July, 3pm – 8pm, Burtonwood Community Centre
- Tuesday 4 July, 3pm – 8pm, Orford Neighbourhood Hub
- Wednesday 5 July, 3pm – 8pm, Appleton Parish Hall
- Thursday 6 July, 3pm – 8pm, Walton Hall
- Friday 7 July, 3pm – 8pm, The Peace Centre
- Saturday 8 July, 10am – 5pm, Golden Square Shopping Centre*
- Monday 10 July, 3pm – 8pm, Waterside Inn
- Tuesday 11 July, 3pm – 8pm, Winwick Leisure Centre
- Wednesday 12 July, 3pm – 8pm, Woolston Neighbourhood Hub
- Thursday 13 July, 3pm – 6pm, St John’s Community Church Hall
- Friday 14 July, 5pm – 8.30pm, Whittle Hall Community Centre
- Saturday 15 July, 10am – 5pm, Golden Square Shopping Centre*
- Monday 17 July, 3pm – 8pm, Birchwood Leisure Centre
- Tuesday 18 July, 4.30pm – 8.30pm, Lymm Village Hall
- Wednesday 19 July, 10am – 5pm, Golden Square Shopping Centre*
- Thursday 20 July, 3pm – 8pm, Kings Community Centre
- Friday 21 July, 10am – 5pm, Sainsbury’s, Chapelford

(* - events held at Golden Square were set up and staffed from 9am at the request of centre management. This enabled an extra 4 hours of consultation.)

In total, over 3,000 people attended public events during the First Round.

A dedicated webpage (www.warrington.gov.uk/westernlink) containing a feedback mechanism (during the consultation period 30 June – 28 July) was also available. The webpage received 10,684 unique visitors (between going live on 16 June and the consultation mechanism closing on 28 July).

Additional events for communities most likely to be affected

Ward Councillors for Bewsey and Whitecross ward requested two additional public exhibitions at St Werburgh’s Community Centre on Boswell Avenue. One was held on 30 June 2017 and a second was held on 13 July 2017. The event on 13 July took the form of a Q&A session, rather than a public exhibition.

Penketh and Cuerdley Ward Councillors requested an additional event at the Shannon Bradshaw Centre in Penketh on 19 July. The event was set up for a public exhibition, but due to a large turnout, a Q&A session was held instead.

Members of the project team attended the above additional events as well as three further Q&A sessions at the request of local action groups, as follows:

- Thursday 6 July, Kings Community Centre, Sankey Squash the Orange group meeting
- Monday 10 July, Eagle Sports Club, Goodbye Yellow Brick Road group meeting
- Thursday 20 July, Crosfields Rugby Club, Rainbow Routes Action Group meeting

Analysis: Feedback responses

At the 2011 census, Warrington had a total population of 202,200, of which 49.6% are male and 50.4% are female. In 2016 it was estimated that the current population of Warrington is 208,800.

Overall, 2,236 people provided feedback during the First Round either via feedback forms left at the public exhibitions, in the post or online at www.warrington.gov.uk/westernlink

- 71% responded online (1,586 respondents)
- 29% responded via feedback forms returned at events or via the freepost address (650 respondents)

This represents an approximate 1% response rate from the population of the Borough.

Although optional, the vast majority of respondents provided their name and address in order to be contacted about the project in future.

An approximate 550 responses received were duplicates, or multiple responses from the same address.

1,633 full postcodes were received from the 2,236 responses, which shows the bulk of responses were received from the following areas:

Postcode Sector	Responses	Postcode Sector	Responses	Postcode Sector	Responses
CH43 3	1	WA1 2	5	WA5 1	451
CH66 4	1	WA1 3	3	WA5 2	571
CW1 3	1	WA1 4	9	WA5 3	92
CW9 6	1	WA1 9	2	WA5 4	4
L35 0	1	WA2 0	21	WA5 7	3
L35 2	2	WA2 7	8	WA5 8	44
L36 0	1	WA2 8	3	WA5 9	14
L9 5	1	WA2 9	10	WA7 1	2
L9 9	1	WA3 5	1	WA7 3	1
LS11 8	1	WA3 6	4	WA7 4	1
M29 8	1	WA4 1	15	WA7 6	4
M3 1	1	WA4 2	32	WA8 3	1
M46 9	1	WA4 3	15	WA8 5	1
SK15 1	1	WA4 4	6	WA8 8	3

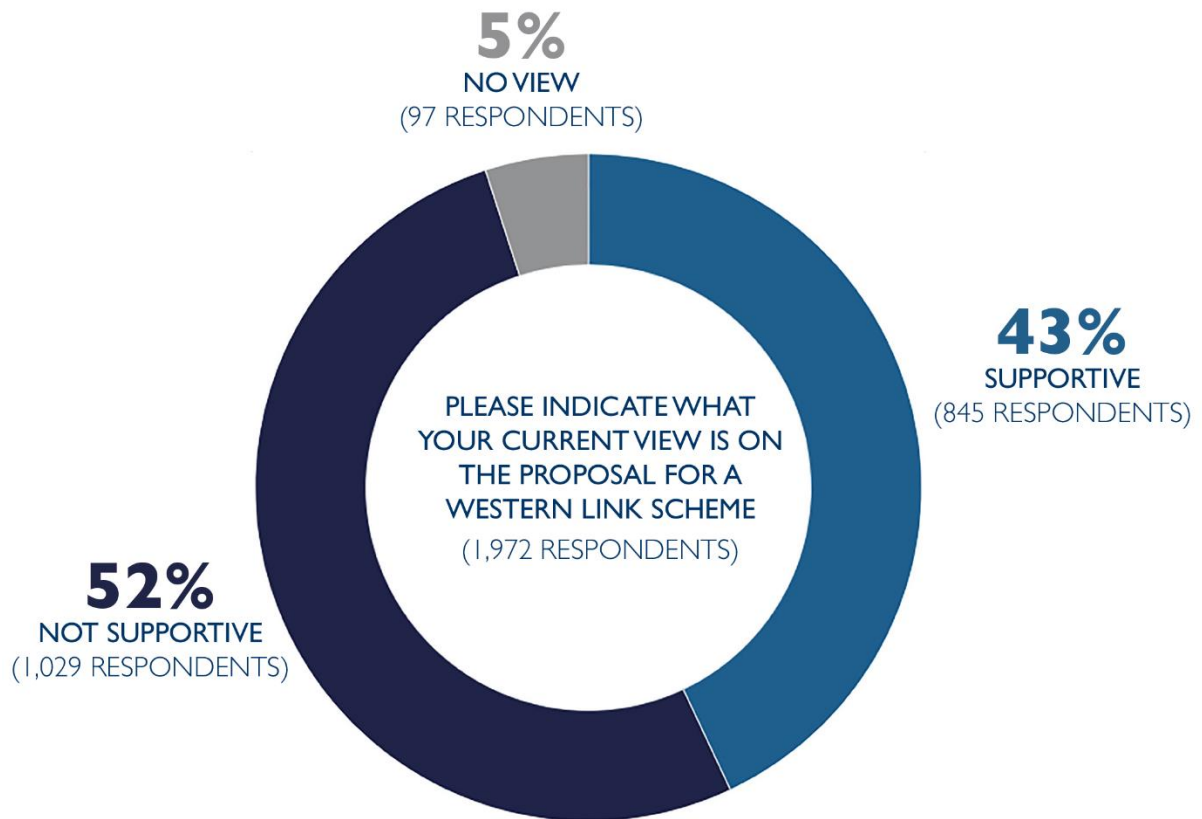
ST7 3	1	WA4 5	58	WA8 9	1
SY13 4	1	WA4 6	211	WA9 2	1
WA1 0	8	WA5 0	11		
WA1 1	6				

62% of all responses came from within the WA5 1 and WA5 2 postcode areas.

1,972 people answered the question “Please indicate what your current view is on the proposal for a Western Link scheme”

- 43% are supportive of the proposal for a Western Link scheme (845 respondents)
- 52% are not supportive (1,029 respondents)
- 5% had no view (97 respondents)

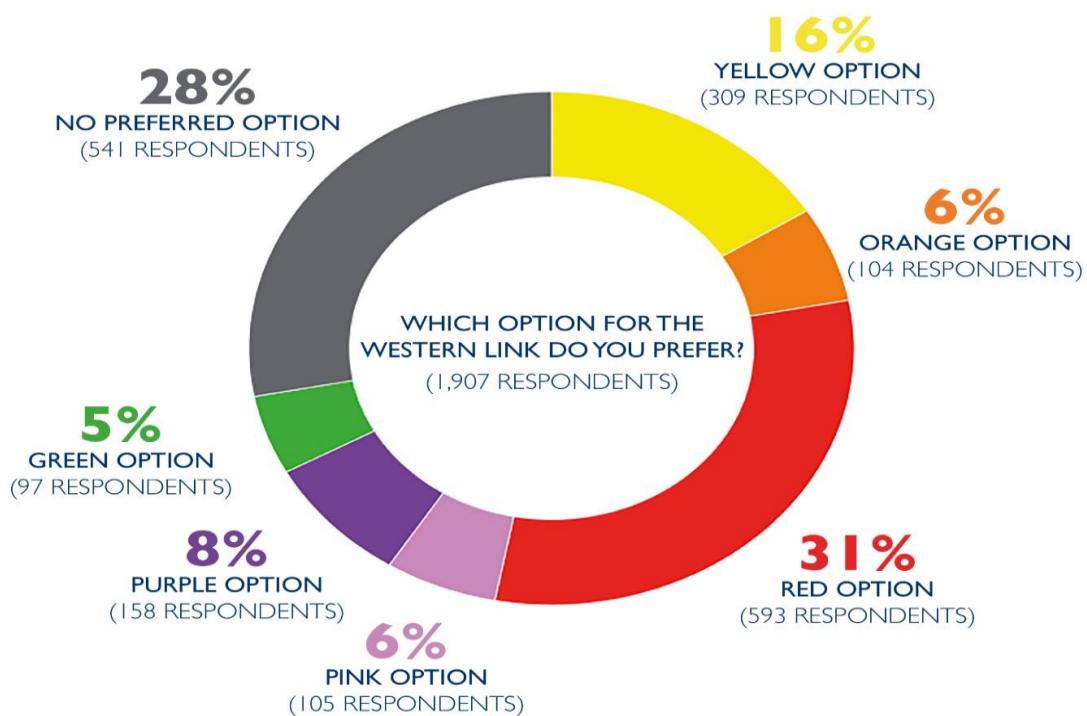
Figure 1



1,907 people answered the question “Which option for the Western Link do you prefer?”

- 16% preferred the Yellow option for the Western Link (309 respondents)
- 6% preferred the Orange option for the Western Link (104 respondents)
- 31% preferred the Red option for the Western Link (593 respondents)
- 6% preferred the Pink option for the Western Link (105 respondents)
- 8% preferred the Purple option for the Western Link (158 respondents)
- 5% preferred the Green option for the Western Link (97 respondents)
- 28% had no preferred option (541 respondents)

Figure 2



Additional feedback

Further specific questions were also asked relating to possible usage and the potential benefits and stated aims of the proposed new link road. These are summarised as follows:

Usage

- 89% of respondents travel into or around Warrington town centre at least once per week. 23% doing so on a daily basis
- 44% of respondents said that they would use the new link road at least once per week. 44% said that they would use it less than once per week

Potential benefits

- **To what extent do you agree or disagree that the Western Link scheme will help to:**
 - *Reduce journey times:* 41.79% strongly agree or agree that the new route would reduce journey times. 45.31% disagree or strongly disagree
 - *Save you fuel:* 27.95% strongly agree or agree that the new route would save them fuel. 49.18% disagree or strongly disagree
 - *Improve access to/from the town centre:* 38.3% strongly agree or agree, 49.55% disagree or strongly disagree
 - *Improve air quality:* 27.74% strongly agree or agree, 55.71% disagree or strongly disagree.
- **With reference to the project's aims, do you agree or disagree that the proposed improvements to the road network in Warrington will...:**
 - *Relieve congestion in the town centre:* 51.34% of respondents agree or strongly agree that a new link road would relieve congestion in the town centre. 37.71% disagree or strongly disagree
 - *Improve connection between north and south Warrington:* 51.82% of respondents agree or strongly agree, 33.51% disagree or strongly disagree
 - *Unlock key development land to support the continued growth of Warrington:* 34.73% of respondents agree or strongly agree. 35.23% disagree or strongly disagree
 - Support the continued growth of Warrington's economy and the creation of jobs: 36.26% of respondents agree or strongly agree. 36.92% disagree or strongly disagree
 - *Make Warrington a more attractive place to live:* 27.93% of respondents agree or strongly agree. 52.41% disagree or strongly disagree

Further thoughts

- **Please tell us any further thoughts that you have on the proposed new link road**

A number of comments were made by respondents, below is a summary of the three topics mentioned most frequently:

- *Western Link will attract traffic from Mersey Gateway* (177 mentions)
- *Western Link will have a negative impact on traffic congestion* (176 mentions)
- *Western Link will have a negative impact on residential and commercial properties* (129 mentions)

Comments about the proposals

In response to Questions 7, “Which option for the Western link would you prefer” and 8, “Based on your answer to question 7, please tell us why this is your preferred option”, a summary of the top three most mentioned comments received for each route is shown in the tables below.

The main themes highlighted by respondents who selected a route preference are as follows:

- Impact on residential and commercial properties – 371 mentions
- Transport network impact – 226 mentions
- Current cost estimates – 131 mentions
- Impact on traffic congestion – 107 mentions
- Least impact on my home – 47 mentions
- Best balance of disruption/benefit – 31 mentions

These factors were considered when making a recommendation of a chosen route, and where possible, amendments were made to the route based on this feedback.

Number of times mentioned (Yellow route preferred) 309 respondents	Feature/Theme/Comment	Example comments
96	Impact on residential and commercial properties	<p>‘Yellow seems to have the least impact to existing residential and business areas.’</p> <p>‘It may cost more to deliver the yellow route, but it is the only route that impacts the least amount of homes and businesses.’</p>
67	Impact on traffic congestion	<p>‘It will prevent Bridgefoot being so congested and it will enable traffic to drive in and out of Warrington more easily.’</p> <p>‘Yellow is the most likely option to reduce traffic congestion at Bridgefoot as motorists avoid the toll bridges in Runcorn.’</p>

37	Least impact on my home	‘This is the only option that will not directly affect me.’ ‘It has the least impact on my home.’
<i>A copy of all written responses is available on request (personal details have been removed)</i>		

Number of times mentioned (Orange route preferred) 104 respondents	Feature/Theme/Comment	Example comments
32	Transport network impact	‘Most convenient access to A57, A562, New Chapelford station and the new Omega site.’ ‘Starts at the most logical place and takes the most sensible route to end destination.’
16	Best balance of disruption/benefit	‘Although it, unfortunately, has great impact on residential buildings during the building phase I feel this will be minimised post construction and that the route is likely to improve the traffic the most.’
11	Impact on community facilities	‘It will not impact on Sankey Valley that is a major local amenity.’ ‘Sankey Valley Park is a rare green space in the area and is home to a lot of wildlife; this keeps wildlife safe and keeps a nice area for families.’
<i>A copy of all written responses is available on request (personal details have been removed)</i>		

Number of times mentioned (Red route preferred) 593 respondents	Feature/Theme/Comment	Example comments
196	Impact on residential and commercial properties	‘It seems the best compromise to really improve links north to south with not too much adverse effects on surrounding properties.’ ‘The red option seems a very direct route with lower impact on residential properties than the other options.’

165	Transport network impact	<p>'This route will provide relief for town centre traffic, utilising and improving an already busy junction.'</p> <p>'Red provides better connectivity.'</p> <p>'It will cut out the Bridgefoot congestion and save time.'</p>
95	Current cost estimates	<p>'It is one of the less expensive routes.'</p> <p>'This route will relieve traffic congestion, without affecting as many residential and commercial properties or being as costly as other routes that would have the same effect.'</p> <p>'It would appear to be less disruptive to properties in general and is not the most expensive (or cheapest!) The cheapest would probably not be the best choice.'</p>
<p><i>A copy of all written responses is available on request (personal details have been removed)</i></p>		

Number of times mentioned (Pink route preferred) 105 respondents	Feature/Theme/Comment	Example comments
46	Impact on residential and commercial properties	<p>'Because it does not impact housing for people who have made their homes and lives in Warrington.'</p> <p>'Pink draws a better balance between the amount of residential premises potentially affected by any such proposal and looks to link in (more appropriately) with the already planned and authorised project (Gainsborough Rd/Slutchers Lane).'</p>
16	Current cost estimates	<p>'No new crossing of Ship Canal = less cost. '</p> <p>'One of the shortest routes therefore more cost effective'</p>
10	Least impact on my home	'Less impact to my home location.'
<p><i>A copy of all written responses is available on request (personal details have been removed)</i></p>		

Number of times mentioned (Purple route preferred) 158 respondents	Feature/Theme/Comment	Example comments
32	Impact on traffic congestion	'The Purple route seems to have the best outcome in terms of easing traffic congestion between south and west Warrington whilst balancing the impact on residential housing and minimising the impact on Sankey Valley Park.'
29	Transport network impact	'It is the most direct route for north - south traffic to bypass the town centre. It places traffic on a major road as opposed to the A562 where most bypass traffic would have a less direct route both towards Liverpool and towards Winwick.' 'It fills the criteria for a much-needed link road.'
25	Impact on residential and commercial properties	'It seems to be that the Purple route has the least impact on residents/businesses.'
<i>A copy of all written responses is available on request (personal details have been removed)</i>		

Number of times mentioned (Green route preferred) 97 respondents	Feature/Theme/Comment	Example comments
20	Current cost estimates	'It is the lowest cost and shortest construction period.' 'It looks the most cost effective as it appears to shortest route.'
15	Best balance of disruption/benefit	'Most cost effective when weighed up.'
8	Impact on traffic congestion	'Less congestion to the area of Penketh and Great Sankey in the long term.' 'It would reduce traffic in the Penketh area and Great Sankey.'

8	Impact on residential and commercial properties	'Lowest number of residential properties affected.'
<i>A copy of all written responses is available on request (personal details have been removed)</i>		

Below is a summary of reasons why 'no preferred route' was chosen:

Number of times mentioned (No route preferred) 541 respondents	Feature/Theme/Comment	Example comments
87	Impact on traffic congestion – will increase	<p>'Because the main bottle neck starts on the main island behind our property, and this is where any new bypass road should have been started from, plus when the new Runcorn bridge opens plus the tolls on both bridges start traffic hitting this island travelling towards Warrington will double if not triple as no one will pay the tolls and with all the new houses and businesses being built on Gemini, Sankey Way will be unable to cope and what's now congestion will be total deadlock.'</p> <p>'I do not believe the proposed options will deal with town centre traffic, and are likely to increase traffic into the town.'</p>
51	Impacts my home/area	'I do not want a bypass near to my home as it will destroy the quality of life for me, my family and the local community.'
49	Will not alleviate congestion	<p>'As the area is already heavily congested I fail to see how encouraging more traffic to use the surrounding roads will combat a problem.'</p> <p>'No routes will provide any benefit for anyone who lives or drives through the town centre. Whatever traffic problems do exist will not be solved by building bridges at whim.'</p>

49	Impact on residential and commercial properties	<p>'I do not think this is necessary. You don't keep the roads we use in good standard, now you want to take people's homes to build something not needed!'</p> <p>'None of the options are preferred as they all disrupt home and business owners.'</p>
<p><i>A copy of all written responses is available on request (personal details have been removed)</i></p>		

Additional comments were invited at Question 10, "Please tell us any further thoughts that you have on the proposed new link road", a summary of comments received is as follows:

Feature/Theme/Comment	Positive	Negative	Neutral
Crossings over major waterways	<p>14</p> <p>'Crossing of ship canal and river essential to keep traffic moving through Warrington.'</p> <p>'Warrington is long overdue in gaining at least one new high level crossing of the ship canal, to create a Western (and ideally Eastern too) bypass for the town centre.'</p> <p>'It is essential that the new link both crosses the Mersey and the Manchester ship canal.'</p>	<p>9</p> <p>'Your new bridge proposals will only add to the problem.'</p> <p>'The proposed bridges across the River Mersey could impede navigation of the river for sailing vessels.'</p>	<p>4</p> <p>'Any scheme needs to end with a junction to the south of the Manchester Ship Canal. Otherwise it will not improve congestion in town at Bridgefoot and Chester Road. The difference in cost should not be the reason for the decision as this would be a very short sighted view.'</p>
Feature/Theme/Comment	Positive	Negative	Neutral
Current cost estimates	<p>1</p> <p>'If Warrington is to expand and be successful, the congestion needs to be removed from the town centre. A cheap route should not be chosen because of cost. The best route should be chosen to benefit Warrington.'</p>	<p>24</p> <p>'Completely unnecessary, totally underestimated value on cost. New development for Market and Bridge Street has exceeded £150 million would</p>	

		<p>be foolish to think this could cost less.'</p> <p>'The money should be spent on making sure people have enough care and somewhere to live etc. We don't need a new road.'</p> <p>'The cost of implementing this scheme will not be cheap!'</p>	
Delivery programme	<p>32</p> <p>'Project is needed now!'</p> <p>'Can you get this in place earlier than 2020?'</p> <p>'Needs to be delivered in the next 3 years at the latest'</p> <p>'Make it soon, please!!!'</p>	<p>1</p> <p>'Let's wait and see how the new Widnes bridge affects things before making plans such as these!'</p>	<p>2</p> <p>'Think that any decision on the new road should be taken after the bridge across Centre Park is up and running next year.'</p>
Transport network impact	<p>35</p> <p>'It will mean I can get more family time rather than being stuck in traffic!'</p> <p>'I welcome it as a major step in the right direction'</p>	<p>17</p> <p>'I think that the new link road will create major traffic problems in Penketh and Great Sankey.'</p> <p>'It will cause traffic chaos.'</p>	<p>10</p> <p>'Much congestion in Warrington could be reduced by sensible road markings, traffic light timings and filtering schemes.'</p> <p>'Thought should be given to connecting the A5060 to the Red route, probably from the western end of Gainsborough Road.'</p>

Feature/Theme/Comment	Positive	Negative	Neutral
Impact on traffic congestion	<p>41</p> <p>‘Hopefully will improve congestion and time travelling to and from work in Preston Brook back to Westbrook.’</p> <p>‘If this is a genuine attempt to relieve congestion in the town centre, in particular around Bridgefoot then I am broadly supportive.’</p> <p>‘I think a link road is vital to ease the congestion through south Warrington as travel times currently are too long’</p>	<p>176</p> <p>‘I am concerned about increased traffic congestion at the junction of Slutchers Lane and Wilson Pattern Street following construction of the first new bridge over the Mersey.’</p> <p>‘Look at the congestion at Lane Ends. In the morning it is backed up going into town. In the afternoon the congestion is reversed. Adding the bypass will only increase that congestion.’</p> <p>‘In our opinion this proposed Western Link is fundamentally flawed, as it is more about developing new homes, and not about improving the congested roads in the southern area of Warrington. In short we believe these suggested new routes, will in fact create more traffic congestion.’</p>	<p>1</p> <p>‘Please choose the best option to reduce congestion not the cheapest.’</p>
Economic impact	<p>2</p> <p>‘An excellent idea, support town growth and development. Bring in much funding, economic growth and jobs for the local community.’</p>	<p>8</p> <p>‘This will only create temporary jobs and may not even be for local people.’</p> <p>‘It will encourage Solvay to close their</p>	

	<p>'I believe that having more land available in central Warrington for apartments/starter homes for young people is good. They can then use the roads and rail system to get out to other areas like Gemini/Hermes/ distribution centres etc. even Liverpool and Manchester as well as just using them to get across the city. Provides many more options for long-term thinking. As a local employer, I am struggling to recruit good people as they don't think the road network is good enough or the city exciting enough.'</p>	<p>works and relocate production to their plant in Holland, reducing employment in Warrington.'</p>	
Feature/Theme/Comment	Positive	Negative	Neutral
Highway safety		<p>69</p> <p>'Building right next to schools? Safety issues.'</p> <p>'Could make children's journey to school more dangerous meaning that parents would be more likely to drive to schools rather than walk, thus increasing traffic.'</p>	
Noise, vibration and air quality	<p>1</p> <p>'This is long overdue- Warrington residents have suffered the gridlock on the town's roads for long enough, not to mention all the traffic pollution and resulting respiratory and other health problems.'</p>	<p>101</p> <p>'More traffic means more congestion which in turn leads to more pollution. As a resident of the town centre, air pollution is a big concern. It is responsible for a high proportion of</p>	

		premature deaths and serious illnesses.’ ‘Added mess, disruption, noise and air pollution!’	
Impact on residential and commercial properties	5 ‘I understand that homes and Valley may suffer, but it is for the good of the town.’	129 ‘It would be such a shame on the people who live near it or lose their homes because of it.’ ‘Making elderly people leave family homes is not something I believe a road should entitle!’ ‘A badly thought out ill-considered nightmare. This Council with plans like these are riding roughshod over residents lives and causing untold worry to them. Project has been kept secret from us with no notification, I'm appalled that Warrington Borough Council could even think that they can treat local people like this. People losing their homes, heartless WBC.’	1 ‘I can understand the need for a new road due to Warrington's never ending traffic problems but I can also understand the concern residents have regarding the route the road will take. I hope proper compensation will be applied to those residents who will be affected.’
Feature/Theme/Comment	Positive	Negative	Neutral
Impact on community facilities		107 ‘Green space - will this be replaced? BMX track off Liverpool Road, my children use this	

		<p>daily plus the only green area with parks and to feed the ducks in Sankey Valley will be ploughed through sickens me.'</p> <p>'This proposal will ruin the community.'</p> <p>'A park is just being built on Morley Common after waiting more than half my life for, as I am special needs it will be somewhere I can go and have fun, fresh air and be right in my door step. I am against this link because it will take that away and leave me with nowhere to go and play.'</p> <p>'Ramp One is one of the only remaining places for teenagers in Warrington to hang out, people complain there is not enough for teenagers to do and now the Council want to forcibly remove one of the main places left that they can go to'</p>	
Feature/Theme/Comment	Positive	Negative	Neutral
Pedestrian and cyclist provision	<p>5</p> <p>'I am a regular cyclist and prefer to cycle on the Cheshire side of Warrington. To achieve this I have to access Bridgefoot or use the</p>	<p>7</p> <p>'My response is just in terms of the impact on cycling. Whichever scheme is adopted there will be impacts on</p>	<p>4</p> <p>'Can the road have a protected cycle lane?'</p>

	<p>Trans-Pennine Trail. Both of these routes are not ideal (Bridgefoot because of danger from traffic and TPT because of deteriorated surface between Arpley landfill road and Morley Common). The Orange route together with its segregated cycle access would alleviate this problem.'</p> <p>'Cycling is paramount to encourage cyclists and cycle routes should be included in the plan.'</p>	<p>existing cycling infrastructure, the TPT and the Chester Road cycle lane. I am sceptical that the scheme will improve conditions for cyclists in the town centre by diverting traffic away. Despite there being segregated cycle routes on all options, the junctions will be inconvenient for cyclists to use and this may result in confident cyclists preferring to use the road. I would be willing to be consulted on more detailed design at a later stage if the scheme gets approved.'</p> <p>'Considering the investment that has been made in improving walking and cycling routes throughout the town, the development of this new road seems counter to that intent. I would also like to see more investment in public transport to encourage the reduction in car use so that more roads should not be needed.'</p>	<p>'Hope that cyclists and pedestrians will be well catered for whichever route is chosen.'</p>
Road drainage and water environment		13	

		<p>‘The new expressway will significantly increase risk of urban surface water flooding.’</p> <p>‘The land behind my property is used as a flood plain and when the tide is in the level of the Mersey is quite high and backs up the Whittle Brook, coupled with heavy rain and with the water in Whittle Brook, the water has in the past overtopped the earth embankment and flowed into the flood plain. With the proposed road construction, the flood plain will be lost resulting in the water being directed towards houses.’</p>	
Feature/Theme/Comment	Positive	Negative	Neutral
Nature conservation/ Environment/Green belt		<p>50</p> <p>‘I think improvements should be made to Bridgefoot to solve the traffic problems without the link road needed at all as it's not an effective route to town but only to Walton Gardens or cemetery. No homes or businesses should have to be lost and taking Morley Common which is a nature reserve area and well needed green belt and</p>	<p>4</p> <p>‘Please let me know if environmental impact has been assessed and which is the most environmentally friendly.’</p>

		<p>leisure facilities for our children given to us. Damage also to Sankey Valley park, again a well loved garden in the area which is needed and used. In Penketh we have the Trans Pennine Way and it's nature reserve which all can be damaged due to this link road. We need to protect our wildlife and lower emissions not create more pollution.'</p> <p>'I am worried that you will take away more green areas.'</p>	
Feature/Theme/Comment	Positive	Negative	Neutral
Not needed/waste of money/won't solve the problem/incorrect solution/move the problem from one area to another		<p>131</p> <p>'After building Chapelford village to meet Government criteria for more houses in the country, one would have thought that in itself was a fair contribution. To provide a link road from Warrington to the Walton area just to provide even more extra housing is crazy. Should an accident happen on any of the motorways that surround the Warrington area, a gridlock in town is already a regular result. To increase the population in</p>	

		the immediate area WILL DEFINITELY result in further chaos!	
Will invite additional traffic avoiding Mersey Gateway	1 ‘Build it now and bust the Mersey Gateway taxation scheme. If I have to pay £1000 a year extra to get to work, this means I have £1000 less to spend in the local economy.’	177 ‘The new route will mean that more motorists will use this way to avoid tolls on new Mersey Gateway crossing.’ ‘Make Runcorn Bridge toll free and keep the impact on Warrington Rd negligible.’ ‘Any link road through the area will become a way to avoid the new Mersey crossing tolls.’	4 ‘Please consider tolling this road but make it free for Warrington residents the same way that the new bridge in Halton is. This should help to prevent people avoiding the toll in Halton by using this new road.’ ‘New crossing should be toll free unlike Runcorn crossing.’

Feature/Theme/Comment	Positive	Negative	Neutral
Building road to bring forward development will neutralise the relief the road brings		<p>68</p> <p>'I believe in light of the proposed housing scheme on Arpley Meadow the Western Link is no more than an exercise in unlocking land for development. Which will bring more congestion to the area.'</p> <p>'This feels like it is more about housing/industrial development than traffic reduction. Plan ahead/think long term. Pointless building single lane roads that will quickly be overwhelmed by traffic servicing any new building (houses).'</p>	
Impact on house prices		<p>26</p> <p>'I am very concerned about the proximity to my home and the pollution, noise, artificial light, plus the effect it is likely to have on my home's value.'</p> <p>'Property values will decrease - who wants to live under the shadows of a flyover?'</p>	

Feature/Theme/Comment	Positive	Negative	Neutral
<p>Consultation criticism/ Criticism of Council/ Lack of information</p>		<p>87</p> <p>‘I understand other options have been made available in the recent past but have been disregarded. Unfortunately, the final decision will be made by officials who do not live in this area.’</p> <p>‘I can’t have any thoughts on something I don’t know about.’</p> <p>‘The previous set of questions ask for opinions based on Warrington in general. By agreeing with the statements, I am not at present supporting any of the proposals. Of course building a road that bypasses the town centre will ease congestion in the town centre. Of course it opens up land for development when there is a large amount of barren land in the area the routes will go through. I feel these questions have been written in a way that makes it appear people support the project, when in fact they may not.’</p> <p>‘Wider consultation is needed and</p>	

		should be better publicised to ensure all voices are heard, including those of the Council. Whilst understanding the need to do something it is worrying that much of the decision making process has been done furtively and behind closed doors. People are rightly angry when presented with a fait accompli.'	
Feature/Theme/Comment	Positive	Negative	Neutral
General	73 'Any improvement to access is long overdue.' 'It will make the town more accessible and easier to navigate, it should benefit visitors as well as residents.' 'Long overdue.' 'I am fully in favour of this and Warrington desperately needs this for both the congestion problems and freeing up land for much needed housing.' 'Any route will be beneficial. With the tolls on the Halton crossings the town will be gridlocked sooner rather than later.'	53 'Not acceptable.' 'It should not be built.' 'Big scam by people want to make money. Councillors who don't live in the areas should not have the authority to ruin my life!' 'It is absolutely disgusting to even think about ruining the 'jewel in the crown' of Warrington - Walton and the surrounding areas.'	2 'The construction of a ring road around Warrington town centre and alternative access to and from the retail and commercial properties connected to Bridgefoot crossings would help.' 'As a resident in this area I feel that the long term solution would be to develop a ring road as a town that is united you will agree that this would be more beneficial for the whole town.'
Total	210	1253	32
<i>A copy of all written responses is available on request (personal details have been removed)</i>			

Comments from stakeholders

Feedback from Natural England:

“Natural England has no detailed comments at this stage but would encourage WBC to be mindful of the Mersey Estuary SPA, and Ramsar site as well as the Mersey Estuary SSSI. They would encourage provision of biodiversity enhancements and Green Infrastructure potential.”

Feedback from Trans Pennine Trail:

“The preferred option of the Trans Pennine Trail Executive would be the pink or green option. Both of these options only impact at one point with the existing Trans Pennine Trail.”

Feedback from Cheshire Police:

“Cheshire Police will always support projects that will benefit the roads infrastructure and increase road safety levels. In the design phase can you please give some thought to how speed enforcement will be managed, possible ANPR and police observation point locations.”

Feedback from Friends of Morley Common:

The Friends of Morley Common oppose all six routes because the project does not align with any of the aims outlined by WBC. In summary, their objections are:

- There is no data to support what is causing congestion
- There is a requirement to maintain the motorway network by Highways England rather than WBC so Warrington not used as a cut through
- We don't know how far Centre Park Link will reduce congestion yet
- The Local Plan aims to bring forward 24,000 homes
- Concerns about the impact of Mersey Gateway
- This project is about unlocking land
- No health impact assessment has been undertaken
- Concerns around the impact on Trans Pennine trail
- Concerns flood risk, no improvement north-south, Solvay COMAH site risk

Feedback from Liverpool John Lennon Airport:

“We support the idea of the proposed Warrington Western Link to reduce existing and future congestion.”

Feedback from Peel:

“Peel supports the Warrington Western Link road proposal, it will enhance the local infrastructure network and assist in the delivery of growth aspirations. The red, purple and orange routes would best deliver the roads aims of improving connectivity, unlocking development land and relieving congestion.”

Feedback from Historic England:

“Supportive in principle, can't comment fully at this stage. Pink route appears to have least impact on heritage assets.”

Feedback from CPRE:

“CPRE's approach is not to support extra highways capacity because it will not achieve modal shift and will only lead to generation of more traffic and worsening air quality.”

Feedback from Warrington Chamber of Commerce:

“The Chamber having campaigned for a Western Link is somewhat dismayed that what is driving the proposal appears to be more to do with accessing land for development especially houses in an area close to Bridgefoot.”

Additional representations

Further representations were received during the consultation period as outlined below:

- A petition of 264 signatures was received in opposition to the Red, Pink, Green and Purple routes
- A collection of 846 individual questionnaires was received in opposition to the Orange route
- 15 objection letters/emails were received regarding the Orange route
- Five objection letters/emails were received in opposition to all routes
- One letter was received that suggested Red or Purple routes provided the best solution
- One letter was received supporting the Yellow route
- One email was received objecting to the Yellow route
- One letter was received supporting the Orange route but including comments on how the route could be re-aligned to be improved
- Three letters/emails were received supporting the Red route
- One letter was received commenting on all routes but stating no overall preference
- One email was received asking why Forrest Way Bridge can't be used
- One email was received supporting the Purple route
- Two representations were received stating objection to Red, Pink, Green and Purple routes
- One email was received stating concerns around the consultation process
- One email was received objecting to the Purple, Red, Orange and Yellow routes
- One email was received from a local business owner stating support for the project but not stating a colour preference
- One email was received stating that they felt the Pink and Green options were not viable
- One email was received highlighting the negative impact on Sankey Bridges, in addition to HGVs, the wastewater treatment works and contaminated land
- One email was received regarding the impact of the Mersey Gateway
- One email was received regarding the demolition of homes and the visual impact of the road on neighbouring properties
- One email was received stating an objection to the proposal due to devaluation of properties
- One email was received regarding linking to the existing traffic network

- One email was received highlighting the impact of the project on local parks and wildlife (bats)
- One email was received stating support for the project going through the park as it suffers from anti-social behaviour
- One email was received highlighting the risk of the COMAH site (Solvay)
- One letter was received outlining the negative impacts on Sankey Bridges, highlighting concerns and suggesting alternatives
- One email was received objecting to the project, stating it will not address traffic issues and will increase air, noise and light pollution

A summary of topics raised during the consultation

The following topics were raised during the consultation:

- Impact on homes
- Impact on businesses
- Compulsory purchase
- Blight
- Alleviating traffic
- Transport network impact
- Long overdue improvement
- Loss of property value
- Noise impacts
- Air quality
- Flood risk
- Connections into existing transport network/housing (i.e. Saxon Park)
- Loss of green space
- Impact on community facilities
- Visual impact
- Unlocking development
- Attract traffic from Mersey Gateway

These factors were assessed as part of the process to select a recommended route option, of which public and stakeholder consultation is part.

Summary of First Round Options Consultation

The consultation exercise undertaken at the First Round has resulted in responses from over 2,000 people. By taking a wide-ranging approach, we believe this consultation is in line with the requirements of the Council's Statement of Community Involvement as is appropriate for a project of this nature.

Public exhibitions have been well-publicised and well attended. Appropriate materials were made available so those who wished to do so, had the opportunity to provide their feedback in person, by post and via email. Alternate formats such as large-print materials have been provided on request.

The project team have made themselves fully available to all key local stakeholders, residents and local businesses to discuss the plans further. At the First Round, the details displayed were based on the latest information available to the project team. Detailed technical surveys and analysis were ongoing at this stage.

The community consultation has demonstrated mixed support for the proposals, with 43% of respondents stating they are generally in favour, 52% not in favour and 5% holding no view.

There are obvious concerns from local residents nearest to the various routes being consulted on. There is an acknowledgement, however, that a new link road could relieve congestion in the town centre. 51.34% of respondents agreed or strongly agreed with this question.

There is also a recognition from a large proportion of respondents that traffic congestion is a problem in Warrington, however, there are concerns that the Western Link will not fully address this.

It should be noted that the First Round of consultation also took place at the same time as consultation around Warrington's draft Local Plan.

The consultation responses were used to influence the choice of a recommended route. Feedback was discussed at regular Project Team meetings. In addition, senior members of the project team attended the public exhibition events to debate the proposals with the public. Specifically, the response to the question relating to preferred route option was used to provide a score for each option under the 'third party views' section of the assessment framework.

In recognition of the emphasis placed on potential loss of homes and businesses by the public, further scoring criteria were added to the third party views section of the assessment framework in order to recognise that some options would take more or fewer properties.

The First Round of public consultation was also used to influence refinement of the recommended route following selection. Specifically:

- Comments in relation to the Trans Pennine Trail led to further work being undertaken to detail inclusion of an amended Trans Pennine Trail in the recommended route
- The number of properties required was minimised through inclusion of retaining walls or reinforced earth instead of embankments and adjustment of the route alignment around Old Liverpool Road
- Concern over lack of access to properties around Hood Lane and David Lloyd Leisure Club led to inclusion of a 'left in/left out' access onto the link road and a 'left in' from the A57 (although note that this is to be the subject of further consultation in Round 3)
- Concerns noted over potential increase in Liverpool Road traffic have reinforced the decision not to connect Western Link to Old Liverpool Road
- Concerns over the extent of land take required by a fully grade separated roundabout at the A57 have influenced the decision to adopt a signalised junction with flyover

- Concerns over the impact to Saxon Park residents during construction have influenced the decision not to connect the estate to Western Link and to re-align the route to the south
- Feedback from Network Rail and United Utilities has led to further development of the design to re-provide access to their land

Second Round of consultation – 15 September 2017 to 2 October 2017

Consultation activity and findings

The recommended route option (red route) was put forward for consultation from 15 September 2017 to 2 October 2017. Consultees were asked to provide comments on the recommended route in order to provide input into the Outline Business Case.

In summary, the consultation activity during this Second Round of consultation involved:

- Three targeted public exhibitions for the general public, covering 22 hours
- A briefing meeting for elected members on 14 September 2017
- Two half page adverts in the Warrington Guardian and Warrington Post (formerly Midweek Guardian)
- A letter to all 6,000 properties contacted previously, with tailored letters to residents within 200 metres of the recommended route option. Letters were also issued to those individuals who had asked to be kept informed at the First Round.
- A letter and/or email sent to 291 key stakeholders including Parish Councils, Warrington Chamber of Commerce, Trans Pennine Trail, Transport for the North, Highways England, Environment Agency, Warrington and Halton Hospitals NHS Foundation Trust, Natural England, Canal and River Trust, Cheshire Police, Cheshire Fire and Rescue and North West Ambulance Service
- A dedicated consultation webpage with feedback mechanism attracting 7,069 unique visitors (between 15 September and 2 October) and 469 online responses
- 2,350 recommended route consultation brochures (with freepost feedback form) were distributed at events, and made available through local libraries
- Dedicated phone and email contact to enable ongoing engagement.

Three public exhibitions were held at various locations, as follows:

- Saturday 23 September, 10am – 5pm, St Werburgh’s Community Hub, Boswell Avenue
- Sunday 24 September, 10am – 5pm, The Peace Centre, Peace Drive
- Monday 25 September, 9am – 5pm, Golden Square Shopping Centre

In total, nearly 1,000 people attended public events during the First Round.

A dedicated webpage (www.warrington.gov.uk/westernlink) containing a feedback mechanism (during the consultation period 15 September – 2 October) was also available. The webpage received 7,069 unique visitors during the Second Round.

Analysis: Feedback responses

At the 2011 census, Warrington had a total population of 202,200, of which 49.6% are male and 50.4% are female. In 2016 it was estimated that the current population of Warrington is 208,800.

Overall, 758 people provided feedback during the Second Round either via feedback forms left at the public exhibitions, in the post or online at www.warrington.gov.uk/westernlink. However, of these, 196 responses were left blank, therefore 562 people have provided written feedback on the recommended route.

- 83% responded online (469 respondents)
- 17% responded via feedback forms returned at events or via the freepost address (93 respondents)

This represents an approximate 0.27% response rate from the population of the Borough.

Although optional, the vast majority of respondents left their name and address in order to be contacted about the project in future.

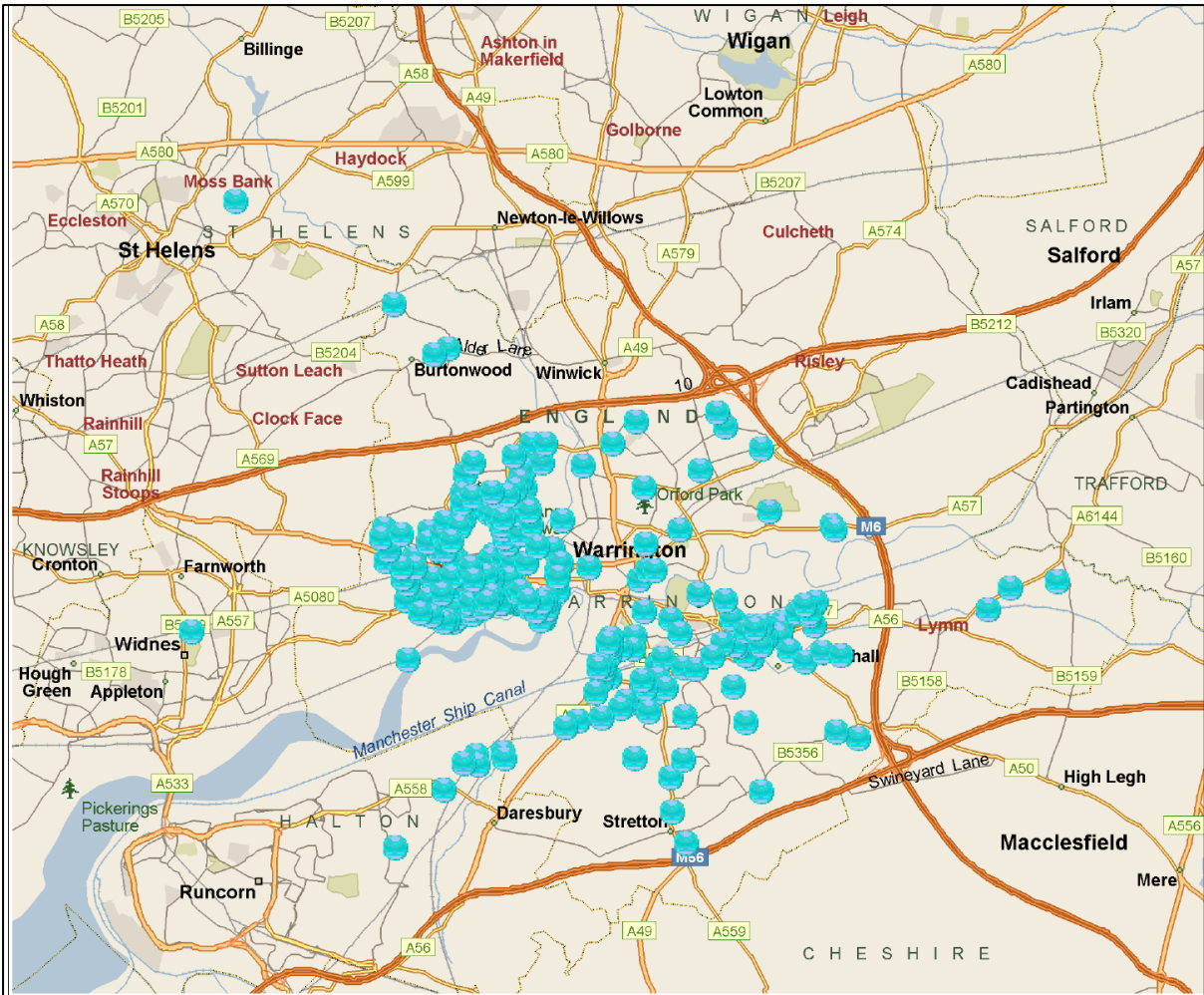
Approximately 83 responses were multiple responses from the same address.

523 full postcodes were received from the 562 responses, which shows the bulk of responses were received from the following areas:

BN24 5 ¹	1
WA1 1	1
WA1 2	3
WA1 3	2
WA1 4	4
WA11 9	1
WA13 9	3
WA2 0	10
WA2 7	1
WA2 8	1
WA2 9	2
WA4 1	8
WA4 2	47
WA4 3	8
WA4 4	4

¹BN24 5 postcode not included in map below

WA4 5	13
WA4 6	96
WA5 0	2
WA5 1	188
WA5 2	46
WA5 3	28
WA5 4	3
WA5 7	2
WA5 8	25
WA5 9	19
WA6 6	1
WA7 1	2
WA7 6	1
WA8 6	1
Grand Total	523



54% of responses (284) were received from WA4 6 and WA5 1 postcode areas. At the First Round of consultation the most responses were received from the WA5 2 postcode.

For this stage of consultation, it was important to receive qualitative feedback on the recommended route in order to inform any later amendments to the scheme (where appropriate). Many similar themes were raised by residents and stakeholders at this stage. A summary of the top three most mentioned comments received is shown in the table below:

Feature/Theme/Comment	Positive	Negative	Neutral
Noise, vibration, air quality, light pollution		<p>141</p> <p>‘It won't ease traffic congestion in the long term and will increase air pollution.’</p> <p>‘Far from alleviating congestion problems in Warrington I think the red route will draw more traffic to Warrington with consequent noise & air pollution and congestion for residents.’</p>	
Impact on community facilities and green spaces e.g. Morley Common, Sankey Valley, Trans Pennine Trail, BMX, Moore Nature Reserve		<p>112</p> <p>‘I am totally distraught at the current proposal to build a high-level bridge and road across Morley Common which will have a devastating impact on our views and quality of life.’</p> <p>‘Concerned with the loss of green space in Sankey Valley.’</p>	

Will invite additional traffic avoiding Mersey Gateway	1 'From my standpoint, the link will reduce my travelling time from Gt Sankey to Runcorn (especially Halton hospital) by bypassing Bridge Foot and it will save me £4 per visit by not using the toll bridge.'	85 'This will cause further problems as people avoiding the Mersey Bridge may use this road.' 'We need something to stop the Widnes bridge toll-avoiding traffic coming through Warrington instead for free.'	8 'Also as many have said, if the Mersey Bridges remain tolled then this bridge HAS to be tolled.' 'Once officially opened, (The Mersey Gateway) and the existing Silver Jubilee Bridge will become tolled. This will leave Warrington as the first (eastbound)/last (westbound) toll-free crossing of the Mersey and Manchester Ship Canal. Until the Runcorn bridges become tolled it is impossible to be sure exactly what effect this might have, but it is inevitable that some motorists will divert through Warrington to avoid paying the toll charges.'
<i>A copy of all written responses is available on request (personal details have been removed)</i>			

Additional themes highlighted in written responses included:

- Impacts on Hood Lane
- Impacts on Cromwell Avenue
- Access to/from Saxon Park
- Most logical/appropriate route choice
- Will worsen traffic congestion
- Highway safety (e.g. children walking to school)
- Impact on residential and commercial properties
- Impact on property prices
- Impact on wildlife
- Won't solve the problem
- Increase in HGV traffic
- Criticism of Council/criticism of consultation process

Comments from stakeholders

Further comments from the Second Round were received from statutory consultees and stakeholders. A summary is provided below:

Feedback from Natural England:

"Natural England would welcome an early opportunity to meet and discuss how we can jointly develop and enhance some of the objectives in the wider plan, and discuss how ecological networks, green infrastructure and net gain, as required by NPPF can best be incorporated into the plan and the Western Link. It would also be beneficial to discuss the evidence that will be needed on which to base an effective Sustainability Appraisal (SA) and Habitats Regulations Assessment (HRA) assessment as the plan progresses."

Feedback from Warrington Nature Conservation Forum:

"We recommend learning lessons from Mersey Gateway project and join up in order not to duplicate effort. We have concerns for the green areas that it will change particularly Sankey Valley Park, Morley Common, the United Utilities tree plantation memorial garden and others. Would welcome the opportunity to monitor water voles. We are concerned about the risk to Moore Nature Reserve. We await details of a more detailed plan and would like to anticipate receiving details of endeavours to protect and managed the rich wildlife that will be found within the ecologists reports and analysis. There are also local wildlife groups, organisations, experienced individuals and ecologists and rangers that WBC can draw from."

Feedback from Highways England:

"The preferred route does not appear to involve any of the network operated and maintained by Highways England. For this reason, I do not believe that Highways England has any reason to protest or be involved with the Western Link Scheme."

Feedback from the Sankey Canal Restoration Society:

"The Sankey Canal Restoration Society fully supports your decision to utilise the red route for the proposed new road. The Society has submitted a written request for a navigable headroom of 2 metres between the water level and the underside of the bridge."

Additional representations

Representations were made by residents and stakeholders at the Second Round by returning questionnaires (online, in the post or at events). Many respondents also chose to re-iterate their thoughts in writing to their Elected Members, Leader of the Council, project team and Council Chief Executive. Additional written comments were included as part of the consultation responses and quantified above. An approximate 17 responses were therefore duplications.

A summary of topics raised during the consultation

The following topics were raised during the recommended route consultation:

- Impacts on Hood Lane
- Impacts on Cromwell Avenue (especially northwards)
- Access to/from Saxon Park
- Effectiveness of the route in delivering the aims of the project
- Impacts on neighbouring residents (e.g. noise, air quality etc.)
- Loss of residential and commercial properties
- Impact on property prices
- Impacts on community facilities (e.g. Morley Common, Sankey Valley Park, Trans Pennine Trail)
- Provision of cycle and footpaths
- Attraction of the route for people trying to avoid the Mersey Gateway toll
- Proposed Local Plan housebuilding will negate the benefits this road could deliver
- This is the most logical route choice
- A new road is much needed
- Will this road be toll-free?
- The road should be dual carriageway
- Revised route means I am no longer considered for CPO, which would have been my preference
- Done deal/always going to be the Red route chosen

Summary of Second Round Recommended Route Consultation

A public consultation exercise has been undertaken in support of this stage of consultation, producing responses from over 500 people. A more tailored approach was taken at this stage, to reach those most interested in, and affected by, the recommended route. We believe this stage of consultation is in line with the requirements of the Council's Statement of Community Involvement as is appropriate for this stage of the project.

Public exhibitions have been well-publicised and well attended. Appropriate materials were made available so those who wished to do so, had the opportunity to provide their feedback in person, by post and via email. Alternate formats such as large-print materials have been provided on request.

The project team have made themselves fully available to all key local stakeholders, residents and local businesses to discuss the plans further. At the Second Round, the details displayed were based on the latest information available to the team. The team were briefed on the key outputs from the design and modelling which were discussed in conversation with attendees when asked. It is intended that the modelling will be published in full with the Business Case.

Further, more detailed conversations have taken place, and continue to take place with residents and businesses directly affected by the recommended route. Land and property-specific requests have been dealt with by the project team in an appropriate manner with those affected. The community consultation has demonstrated a much more focused response from those in closest proximity to the route.



Outline Business Case Executive Summary

18 October 2017

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18 October 2017

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1 Introduction

This document is an executive summary of the developing Outline Business Case (OBC) being prepared for The Western Link Scheme. It has been produced to support the Warrington Borough Council Executive Board Report issued for the Executive Board Meeting on the 13/11/17.

This Executive Summary provides the key messages and themes that will be included in the full OBC to be submitted to Warrington Borough Council on 3/11/17. The content has been split into five sections which match the five cases contained within the full OBC. These are:

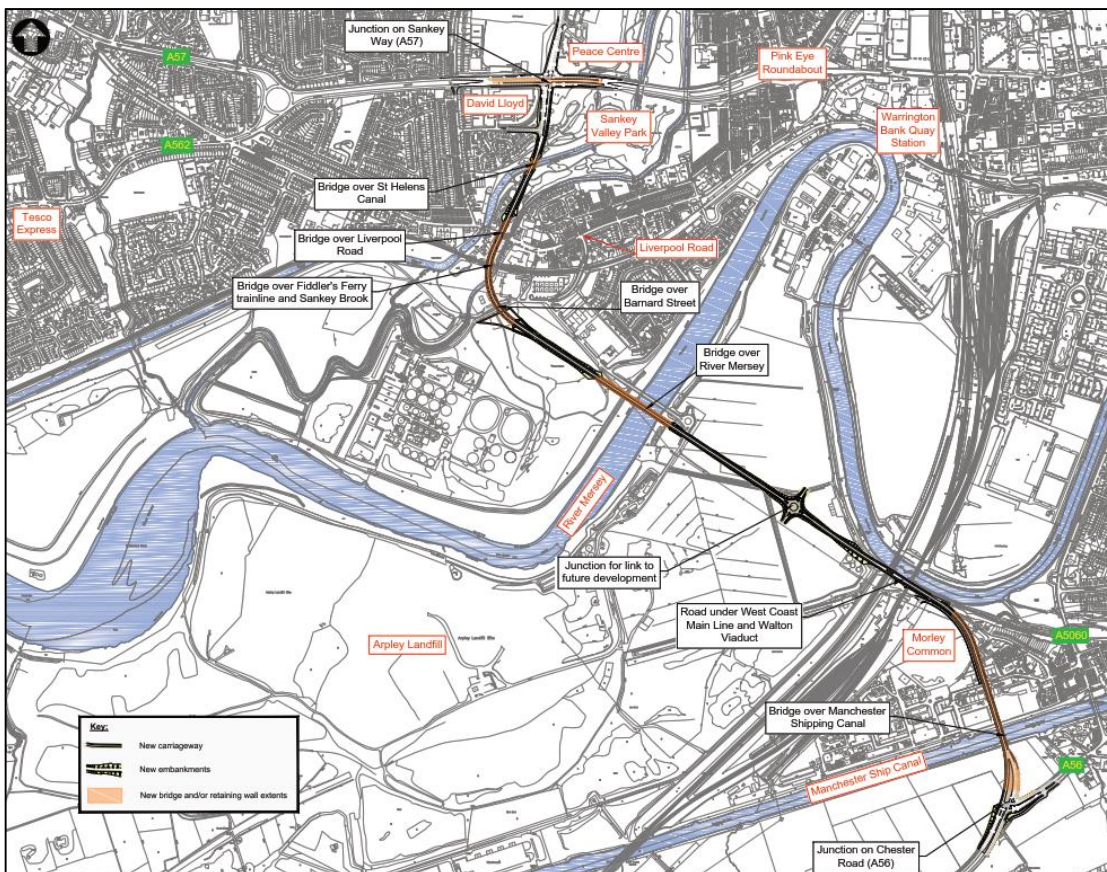
- The Strategic Case;
- The Economic Case;
- The Financial Case;
- The Commercial Case; and
- The Management Case.

2 Strategic Case

Mott MacDonald has been commissioned on behalf of Warrington Borough Council to produce an Outline Business Case (OBC) for the Western Link scheme. The purpose of the Strategic Case within the OBC is to determine whether investment in the Western Link scheme is required now or in the future. The Strategic Case sets out a clear process for establishing the need for intervention in the study area and identifies a preferred option for the Western Link scheme.

The scheme concerns the construction of a single carriage link road in west Warrington, between Chester Rd (A56) to Sankey Way (A57). The preferred option is shown below in Figure 1. Western Link seeks to address a range of transport issues within the town of Warrington including congestion at key junctions and resilience at times of severe network stress. The scheme also has the opportunity to act as a catalyst for development by delivering access to the Warrington Waterfront development and unlocking land immediately south-west of the town centre.

Figure 1: The preferred option for Western Link – Red Route



Source: Mott MacDonald

The Outline Business Case Strategic Case is split into 5 parts as shown in Table 1.

Table 1: Contents of the strategic case

Part	Contents	
A	The Scheme	Part A of the report introduces the Western Link Scheme. It details the schemes development, key project stakeholders and introduces the strategic need for the scheme in the context of local, regional and wider national growth plans.
B	Understanding the problems and issues	Part B presents the second part of this report and details the approach to establishing the problems and opportunities evident in the study area. Eight thematic areas are used to explore and capture a solid evidence base of the current and future issues in Warrington.
C	Objective setting	Part C of the report details the objective setting process for the Western Link scheme. The section considers the previous evidence review in Part B and a review of policy in Part C. In doing so, an identified case for change is set out. The aim and objectives of the Western Link Scheme are then formulated.
D	Scheme development	Part D of this report concerns the development and identification of a preferred option for the Western Link scheme. The scheme development summarises the in depth option appraisal process undertaken in the Options appraisal report found in Appendix.A of the Outline Business Case.
E	The Preferred scheme	Part E presents the fifth and final part of this report and notes the description of the preferred scheme and investment needed to realise the ambition of Western Link. The benefits of the scheme are identified and the means to deliver Western Link.

2.1 Part A: The scheme

Part A introduces the Western Link Scheme, its development, key project stakeholders and provides a summary of the strategic need for the scheme. The traffic problems evident in Warrington and the towns development ambitions have led to the proposal of the Western Link Scheme.

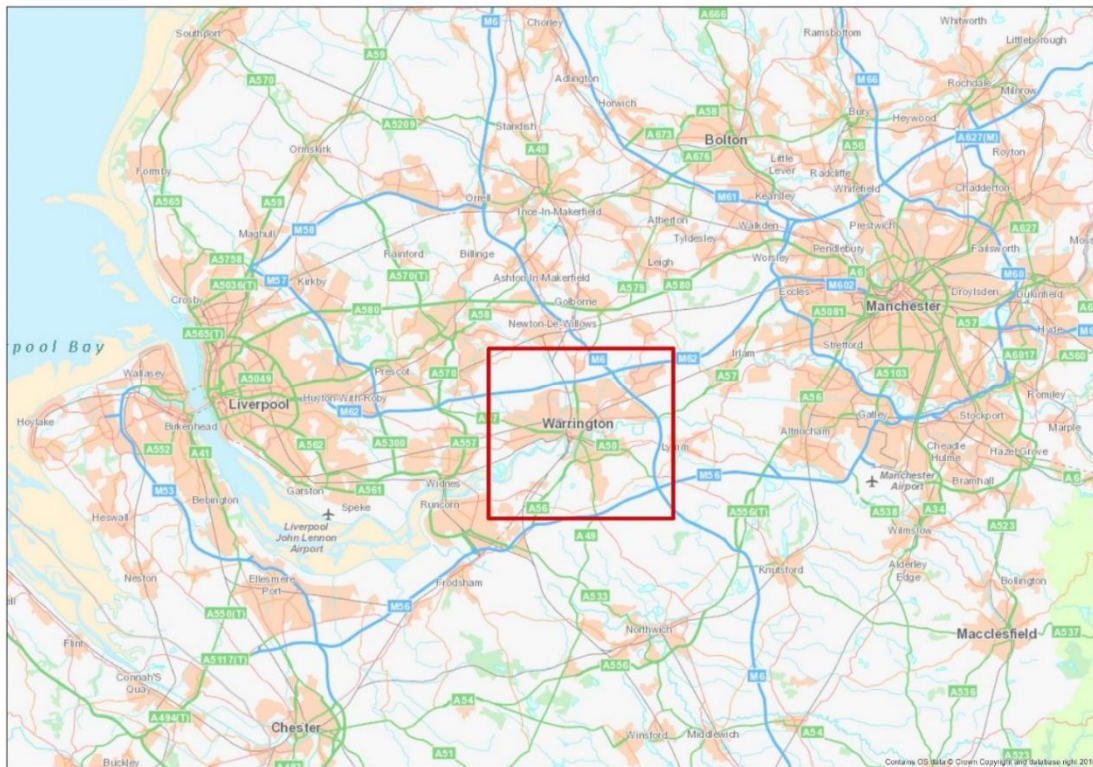
Scheme background

Warrington is a large town situated in North West England, it lies between two large northern cities; Manchester, found 20miles to the east, and Liverpool 20miles to the west (Figure 2). The River Mersey and Manchester ship canal pass through the town. These waterways are a defining feature of the towns character.

There are limited crossing points for both waterways and they provide challenges for north-south highways movements across the town. As a result, Warrington town centre has become subject to chronic traffic congestion, queues, delays and vehicular pollution. There is a serious risk that network resilience could decrease and further network degradation could occur.

In tandem to the town's traffic problems, Warrington seeks to build its growing economy and regenerate key parts of the town. Included in the town's 'New City' growth ambitions, is a high-quality mixed used development proposed directly west of the town centre – the Warrington Waterfront development. The development presents the opportunity to revitalise the town's riverside economy by delivering new housing, office and recreational space. However, the development hinges on highways access being improved. Without doing so, the development cannot be brought forward.

Therefore, the town's serious congestion issues and faltering network resilience, in tandem with the town's growth ambitions, has prompted Warrington Borough Council to explore options into the development of a crossing point to the west of the town. The route also seeks to facilitate access to the Warrington Waterfront development area. This has formed the origins of the Western Link scheme.

Figure 2: The location of Warrington

Source: OS maps

Warrington's aspirations for growth

Warrington sits within a number of growth corridors in the UK: The Northern Powerhouse (NPH); the Atlantic Gateway; the M6 Growth corridor; HS2; and two international airports. The town has strong ambitions to regenerate Warrington into a New City. Western Link can directly help Warrington meet its aspirations for growth by:

- Enhancing Warrington's access to a range of local, regional and international markets. This includes nationally significant industry in Warrington associated with nuclear, science & research and freight activities that take place in north-west and south-west Warrington;
- Western link can deliver highways access to the Warrington Waterfront development. This could help release crucial land for housing catering for 5,000 residential units, 110Ha of commercial floor space, recreational space and the Port Warrington development;
- Support access to future HS2 and HS3 rail services at Warrington Bank Quay;
- Enhance connection to the strategic network and onward connection to Manchester and Liverpool international airports;
- Improve highways network resilience, reduce town centre congestion and overall increase in the efficiency of Warrington's transport network; and
- Help cut transport emissions in the town centre and aid a refreshment of town centre air quality.

2.2 Part B: Understanding the problems and opportunities

Part B presents the second part of the Strategic Case and details the approach to establishing the problems and opportunities evident in the study area. This forms a crucial stage of the OBC and enables the process of evidence based objective setting for the Western Link scheme.

Eight themes were identified as a basis for undertaking a review of evidence to establish key problems and opportunities for Warrington that transport investment may either alleviate or support, these are noted below.

- Socio-economic issues
- Economy & Business
- Highways network & traffic
- Wider transport provision
- Why people travel
- Land use and development
- Housing
- Environment

The key problems and opportunities identified in the evidence review have been summarised below in Table 2.

Table 2: Key problems and opportunities identified in the evidence review

Problem	Opportunity
<ul style="list-style-type: none"> ● Warrington's population is estimated to grow to 213,000 in size by 2020. ● There will be greater commuter flows associated with employment sites in the AG, M6 growth corridor, Sci Tech Daresbury, Birchwood, and mega sites. 	<ul style="list-style-type: none"> ● A growing Warrington population has the potential to bring greater purchasing power and boost the local economy. ● New employment sites in the Atlantic Gateway, M6 growth corridor, Sci Tech Daresbury, Birchwood, and Omega sites can provide a range of highly skilled jobs for Warrington residents.
<ul style="list-style-type: none"> ● Warrington has a lower GVA per filled job when compared to Cheshire East, Cheshire West and Chester. 	<ul style="list-style-type: none"> ● Key economic and business indicators show a strong outlook for Warrington which is above the levels for the North West and Great Britain.
<ul style="list-style-type: none"> ● Warrington's strategic network endures large flows of vehicles each day, with AADF totals over 20,000 a day. ● Evidence from travel time surveys indicates that there are congestion issues in the town centre; including Brian Bevan Island, Bridgefoot Gyrotory, Cockhedge Green and Wilson Patten Street. ● Warrington town centre is a significant 'hotspot' for road traffic accidents. ● Swing bridge movements cause severe delays for traffic entering and egressing from the town centre. 	<ul style="list-style-type: none"> ● Constructing Western Link will allow traffic travelling between the south and west to bypass the town centre and reduce traffic flows on some of the more heavily utilised urban routes. The delays at the pinch points could also be mitigated. ● Port of Warrington could bring extra freight services to Warrington and enable more efficient transport of goods in and around the Local Authority. ● Providing another crossing point across the Manchester Ship Canal could help strengthen network resilience.
<ul style="list-style-type: none"> ● On average, Warrington has fewer adults who cycle on a monthly, weekly and daily basis compared with the North West and national average. 	<ul style="list-style-type: none"> ● Western Link has the opportunity to incorporate a segregated cycle path alongside the link road.
<ul style="list-style-type: none"> ● The majority of commuter trips into Warrington and out of Warrington are made by car, making up between 65-90% of modal split. 	<ul style="list-style-type: none"> ● Where distances are appropriate in length and suitable infrastructure is present, active travel should be encouraged to embed the mode as a regular commuter mode within Warrington.
<ul style="list-style-type: none"> ● Warrington Waterfront has the potential to add great value to Warrington's local economy. However, at the existing development site there is a lack of suitable transport infrastructure to facilitate access to the development. 	<ul style="list-style-type: none"> ● The Western Link could provide the necessary access to deliver the Warrington Waterfront development.
<ul style="list-style-type: none"> ● The need to deliver a significant number of homes per year is clear through both WBC draft 2017 local plan and the future need identified in the research by Micklemore on the future housing need. 	<ul style="list-style-type: none"> ● Any significant contribution to the current and future housing need across Warrington could, according to the projections of future housing need, actively support the continued economic growth of Warrington.
<ul style="list-style-type: none"> ● Emissions of harmful pollutants such as NO2 are in exceedance of national and EU targets in central Warrington. 	<ul style="list-style-type: none"> ● A new link route that takes through traffic out of the town centre could help to reduce emissions in the town centre.

Source: Mott MacDonald

In light of the evidence review above, the need for intervention in Warrington was established. This is summarised below:

Issues impacting growth and development	Opportunities for growth	Addressing the issues
<ul style="list-style-type: none"> ● Population growth. ● Increase in demand for housing and employment land. ● Congestion and air quality issues in the town centre. ● Lack of crossing points of waterways in and around Warrington. ● Additional traffic growth from residential and employment sites. ● Worsening highways network resilience. 	<ul style="list-style-type: none"> ● Position in the Northern Powerhouse. ● Proximity to key growth corridors: the Atlantic Gateway; M6 Growth Corridor; HS2; and international airports. ● The transformation and revitalisation of Warrington town centre. ● Delivering highways access to development land in south-west Warrington associated with Warrington Waterfront. ● Warrington's growing economy. 	<ul style="list-style-type: none"> ● The south west of Warrington is a prime location for delivering a parallel strategy for transport and development. ● Delivering town connectivity improvements and the Warrington waterfront development hinges on the construction of Western Link. ● Alleviating congestion at key network pinch points enhancing strategic connectivity between north and south Warrington. ● Address potential barriers to growth such as congestion and accessibility.

2.3 Part C: Objective setting

Part C of the Strategic Case details the objective setting process for the Western Link scheme. The scheme aim and objectives are set out below. The aim of Western Link is to:

Relieve congestion and delays in Warrington town centre and at major pinch points, whilst adding additional route choice across Warrington and unlocking development land for Warrington Waters and making Warrington a better place to live, work and visit.

The objectives of the Western Link scheme are to:

1. Relieve congestion and improve air quality in Warrington Town centre

- Reduce volumes of through traffic passing through the town centre.
- Free up town centre capacity for bus, public realm and active travel improvements.
- Relieve severe pinch points on the network, including Bridgefoot Gyratory and Brian Bevan Roundabout.
- Contribute to improved air quality in the Warrington Town centre Air Quality Management Area.

2. Improve connectivity between North and South Warrington

- Improve local connectivity, by delivering additional route choice and reducing the 'barrier effect' caused by the River Mersey, Manchester Ship Canal and railway lines.
- Improve strategic connectivity, by making Warrington more resilient in case of incidents on the 'Motorway Box'.

3. Unlock key development land to support the growth aspirations of 'Warrington Means Business' and the Warrington Local Plan

- Deliver access to the next phase of the Warrington Waterfront Masterplan.
- Deliver improved access to Port Warrington.
- Deliver access and capacity to support new housing developments.
- Deliver access and capacity to support the development of employment land.

4. Support the continued growth of Warrington's economy within the Northern Powerhouse

- Deliver journey time savings for commuters travelling into, out of and within Warrington.
- Provide better access to growing employment sites in and around Warrington, including Omega, Lingley Mere, Sci-Tech Daresbury, Warrington town centre and Birchwood.

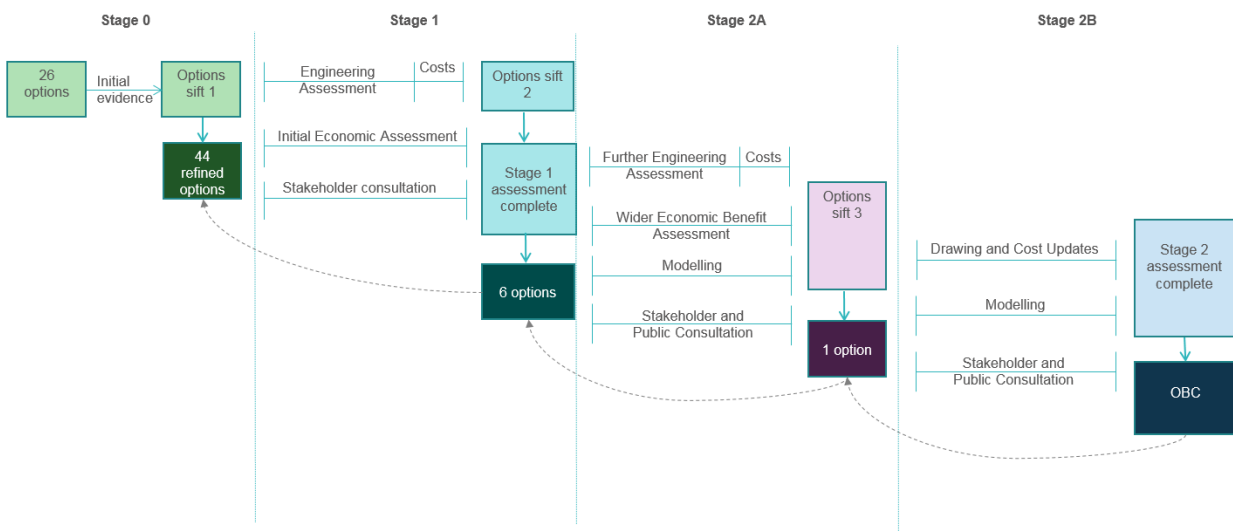
5. Make Warrington a more attractive place to live

- Provide access to new green and recreational space between the River Mersey and the Manchester Ship Canal
- Support the implementation of new public transport and active travel routes associated with the Warrington Waterfront development
- Support the Warrington Health and Wellbeing Strategy’s vision to work together for stronger neighbourhoods, healthier people, a vibrant and resilient economy and greater equality across all our communities.

2.4 Part D: Scheme development

Part D of the Strategic Case concerns the development and identification of a preferred option for the Western Link scheme. A wide range of options went through a rigorous and systematic appraisal process to identify a preferred option for the scheme (Figure 3). This options development and appraisal process is documented fully in the options appraisal report (OAR) which is found in Appendix.A of the Outline Business Case.

Figure 3: Four stage options appraisal process



Source: Mott MacDonald

At each of these 4 assessment stages, options were sifted out, so the number of options under consideration became progressively smaller. Conversely, the information used to drive the assessment of the options became progressively more detailed at each stage. A summary of the 4-stage assessment process is given below.

2.4.1 Stage 0

Stage 0 represented options development, the first options assessment and initial sift. The purpose of this initial sift was not to immediately identify a preferred option, but to narrow the ‘pool’ of options down to a more manageable number by identifying any significant issues which are likely to prevent an option progressing at a subsequent stage in the process. Options that clearly failed to address the scheme objectives, or any options that were unlikely to be deliverable in technical, financial, or public acceptability terms were discounted at this stage.

Stage 0 assessment was undertaken using Mott MacDonald's decisions support toolkit developed in house called Investment Sifting and Evaluation Tool (INSET). 26 options were presented for sifting at Stage 0. These consisted of 16 highways corridor based options and 10 non-corridor options. Through Stage 0 INSET options assessment, 10 better performing highways corridor options and 3 better non-corridor options passed through to Stage 1 assessment.

2.4.2 Stage 1

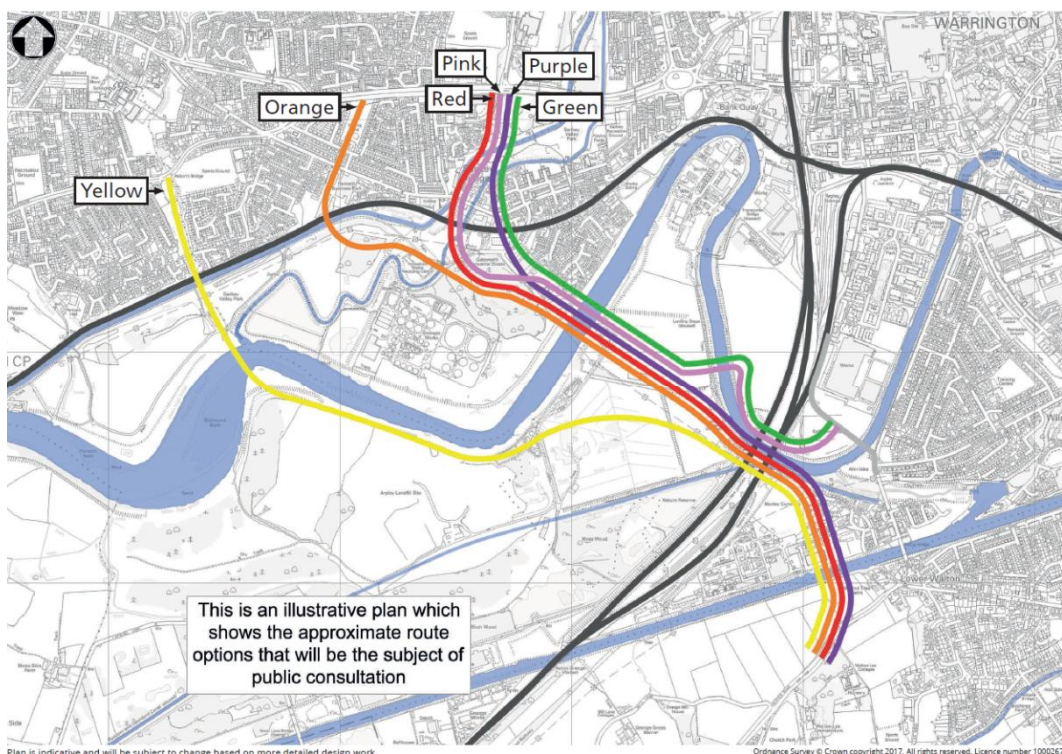
The Stage 0 sift resulted in a refined long list of 13 options. At Stage 1, this refined long list of options were then developed further to provide enhanced detail to enable a more in-depth second sift at Stage 1. 41 specific highways route options were developed from the 10 corridor base options. The 3 better non-corridor options were also presented for Stage 1 options appraisal.

The Stage 1 sifting included the findings of engineering assessments, costs, initial stakeholder feedback and a high-level analysis of wider economic benefits. At this stage, the information was based on a wider set of assessment criteria and a broader panel of expertise than at Stage 0. A refined application of INSET was applied to the Stage 1 sift. Six best performing highways options were identified and were selected for further appraisal at Stage 2A.

2.4.3 Stage 2A

In Stage 2A, a detailed assessment of the 6 shortlisted options was completed. The 6 options were developed further and henceforth referred to by their colour name, the 6 routes are shown below in Figure 4.

Figure 4: Shortlisted options from Stage 1 INSET appraisal



Source: Warrington Borough Council & Mott MacDonald

The purpose of Stage 2A assessment was to identify a preferred option for the scheme. For this reason, the assessment at Stage 2A was significantly more quantitative in nature than the assessment at Stage 1. Key elements of new evidence introduced at Stage 2A are listed below:

- Cost-benefit analysis of the shortlisted options, following WebTAG Unit A1 and using the 2016 Warrington Multi-Modal Transport Model (highways element only) and TUBA;
- Initial analysis of wider economic impact (jobs and GVA) using Mott MacDonald's Transparent Economic Assessment Model (TEAM), Mott MacDonald's in-house economic model which has been designed in line with HM Treasury Green Book and HCA Additionality Guide principles;
- Detailed costings;
- Strategic highways modelling using SATURN and Warrington Western Link Road Model;
- Junction modelling in LinSIG and ARCADY to test the effects of junction designs on traffic flows;
- More detailed environmental analysis;
- An assessment of land take requirements; and
- Public consultation over the shortlisted options.

Through Stage 2A INSET and economic analysis, the options appraisal process identified the preferred option for the scheme to be the Red Route.

2.4.4 Stage 2B

Finally, in Stage 2B, the most detailed elements of evidence were analysed, and these were used to re-confirm the selection of the Red Route, and to refine the design of this option as necessary. Compared to Stage 2A, additional assessment in Stage 2B includes:

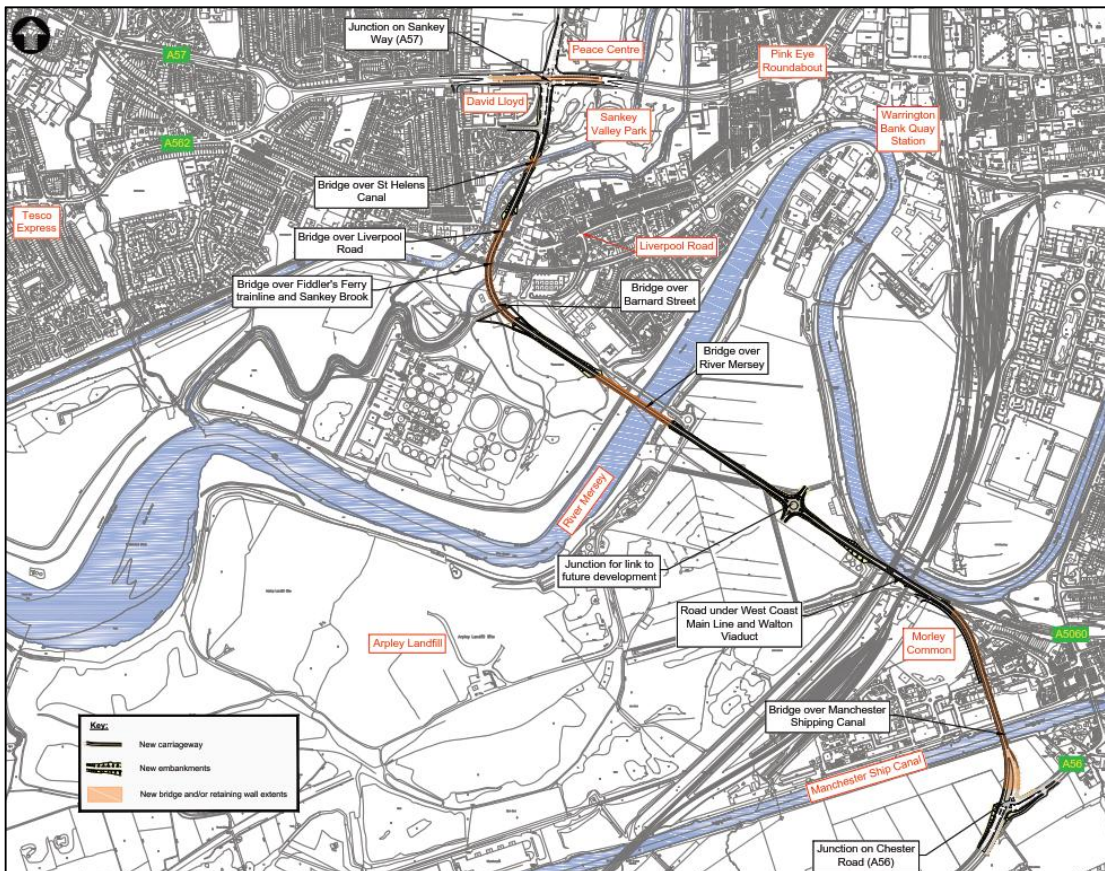
- Cost-benefit analysis using the full multi-modal version of WMMTM 2016, TUBA, WITA and COBALT;
- Final engineering assessments for the preferred option;
- Full Social and Distributional Impact Appraisal;
- Other key evidence prepared for Stage 2A is updated as necessary to re-confirm and refine the preferred option in Stage 2B; and
- Three comparative tests of the preferred option.

2.5 Part E: The preferred scheme

Part E presents the fifth and final part of the Strategic Case and notes the description of the preferred scheme and investment needed to realise our ambition. The Red Route was identified as the preferred option for the Western Link scheme in Part D Scheme development. The outline of the Route is set out below alongside its description (Figure 5).

This option starts on Sankey Way (A57) at the junction with Cromwell Avenue. The route travels south through Sankey Valley Park, crossing over St Helens Canal. The route continues south over Old Liverpool Road, Fiddlers Ferry Line and Sankey Brook keeping to the west of the electrical grid site. It proceeds south-east parallel to Forrest Way and then crosses the River Mersey. The route continues south-east through Arpley Meadows and crosses underneath the West Coast Main Line and Walton Viaduct. It then proceeds south along the eastern edge of Morley Common, crosses the Manchester Ship Canal, then connects to Chester Road (A56). The length of the route is 3167 metres.

Figure 5: The preferred option for Western Link



Source: Mott MacDonald

2.5.1 Scheme impacts and benefits

Overall, the preferred route proposed for Western link is forecast to deliver a present value of main transport economic benefits (PVB) of £385.7 m over a standard appraisal period of 60 years. When the PVB is taken together with the present value of scheme costs (PVC) of £216.3m the initial BCR is calculated as 1.78. According to Department for Transport guidance, the BCR of 1.78 represents Medium Value for Money.

Additional benefits of the scheme were calculated. These relate to transport reliability benefit and wider impacts. In consideration of the wider economic benefits, a modified BCR is more indicative of the quantifiable economic benefits that Western Link could deliver. Therefore, the BCR is calculated as **2.07** and represents a **High value for money**.

Further to the monetised benefits, Western Link is expected to deliver a wide range of impacts that could benefit Warrington residents, its workforce, business and visitors. These are summarised in Table 3.

Table 3: Summary of benefits associated with Western Link

Objective	Benefits associated with western link
1	<ul style="list-style-type: none"> • Reduced traffic entering the town centre to access northern and southern sites within Warrington. • Less congestion in central Warrington. • Reduction in vehicular greenhouse gas emissions in the town centre. • Reduced congestion across the wider highways network.
2	<ul style="list-style-type: none"> • Reduced impact of Manchester ship canal bridge swings on traffic flows across Warrington. • Extra route choice and highways resilience associated with another crossing of the Manchester Ship canal. • The journey time reliability benefits have been calculated to deliver an additional £19.7m. This will help maintain and preserve network performance with Warrington's growth ambitions.
3	<ul style="list-style-type: none"> • Deliver access to the Waterfront development and help revitalise Warrington's riverside environment into an exciting destination for new residential housing, employment and recreational space. • Deliver access to the Port of Warrington intra-modal freight facility. • The Link road could help unlock housing and employment sites in south-west Warrington, associated with the Warrington 2017 draft local plan.
4	<ul style="list-style-type: none"> • The link road has the potential to unlock employment and residential sites (identified in Warrington's 2017 draft local plan) in south-west Warrington, It has the potential to contribute to: <ul style="list-style-type: none"> – 367 net additional jobs and £16.1 of net additional GVA per annum; and – Bring forward 863 dwellings. The construction of the dwellings has the potential to generate a temporary economic impact of 105 construction jobs and £4.4m of GVA per annum during the construction period. • The tax impact of developing these sites to Warrington Brough Council is: <ul style="list-style-type: none"> – An additional £2m in business rates per annum; and – Approximately £1,000,000 in additional council tax each year. • The total value of this intervention in GVA, modelled over 30 years, in 2010 prices, discounted to 2010, is an NPV of £137.63m.
5	<ul style="list-style-type: none"> • Improved accessibility to homes, jobs and leisure sites on Old Liverpool Rd, A56, Daresbury and onto the M56. • Helping to bring forward the redevelopment of leisure parkland at Arpley Landfill. • Reduced vehicles travelling entering the town centre and reduction in vehicle greenhouse gas emissions. • Helping to raise active travel in Warrington through the addition of a cycle lane alongside western link.

Source: Mott MacDonald

2.5.2 Summary

To conclude, the Strategic Case sets out the strategic need for the Western Link scheme. Through a structured and rigorous options appraisal process, the preferred option for the Western Link scheme was identified to be the Red Route, a link road connecting north-west and south-west Warrington.

The Western Link scheme was calculated to give a BCR of 2.07 and displays High Value for Money. Through a suite of transport modelling and appraisal techniques, the new link road was found to deliver multiple benefits for Warrington, its population, businesses and workforce. The Red Route was successful in providing additional route choice, reducing town centre congestion and vehicular GHG emissions, unlocking key development land and increasing network reliability.

Western Link therefore presents a valuable and essential scheme in addressing Warrington's traffic problems, furthering the towns growth ambitions and adding to Warrington's reputation as quality place to live and work in the North West.

3 Economic Case

The economic appraisal of the Warrington Western Link (WWL) has been carried out in line with Department for Transport guidance included in WebTAG. The economic appraisal assesses the key benefits and impacts of the scheme: weighing the benefits against the costs to indicate whether it is Value for Money (VfM). A wide spectrum of impacts is considered in a detailed appraisal, including various impacts on the economy, the environment and social welfare. The following impacts have been assessed for the Warrington Western Link scheme:

- Traveller benefits in terms of time, vehicle operating costs and tolls;
- Traveller benefits associated with delay at Manchester Ship Canal swing bridge;
- Safety benefits in terms of accident savings;
- The benefits of “unlocking” development land that is currently inaccessible;
- Changes in noise, air quality and greenhouse gases;
- Journey time reliability benefits;
- The wider impacts to the economy of improving the transport network; and
- The costs required to deliver the scheme.

3.1 Methodology

The Warrington Multi Modal Transport Model (WMMTM) has been used to assess the WWL. The WMMTM provides traffic forecasts and changes in network performance to allow the assessment of the above impacts to be quantified and monetised.

The WMMTM includes three elements: a highway traffic model; a public transport model; and a variable demand model. The local highway SATURN model provides a detailed representation of the highway network in Warrington and the surrounding strategic highway network. The highway reflects changes in delay at junctions and on links and the impacts these delays have on routing through the network. It has been calibrated and validated to a 2016 base year level in accordance with the Department for Transport’s Transport Analysis Guidance (TAG). The public transport model includes the bus and rail network for the same geographical area.

The variable demand model reflects the impacts of changes in transport costs in the future on travel. This includes trip frequency, i.e. how often people travel, modal split i.e. the choice between public transport and car, and destination choice - where people chose to travel to. It takes information from the highway and public transport model. The whole modelling framework has been calibrated and validated to a 2016 base year level in accordance with TAG to reflect observed travel behaviour.

Future year networks and trip matrices have been developed for two forecast years, 2026, representative of a scheme opening year, and 2036 which aligns with the local plan horizon year. Forecasts have included future year transport schemes and land-use proposals that are listed in the development uncertainty log. Only those transport schemes and developments that are likely to happen, identified as “more than likely” according to TAG, have been included.

The transport economic appraisal has been undertaken using the TUBA program (Transport Users Benefit Appraisal) together with trip and cost matrices from the transport model.

The traffic model and TUBA has been used to assess the delay associated with the opening of the swing bridges on the Manchester Ship Canal and the reduction in delay that would occur

with the WWL in place. This assessment is based on the length of time the swing bridges are open and the frequency of openings per annum.

3.2 Safety benefits

Safety benefits in terms of cost of accident savings have been calculated using the DfT's software COBALT. This program utilises modelled traffic flows with and without the scheme and information on road standards and junction types.

The impact of unlocking development sites which currently have no transport accessibility have been assessed in line with TAG guidance. This relates to development land at Arpley Meadows that would be unlocked by the WWL. This assessment accounts for the increase in the value of the land unlocked by the scheme and the marginal change in costs that traffic relating to the development would impose on other traffic.

3.3 Environmental impacts

The noise and air quality appraisal has been undertaken in accordance with TAG using outputs from the traffic model. The greenhouse gases appraisal has been undertaken using outputs from TUBA.

3.4 Transport economic appraisal

The calculation of the BCR value is given in Table 4. This assessment includes:

- Traveller benefits in terms of time, vehicle operating costs and tolls;
- Traveller benefits associated with delay at Manchester Ship Canal swing bridge;
- Safety benefits in terms of accident savings;
- The benefits of "unlocking" development land that is currently inaccessible; and
- Changes in noise, air quality and greenhouse gases.

The cost of the proposed WWL scheme is estimated to be £245.66m, excluding optimism bias (2017 prices). The total cost of the scheme with inclusion of optimism bias (uplift of 15%), is estimated to be £282.51m (2017 factor prices).

The monetised economic benefits (based on transport modelling outcomes) show that the scheme produces an initial Benefit to Cost Ratio (BCR) of 1.78 from Present Value of Benefits of £386m (2010 prices, discounted to 2010) and a cost to public accounts of £216m (2010 prices, discounted to 2010). According to DfT guidance and criteria the BCR of 1.78 yields Medium Value for Money.

Table 4: Standard Benefit to Cost Appraisal Summary (£000s, 2010 prices)

Appraisal Benefit	£000s
Transport User Benefits	£375,762
Swing bridge delay	£24,220
Greenhouse Gases	£4,295
Air Quality	£217
Noise	-£19,062
Accidents	£278
Present Value of Benefits (PVB)	£385,710
Present Value of Costs (PVC)	£216,393
Net Present Value (NPV)	£169,317

Appraisal Benefit	£000s
Benefit to Cost Ratio (BCR)	1.78

Source: Mott MacDonald

All entries are present values discounted to 2010, in 2010 prices.

3.5 Wider Economic benefits

Additional benefits of the scheme have been calculated. These relate to transport reliability benefit and wider impacts. These benefits are included in an adjusted economic assessment as the realisation of these benefits is less certain.

Journey time reliability has been assessed using a methodology based on guidelines set out in TAG for urban roads.

Wider impacts is the term given to some of the other economic impacts of transport that are additional to transport user benefits. These include agglomeration, output change in imperfectly competitive markets and tax revenues arising from labour market impacts. Wider impacts have been assessed using the DfT WITA program.

The adjusted BCR considering reliability and wider impacts is shown in Table 5. This shows that the scheme produces an adjusted BCR of 2.07 from Present Value of Benefits of £447m (2010 prices, discounted to 2010). According to DfT guidance and criteria the BCR of 2.07 reflects High Value for Money.

Table 5: Adjusted Benefit to Cost Appraisal Summary (£000s, 2010 prices)

Appraisal Benefit	£000s
Transport User Benefits	£375,762
Swing bridge delay	£24,220
Greenhouse Gases	£4,295
Air Quality	£217
Noise	-£19,062
Accidents	£278
Wider Impacts	£41,776
Reliability	£19,705
Present Value of Benefits (PVB)	£447,191
Present Value of Costs (PVC)	£216,393
Net Present Value (NPV)	£230,798
Benefit to Cost Ratio (BCR)	2.07

Source: Mott MacDonald

All entries are present values discounted to 2010, in 2010 prices.

4 Financial Case

4.1 Cost Breakdown

The overall total scheme cost is £254.813m, which comprises £212.75m in capital costs, including land and inflation and £42.070 in maintenance, over a 60-year period. The potential annual maintenance costs for the proposed scheme will vary year-on-year depending on the level of maintenance that is required, however, estimates of yearly maintenance costs have been calculated as £0.225m per year. Larger maintenance funding allocations are required at future intervals. Table 6 shows a breakdown of the key cost components on a per annum basis.

The scheme costs are wholly based on the assumptions that the construction of the Western Link scheme will begin in 2020 and subsequently see full scheme completion in 2023. Official opening of the highway scheme is expected in the same year as completion.

Table 6: Base costs breakdown excluding maintenance.

Cost Item	Summary	2017	2018	2019	2020	2021	2022	2023
Preparation costs	£ 4.000	£ 1.334	£ 1.333	£ 1.333	£ -	£ -	£ -	£ -
Design & pre-construction	£ 9.263	£ -	£ 3.088	£ 3.088	£ 3.088	£ -	£ -	£ -
Construction - Highways	£ 49.832	£ -	£ -	£ -	£ 12.458	£ 12.458	£ 12.458	£ 12.458
Construction - Structures	£ 43.248	£ -	£ -	£ -	£ 10.812	£ 10.812	£ 10.812	£ 10.812
Construction - Staff	£ 9.838	£ -	£ -	£ -	£ 2.460	£ 2.460	£ 2.460	£ 2.460
Utilities	£ 13.245	£ -	£ -	£ 6.623	£ 6.623	£ -	£ -	£ -
Inflation	£ 24.613	£ -	£ 0.106	£ 0.854	£ 4.897	£ 4.863	£ 6.252	£ 7.642
Land	£ 21.200	£ -	£ 4.000	£ 7.000	£ 10.200	£ -	£ -	£ -
Corporate and project management	£ 4.000	£ 0.500	£ 0.750	£ 1.000	£ 1.000	£ 0.250	£ 0.250	£ 0.250
WBC Network Offsite Reinforcement	£ 5.000	£ -	£ -	£ -	£ -	£ 5.000	£ -	£ -
NWR Costs	£ 0.883	£ -	£ 0.200	£ 0.161	£ 0.161	£ 0.161	£ 0.161	£ 0.040
Sub-total	£ 185.122	£ 1.834	£ 9.476	£ 20.058	£ 51.697	£ 36.003	£ 32.392	£ 33.661
QRA	£ 27.621	£ -	£ -	£ 5.524	£ 5.524	£ 5.524	£ 5.524	£ 5.524
Total cost £Ms	£ 212.743	£ 1.834	£ 9.476	£ 25.582	£ 57.222	£ 41.528	£ 37.916	£ 39.185

Source: Balfour Beatty

4.2 Funding requirements

The proposed funding profile is based on a funding bid from the DfT of 67% of the scheme costs, totalling £142.5m with WBC is proposing to meet the remaining 33% of the scheme costs of £70.2m on the condition of successfully achieving DfT funding. A breakdown of required funding is shown in Table 7.

Table 7: Annual funding requirements.

Funding source	2018	2019	2020	2021	2022	2023	Total
Local Major Scheme fund (67%)	£14.16	£15.54	£35.66	£23.68	£26.29	£27.22	£142.54
Local contribution (33%)	£6.97	£7.66	£17.56	£11.66	£12.95	£13.41	£70.21
Total	£21.13	£23.2	£53.22	£35.34	£39.24	£40.63	£212.75

Source: Warrington Borough Council

5 Commercial Case

5.1 Procurement strategy

To date, through RIBA stages 0-2 and the development of this OBC the scheme has primarily used 2 existing contracts:

- SCAPE national Civil Engineering and Infrastructure Framework 2015 to engage Balfour Beatty for early contractor involvement; and
- Transportation and Public Realm Consultancy Services Framework 2013 to engage consultancy support for options design and development and preparation of this OBC.

As the scheme moves forward into RIBA stages 3, 4 and 5 a Design and Build procurement approach was selected as it allows the scheme programme to progress without delay. It also achieves an appropriate balance of design progression to allow consistent tendering whilst allowing contractor input to design before final contract award.

5.2 Contractor procurement

The preferred contractor procurement option taken forward for stages 4 & 5 of the Western Link Scheme is to undertake a competitive dialogue OJEU tendering process. This process is intended to identify the solutions most likely to meet client needs and allows the client flexibility in progressively reducing the number of bidders through the process.

It is likely an NEC4 option C contract would be used to secure the services of the preferred contractors this type of contract.

5.3 Consultant procurement method

The preferred options taken forward for delivery of stage 3 are use of a consultancy framework and early contractor involvement through SCAPE. These allow the possibility of maintaining the team used to deliver stage 0-2, ensuring that project knowledge is maintained.

Table 8 summarises proposed contract types to be used at each stage, plus an estimate of the length of time of each contract.

Table 8: Proposed sources for use on Western Link

Contract Type	Stage	Length
SCAPE national Civil Engineering and Infrastructure Framework 2015	Stages 3 Early Contractor Involvement	12 months
Transportation and Public Realm Consultancy Services Framework 2013	Stage 3 Design Consultant	12 months
		However, the contract is due to be re-tendered in early 2018. Will be replaced with TPRS 2018-2022.
Competitive Dialogue Process, OJEU, Public Contracts Regulations (NEC3 Option C)	Stage 4 and 5 onward Design and Build Contractor	4 years

Source: Warrington Borough Council

6 Management Case

6.1 Proven delivery experience

Warrington Borough Council (WBC) has a history of successful delivery of projects of a similar scope and scale ranging in value from £2.4m-£101m and include corridor and junction based highway improvements as well as entirely new link roads, namely;

- Warrington East Transport Strategy Phase 1: Birchwood Pinch Point;
- A49 Winwick Road / A50 Long Lane junction improvement scheme;
- Skyline Drive;
- Centre Park Link; and
- Time Square.

Together they demonstrate a successful history of highways schemes that have been delivered on time, to budget and have helped further the attraction of working and living in Warrington, which substantially aligns with the objectives of the Western Link scheme.

6.2 Project and programme dependencies

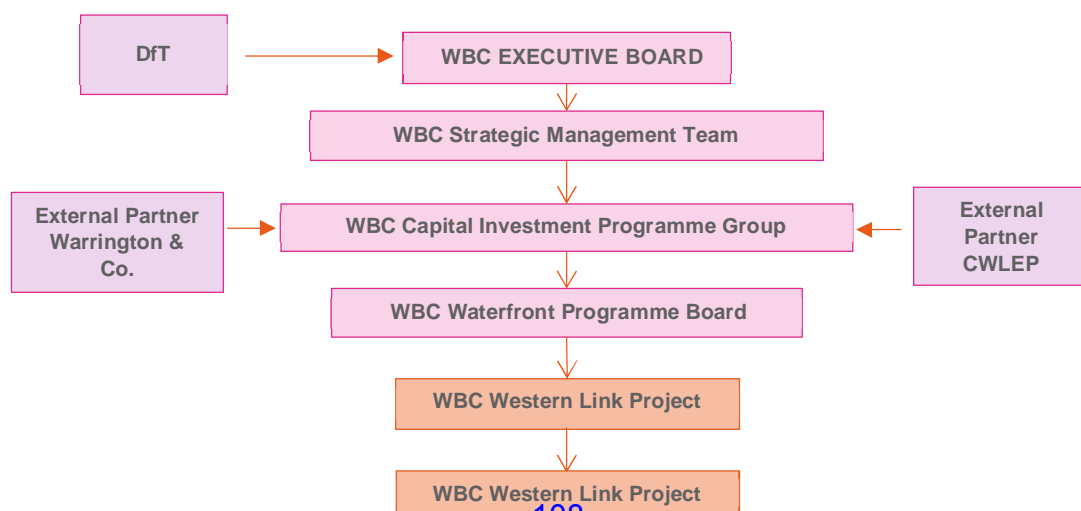
Key project dependencies include.

- DfT approval of Western Link Scheme OBC.
- Approval by the Council executive board to CPO and SUO.
- Planning permission granted for the construction of the scheme.
- Inspector and Secretary of State finding in favour of the scheme should a Public Inquiry be held.
- Agreement of bridging rights over River Mersey and Manchester Ship Canal.
- DfT approval of the Western Link FBC.
- Procurement of a suitable D&B Contractor.
- Successful application for works to be carried out in common land (Morley Common).
- Agreement of statutory approvals with Network Rail, the Environment Agency and natural England.
- Agreeing of works to be carried out in land not subject to CPO (i.e. crown land).

6.3 Strategic and operational governance

WBC are scheme promotor and delivery agent for Western Link; the overall project governance structure is shown in Figure 6.

Figure 6: Strategic governance structure



The WBC Project Executive, in accordance with Prince2 principles, consists of a Project Director, Senior User and Senior Supplier and operate as the Project Board. They are accountable to Warrington Borough Council members, and are responsible for scrutinizing delivery of the scheme.

At an operational level, the Project Manager and Project Team are responsible for the on-ground delivery of the scheme and report to the Project Board. The Project Team is made up of the following work streams:

WSP are appointed to provided technical review of designs and Faithful and Gould are appointed to provide review of costs.

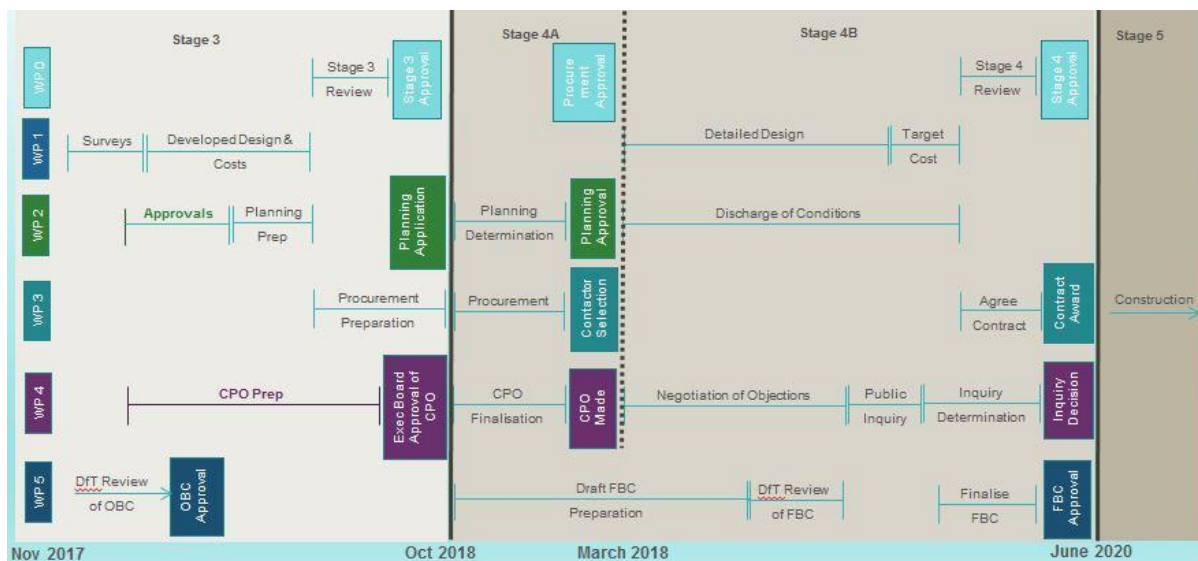
6.4 Scheme delivery

To date and including the submission of this OBC, RIBA stages 0-2 are complete and the future delivery of the programme is split into 3 distinct stages Progression through these stages will be facilitated through 6 distinct work packages:

- Project management
- Technical Design and Approvals
- Planning
- Procurement
- Land, CPO/SUO and Inquiry
- Business Case

These are shown in and highlight the key tasks and milestones in each of the work packages during each stage as well as indicative dates for completion of milestones (Figure 7).

Figure 7: Western Link high level programme



Source: Mott MacDonald

6.5 Risk management

Two levels of project based risk management have been identified. These are:

- Project Risks - those affecting the cost, scope and timescale for the project; and
- Project Management and Delivery Risks - those presenting wider risks to the client body.

Table 9: Top Ten Project Risks

Project Risks		Project Management and Delivery Risks	
Risk	Mitigation	Risk	Mitigation
Earthworks - Potential for excavated ground be contaminated	<ul style="list-style-type: none"> Minimise excavation into waste deposits. Adoption of geocell within design. 	Western Link is the first test of the new Warrington Multi Modal Transport Model	<ul style="list-style-type: none"> Assurance role provided by WSP. Modelling work has had input and check from both AECOM and Mott MacDonald
Vertical alignment tie in difficulties due to existing topography and height restrictions	<ul style="list-style-type: none"> Full topographical survey to confirm horizontal alignment risk can be mitigated. 	Council has unclear approach to blight issues, and/or scheme requires CPO and has been subject to some opposition	<ul style="list-style-type: none"> Employ solicitor Agree CPO and blight approach with executive board Hold consultation events Maintain close dialogue with directly affected land owners
Utility clashes due to limited corridor for route	<ul style="list-style-type: none"> GPR survey of entire preferred route. Modify alignment of preferred route to minimise diversions 	Inspector decides against the progress of scheme at Public Inquiry	<ul style="list-style-type: none"> Maintain project records Maintain consistent project team. Employ 3rd party for assurance role. Maintain a risk register. Engage solicitor
Cost of acquiring businesses where severance results in whole property being acquired	<ul style="list-style-type: none"> Early negotiations with claimants to ascertain likelihood of such a claim being received 	Network Rail approvals delay or increase cost of project	<ul style="list-style-type: none"> Hold early dialogue with Network Rail Include approval processes in programme Employ consultant with knowledge of Network Rail processes
Claims for No Land Taken	<ul style="list-style-type: none"> Maintain access to all properties. Obtain traffic management plans as soon as possible for review 	if exchange land cannot be offered, scheme could be subject to SPP	<ul style="list-style-type: none"> Investigate options and provide suitable exchange land to avoid SPP
Weather event, stats diversions delayed, supply chain difficulties	<ul style="list-style-type: none"> Robust monitoring and management 	Stakeholder Objection	<ul style="list-style-type: none"> Hold consultation events ahead of planning. Maintain close dialogue with directly affected land owners and interested parties
Additional Inflationary Effects	<ul style="list-style-type: none"> Make allowance in risk register for costs 	Additional utilities diversions required and/or statutory undertaker objections to any required CPO	<ul style="list-style-type: none"> Carry out ground survey of area and engage statutory undertakers in scheme development
Poor highway foundation due to Landfill beneath road alignment.	<ul style="list-style-type: none"> Minimise excavation into landfill Reinstate capping as required. Adopt geocell basal reinforcement as required Adopt pile load platforms 	Ecological mitigation measures required beyond those allowed for	<ul style="list-style-type: none"> Carry out necessary ecological surveys and hold dialogue with EA and Natural England
Design scope changes	<ul style="list-style-type: none"> Control and definition of scope by client and delivery team 	Appropriate delivery team is not available	<ul style="list-style-type: none"> Appoint delivery team early to secure service for project
Traffic Modelling requires wider WBC network Improvements	<ul style="list-style-type: none"> Make cost allowance in capital and risk costs Assess wide network impacts during stage 3 Design necessary junction improvements 	Failure to obtain Political Support	<ul style="list-style-type: none"> Hold dialogue with MP, Local Members and neighbouring authorities

Source: Warrington Borough Council

6.6 Stakeholder engagement and communications

Key stakeholders have been identified as:

- Department for Transport
- Highways England
- Land owners
- Warrington Borough Council
- Warrington & Co
- Local residents and community
- Network Rail
- Cheshire and Warrington LEP
- Transport for the North
- Peel Holdings

- Department for Transport
- The Homes and Community Agency (HCA)
- Warrington Borough Council
- Cheshire and Warrington LEP

Public and Stakeholder engagement was undertaken in 2 rounds, at stage 2A (6 shortlisted options) in July 2017 and again at stage 2B (preferred option only) in September 2017.

18 consultation events took place during stage 2A July 2017. Of the 2,236 people that provided feedback, 43% were supportive of the scheme and of the 1907 people who expressed an option preference, the largest measure of support (31%) was for the scheme now being taken forward and which was consulted on further at stage 2B.

3 consultation events took place at stage 2B in September 2017. Of the 758 responses received 562 people provided written feedback on the recommended route with 16% leaving generally positive comments and 76% leaving generally negative comments.

It is proposed that for RIBA stage 3 the pre-application consultation for any planning application would be done in two steps, with a third consultation step post-submission of the planning.

6.7 Monitoring and evaluation to measure benefits

Key benefits of the scheme are:

- Journey time savings and increased journey time reliability when travelling across west Warrington (between north-west and south-west Warrington);
- A reduction in congestion and queues in Warrington town centre;
- Journey time savings and increased journey time reliability when travelling across west Warrington (between north-west and south-west Warrington);
- Increase in employment opportunities and housing in west Warrington;
- Additional crossing point in west Warrington;
- Reduced delays at town centre pinch points (Bridgefoot Gyratory, Brian Bevan Roundabout, Sankey Way/Liverpool Road Roundabout/ Cockhedge Green Roundabout)
- Access delivered to the Warrington Waterfront site
- Improved air quality in Warrington town centre

The success of Western Link will in addition to realisation of the above benefits will also be determined delivery to time, budget and specification.

DfT guidance sets out the requirements for the monitoring of schemes and outlines three tiers of monitoring and evaluation, these are:

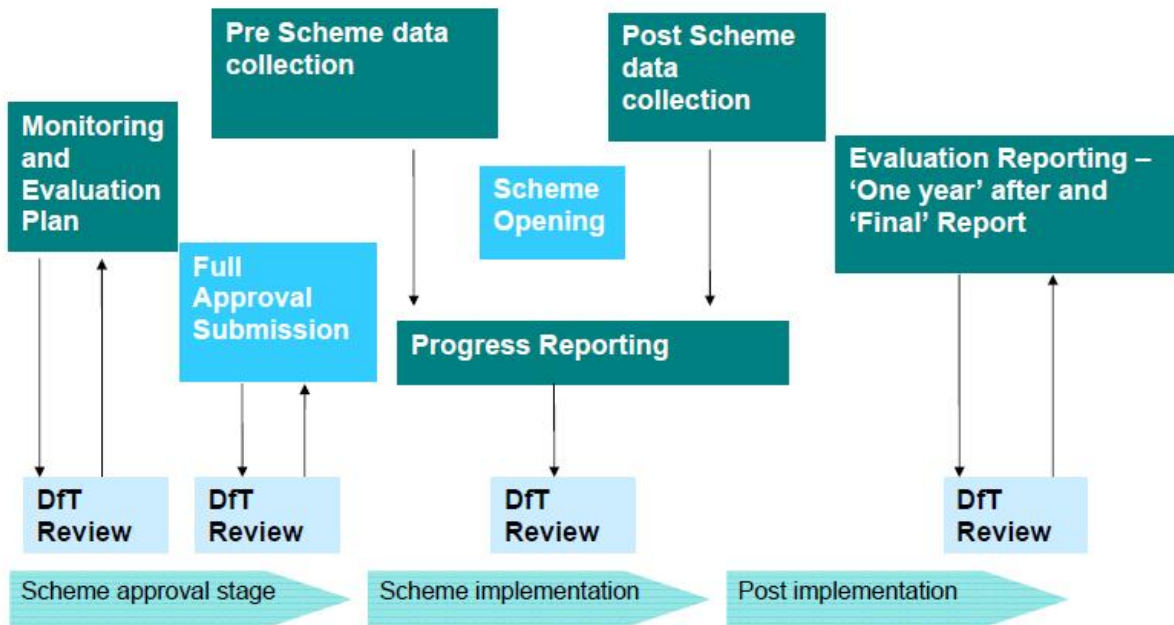
- Standard monitoring
- Enhanced monitoring
- Fuller evaluation

Western Link follows the enhanced monitoring practice as the scheme is greater than £50m in value and must monitor a set of standard measures which are summarised here.

- Scheme build
- Costs
- Travel demand
- Impact on the economy
- Noise
- Accidents
- Delivered scheme
- Scheme objectives
- Travel times and reliability
- Carbon
- Local air quality

Figure 8 shows how, aligned with DfT monitoring guidance, Warrington Borough Council will interact with the DfT in terms of reporting on progress toward the realisation of outcomes and benefits:

Figure 8: Monitoring and evaluation engagement process between Local Authority and DfT



Source: DfT

The total budget outlined for monitoring and evaluation activities £115,000.

6.8 Contingency measures

Contingency measures have been established that relate mostly to ensuring that the impacts of the project are as close to cost neutral on the Council balance sheet as possible.

In the event the council is unable to construct the highway following the necessary land acquisition and the project being halted before the beginning of RIBA stage 5 – construction stage, the council would need to accept that the money spent to date on the pre-construction and design works would be abortive and need to be halted.

The council would then assess the key land assets acquired as part of the scheme. As CPO would be the background to land acquisition it is likely that, in the first instance, land belonging to previous owners would be offered for sale back to the previous incumbent on a ‘first refusal’ basis. If previous owners did not wish to repurchase the land, then WBC would re-market the properties and holdings to try and cover the potential capital outlay for the land.

In terms of progressing a highways scheme, WBC would continue to investigate low cost alternatives in an attempt to deliver on some of the objectives identified as part of the scheme development.

WARRINGTON BOROUGH COUNCIL

CABINET – 8 July 2019

Report of Cabinet Member: Councillor H Mundry, Cabinet Member, Transportation, Highways and Public Realm

Director: David Boyer, Director, Environment and Transport

Senior Responsible Officers: Steve Hunter, Transport for Warrington Service Manager
Tom Shuttleworth, Infrastructure Delivery Service Manager

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Key Decision No. 002/19

Ward Members: All

TITLE OF REPORT: **WARRINGTON WESTERN LINK – PROJECT UPDATE AND PRE-CONSTRUCTION FUNDING**

1. PURPOSE

- 1.1 To update the Cabinet on progress made in the development of the Warrington Western Link (“Western Link”) scheme. Following the decision of the Cabinet then known as Executive Board in November 2017 (Decision Reference Number EB99), an Outline Business Case was submitted to the Department for Transport in December 2017. Subsequently, on 10 April 2019, the Council received confirmation that Ministers have agreed to confirm ‘Programme Entry’ for the Western Link into its Large Local Major Schemes Programme, with a grant award of up to £142.5m towards the estimated scheme cost of £212.7m. This report will seek approval for the Council to accept the Terms and Conditions of the receipt of this funding.
- 1.2 To seek Cabinet approval to progress with the development of the final Major Scheme Business Case, which will be required in order to secure Full Approval from the Department for Transport to allow the scheme to be constructed.
- 1.3 To seek Cabinet approval to underwrite the Council’s contribution for funding required to undertake all of the work required to secure Full Approval for the scheme. The full costs of this work are estimated to be in the region of £38.4m. The funding for this work is to be split between the Department for Transport and the Council and negotiations are ongoing to determine this split.

- 1.4 To seek Cabinet approval to continue discussions (prior to the Full Approval of the Full Business Case for the Western Link) with those properties 'on-line' of the proposed Western Link route, regarding the advance acquisition of those properties along with the capital funding required to support the acquisitions. Any properties acquired would be required to meet the statutory criteria for acquisition and be in accordance with an agreed Land Cost Estimate.
- 1.5 To seek Cabinet approval to the principle of using powers of compulsory purchase, to be used as necessary in parallel with negotiations for private acquisition in order to bring forward the timely delivery of the Western Link, subject to a future Cabinet report seeking full resolution.
- 1.6 To seek Cabinet approval to award and enter a number of contracts with external advisors, consultants and contractors all of which are integral to the further scheme development work required to secure Full Approval for the Western Link.

2. CONFIDENTIAL OR EXEMPT

- 2.1 Part 2 of the report (agenda item 11) is to be considered as a Part 2 item being exempt by virtue of category 3 Local Government Act 1972, schedule 12A.

3. STRUCTURE OF THIS REPORT

- 3.1 The remainder of this report is split into the following sections:
 - Section 4 – Background / Context
 - Section 5 - Scheme programme
 - Section 6 – Works required to secure Full Approval
 - Section 7 – Governance and Resource
 - Section 8 – Land and Property Considerations
 - Section 9 – Procurement Considerations
 - Section 10 - Financial Considerations
 - Section 11 - Risk Assessment
 - Section 12 - Equality and Diversity
 - Section 13 – Consultation
 - Section 14 – Reasons for Recommendation
 - Section 15 – Recommendations
 - Appendix A – Scheme Background and Context
 - Appendix B - Letter from Department for Transport confirming Programme Entry

4 BACKGROUND / CONTEXT

4.1 Fundamentally the Warrington Western Link scheme is aimed at addressing two of the key challenges facing Warrington by:

- Reducing levels of traffic congestion, particularly in the town centre by providing an alternative route for vehicles to use and avoid having to travel through the severely congested Bridgefoot gyratory; and
- Ensuring that there is sufficient transport infrastructure in place to allow Warrington's growth and economic success to continue.

4.2 Further to this a comprehensive summary of the background and context of the Warrington Western Link scheme is provided within **Appendix A** of this report which covers the following areas:

- Aims and Objectives
- Work undertaken to date
- Links with the Council's Local Plan and Draft Local Transport Plan 4

5. SCHEME PROGRAMME

5.1 The following is a summary of key milestones for the development and delivery of the scheme:

- Re cast of scheme programme and funding profile, Inception meeting with Department for Transport, full briefing of senior politicians and officers, agree team structure and project governance: April - July 2019.
- Communication of programme and engagement plan to public / stakeholders: July 2019
- Recruitment of in house project team: April – September 2019
- Seek Cabinet approval to accept the Department for Transport's offer of Programme Entry and to authorise work required to move from Programme Entry to Full Approval: 8 July 2019.
- Undertake procurement of specialist external consultants and contractors to support delivery of this stage of the project – to be concluded by late 2019.
- Statement of Community Involvement / public consultation – mid 2020.
- Cabinet approval for securing of statutory powers for the scheme – late 2020.
- Submission of planning application: Autumn 2020.
- Determination of planning application: Early 2021

- Public Inquiry – potentially during 2021.
- Outcome of Public Inquiry: early 2022.
- Completion of Full Business Case / Securing of Full Approval: late 2022.
- Start of scheme construction: early 2023.
- Completion of scheme construction: early 2026
- Project close out and evaluation: mid 2026 to mid-2027.

6. WORKS REQUIRED TO SECURE FULL APPROVAL

- 6.1 Following completion of the previous stage of scheme development and gaining of Programme Entry with the Department for Transport for funding towards the project there is now a requirement to seek approval to progress the pre-construction stage of the works, all of which will be required to secure Full Approval.
- 6.2 The pre-construction stage will involve a wide range of activities and work streams which will be integral to the success of the project. The most significant of these will be the preparation of a **Final Major Transport Scheme Business Case** for the scheme – this will need to be a fully Treasury ‘Green Book’ Business Case for the scheme, which will consist of the Strategic, Economic, Financial, Commercial and Management cases.
- 6.3 This will need to build on the work undertaken to prepare the Outline Business Case for the scheme and it will be essential that this work demonstrates, as the Outline Business Case did, that the scheme has a strong case and provides good value for money. Further to this there will be a number of other important activities as follows:
- Surveys and site investigations to inform the design process
 - Detailed design
 - Submission of a major planning application
 - Acquisition of land and property rights either by negotiation or through a Highways Compulsory Purchase Order
 - Completion of other statutory processes to enable the scheme
 - Advance enabling works as required around statutory undertakers diversions and ecological mitigation
 - Community engagement at various levels – which will occur throughout the development and delivery of the scheme and involve a number of formal

consultations and ongoing dialogue with all affected stakeholders and residents.

- Public Inquiry – it is anticipated that an Inquiry will be required to confirm the planning permission for the scheme, a Highways Compulsory Purchase Order and other orders and consents needed to construct the scheme.
 - Complementary junction improvements – the Outline Business Case demonstrated that there will be a requirement as part of this next stage of works to review the requirements to bring forward a series of off-site highway improvements. These are required due to the fact that a number of junctions primarily to the northern end of the scheme have been shown to operate beyond capacity at the point that the new link was to open. These will need to be delivered in advance of the main scheme opening. Funding for these was budgeted for within the outline business case submission at a value of £5m and this is allowed for in the funding approval requested in this report.
- 6.4 Further to the above, in respect to the impact of the scheme on Morley Common there is forecast to be a loss of sports pitches which will need to be mitigated in advance of the main scheme achieving full business case approval and hence the construction stage.
- 6.5 Officers have engaged with Sport England during the previous phase of development who have indicated that they will require replacement and betterment of facilities and for the Council to ensure that new facilities are in place prior to any loss. The indication to date is that this could be in the form of new or enhanced existing facilities elsewhere in the borough, no definitive location has yet been confirmed and this optioneering process will be the first piece of work to undertaken.
- 6.6 Progression with this piece of work will be a key point which Sport England would want to see addressed as part of their response to any planning application for the main scheme.
- 6.7 The investment in new modern multi use sports facilities which can be used all year round also supports the needs assessment for the borough as set out in the recent approved report to Cabinet on Playing Pitch Strategy.
- 6.8 The costs of this investment in new multi-use sports facilities is included in the pre-construction stage budget ask.

- 6.9 Any advance works delivered prior to the main scheme full business case approval will be designed and implemented to ensure that as standalone investments in infrastructure they each deliver their own benefits and have a robust business case.
- 6.10 Officers will also continue to seek other external funding opportunities to finance these advance works investments, which if successful will be brought back to Cabinet for consideration.

7. GOVERNANCE AND RESOURCE

- 7.1 The Council will take a lead role in delivering this project and will recruit a new Warrington Western Link Team of staff specifically to do so, both from internal staff resource as well as external recruitment where required. This will cover a wide range of technical disciplines and will sit within the Environment and Transport Directorate reporting to its Director who will act as Senior Responsible Officer for the scheme. An existing staffing budget and structure has already been established and agreed for this purpose.
- 7.2 This team and specifically its team leader who will undertake the role of Warrington Western Link Project Manager on a day to day basis will report to a Directorate Project Board which will consist of the following core membership complemented by other technical work stream leads as the need arises:
- Director – Environment and Transport (Senior Responsible Officer)
 - Service Manager – Transport for Warrington (Senior User) and
 - Service Manager – Infrastructure Delivery (Senior Supplier)
- 7.3 This Directorate Project Board will then report through to a dedicated Programme Board consisting of
- The Chief Executive (chair)
 - Deputy Chief Executive / Director of Corporate Services (S151 Officer)
 - Head of Legal Services and Monitoring Officer to the Council
 - Director, Environment and Transport (Senior Responsible Officer)
 - Director, Growth
 - Transport for Warrington Service Manager
 - Infrastructure Delivery Service Manager

- Department for Transport representative

7.4 The **Programme Board will be the link back to Cabinet and Members and will consider all strategic issues relating to the project**, including commitment of any expenditure underwritten by this report.

8. LAND AND PROPERTY CONSIDERATIONS

8.1 Land Acquisition and use of Compulsory Purchase powers

The Council needs to acquire significant areas of land and rights over land to enable the Western Link to be constructed, the majority of which are currently in third-party ownership. Whilst every effort will be made to negotiate a voluntary purchase/grant of this land and rights, it is inconceivable that this will be possible in every case with such a large numbers of owners involved along the route. Refusal to deal with the Council at all (or on reasonable terms) can arise from a number of different motivations, any of which will make Compulsory Purchase proceedings necessary in the first place and will then probably give rise to formal objections during the process – typically including: genuine objection to the acquisition of a particular parcel of land; objection to the scheme as a whole; objection to the route; tactical objection to support demands for higher land/rights values. To meet the demands of the programme, it is therefore intended to bring a full CPO report to Cabinet as soon as feasible. This report will contain the draft CPO Map and Schedule together with a draft Statement of Reasons, all of which will fully inform Cabinet of what land is involved in the CPO and what the process is, but in accordance with good practice an in-principle decision to use CPO powers is now sought in this report. It is inevitable in a CPO of this scale that there will be objections which will give rise to a Public Inquiry and the outcome of such Inquiry can never be guaranteed. However, officers will not bring the CPO forward for full approval by Cabinet unless and until a robust case with high chances of success can be demonstrated in the subsequent report.

Since the identification of the preferred route of the Western Link by Executive Board in November 2017, the Council has become liable to statutory blight claims from those on the actual route. Executive Board has previously approved the acceptance of statutory blight claims and the Council has already acquired a number of properties on this basis. The Council has also started to receive non-statutory blight enquiries from property owners near to but not directly on the route. These have been resisted on the basis of Executive Board's previous decision to restrict acceptance of claims to statutory blight cases only and Cabinet is now requested to re-affirm this approach.

8.2 Other Statutory Processes

Apart from the need for CPO, there are a number of other statutory processes that the Council will need to conduct to enable the Western Link to be constructed. Most of these will involve process broadly similar to CPO ie involving publicity/advertisement, an opportunity for the public to object, followed by a process to determine the outcome. Some of these potentially involve the need for a public inquiry and in some cases this could be conjoined with a CPO public inquiry. All of these involve similar risks to a CPO in terms of cost and an inability to absolutely guarantee the outcome. Again, each of these will be subject to a detailed subsequent report to Cabinet which will only be brought forward when a robust case with high chances of success can be demonstrated. These processes are:

- Planning Act 1990 – application for planning permission
- Highways Act 1980 S.106 – application for bridging rights over navigable waterways
- Transport and Works Act 1992 – application for permission to carry out works affecting navigable waterways
- Commons Act 2006 S.16 – application to de-register common land and register alternative common land

9. **PROCUREMENT CONSIDERATIONS**

9.1 It is proposed that the project will be delivered in the following way:

Stage 3a – Concept design, Transport Planning and Major Scheme Business Case

It is proposed to appoint Mott McDonald directly through the Council's own transportation consultancy framework. This is a procurement compliant route to market and will build on the successful piece of work that the same company undertook in producing the Outline Business Case.

Other consultant commissions to provide scrutiny and specific technical advice will be required and will be procured through the same framework on a competitive 'mini-competition' basis.

Stage 3b through 4 – Initial and Detailed Design

It is proposed to appoint Balfour Beatty through the Scape Civils and Infrastructure Framework (2019-2023) to deliver the initial and detailed design stages of the scheme.

The Framework consists of a sole provider in Balfour Beatty who has an excellent track record of delivery for the Authority and recently delivered Warrington East

Phase 1, M62 J8 Improvements and Omega Local Highway schemes within the given time and budgetary constraints. They continue to provide excellent service in delivering the Warrington East Phase 2 and 3, Warrington West Station and Centre Park Link projects, all of which have now successfully progressed to the construction stage. Balfour Beatty are a multi-national construction company with a long standing track record of delivery of large scale, complex civil engineering projects, which the Western Link falls in to.

Through the conditions set out by the framework all sub-contract works are competitively tendered to an agreed sub-contractors list with fixed fee uplifts applied to those work packages. This competitive process will apply to the appointment of a design partner, which this process subject to approval from Cabinet will commence in late July 2019. As with many of the previous schemes Balfour Beatty have been engaged through the Framework to provide Early Contractor Involvement (ECI) in the Outline Business Case stage so know the project very well.

The reasoning for this approach is that the risks associated with the design and planning application for this which is a very technically involved scheme is transferred to a party more capable and with a greater level of resource to manage it.

The Contractor will be appointed under a call off contract form from the Scape Framework which is a New Engineering Contract 4 (NEC4) Professional Services Agreement. Such agreements have already been used successfully on similar if smaller scale design and build schemes - such as Centre Park Link.

The Scape Frameworks have a strong emphasis on Added Social Value and hence the Council will be able to determine in conjunction with the Contractor and their supply chain as to how they will deliver this.

Approaching the end of this stage a decision will be taken around the onward procurement of the scheme, specifically the construction stage and whether this progresses via the Scape Civils and Infrastructure Framework, or another approach is used.

Network Rail

As part of the scheme there is a need to remove and replace the existing arch structures which carry the Warrington to Runcorn line. This work is high risk and is outside the scope in both design and construction works generally undertaken by the Council and its supply chain.

Therefore it is proposed to appoint Network Rail directly to undertake these works on the Council's behalf. This can be done as they are a statutory provider and hence the Council can contract direct with them without undertaking a competitive procurement exercise.

Network Rail have an in house framework which has been through a competitive tender process, which would be used to develop the concept for this element of the scheme and progress through their internal design approvals.

A key constraint and also risk to the overall scheme programme will be the ability to access the railway to undertake this intrusive construction work and hence Network Rail in their capacity as rail network manager and maintainer are best placed to facilitate this.

Advance Works – Highway Improvements and Replacement Sports Facilities

The procurement of these works will utilise the same procurement routes as set out for the main scheme for their development and delivery, alongside others specified in consultation with the Council's Procurement Team.

Legal, Property and other related commissions

Property Services

The Council will require the provision of specialist professional valuation services in relation to CPO. Such services will include advice on the Land Cost Estimate, statutory compensation claims and the necessity to undertake the negotiation of suitable terms and conditions relating to the acquisition of the necessary legal interests required to deliver the scheme. It is intended to procure such services through competitive tender via an appropriate framework. Available frameworks include the Crown Commercial Services and Homes England Frameworks. As per Legal Services there will be a significant volume of land and property acquisition work required to be undertaken outside of the specialist appointment. It is envisaged that this will be undertaken in-house however the implication on existing resources is currently under consideration. There may be a requirement for supplemental temporary resource through a further appointment in due course.

Legal Services

Specialist external legal advice will be required in respect of Planning issues, CPO issues, Highways Act issues, Transport and Works Act issues and Commons Act issues. In addition there may be some specialist/high value land issues that also require external advice. The intention is to divide this work into appropriate

commissions and to procure these by competitive tender, probably through the North West Legal Consortium or other appropriate framework.

There will also be significant but more routine legal work on land/rights acquisitions and the current view is that this may be best dealt with by expanding in-house provision on a temporary basis. If this proves not to be possible then there would need to be a separate external commission to be dealt with as above.

10. FINANCIAL CONSIDERATIONS

10.1 Table 2 provides a breakdown of the project cost estimate taken from the Outline Business Case.

Table 2: Project Cost Estimate Breakdown

Cost Item	Cost Estimate
Pre-construction	£2.50m
Design	£9.26m
Construction Cost	£93.10m
Staff	£9.84m
Utilities	£13.24m
Inflation Allowance	£24.60m
Land Cost Estimate (includes amount for possible Statutory Blight & Part 1 Claims)	£21.20m
Professional Fees	£5.50m
Wider Network Costs	£5.00m
Network Rail Interactions	£0.88m
Risk	£27.62m
Total	£212.74m

10.2 A report to Executive Board in November 2017 (Decision Reference EB99) identified a full funding package for the Western Link scheme, which is set out in Table 3 below, which has been updated to reflect the granting of Programme Entry. This report seeks Cabinet approval to accept the Department for Transport’s provisional funding award made as part of it granting Programme Entry for the Warrington Western Link and also to approve the allocation of £70.24m of funding from the Council’s Capital Programme.

Table 3: Proposed Full Scheme Funding Package

Source	£m	% Contribution*
Funding award to be Approved		
Council Capital Borrowing	70.24	33%
DT's Large Local Majors Fund (maximum funding available)	142.50	67%
Total of budget (£m)	212.74	100%

*All % figures rounded

10.3 The granting of Programme Entry is a key milestone in the development of the Warrington Western Link scheme. Importantly, the offer letter (attached as Appendix B) confirms that the Department for Transport's contribution to the scheme is a maximum of £142.5m, which is in line with the amount requested in the Council's Outline Business Case submission, representing some two thirds of the scheme cost.

10.4 Further details of pre-construction stage costs and individual contract award budget values are contained in the Part 2 report.

11. RISK ASSESSMENT

11.1 A 'quantified risk assessment' (QRA) has been produced for the OBC; this relates to risks within the scheme that could impact on the overall scheme cost estimate. The risk allowance in the £212.74m scheme cost is £27.62m.

11.2 A series of technical risks were set out in the November 2017 report to Executive Board, the majority of which were those risks associated with gaining a positive outcome to the outline business case process.

11.3 Clearly the status of the project has advanced and as such this risk review has been revisited and updated to reflect the changed timetable and understanding of links with other policy reviews currently underway. The results of this review are detailed in the Part 2 report.

12. EQUALITY AND DIVERSITY / EQUALITY IMPACT ASSESSMENT

12.1 As part of the consultations undertaken in 2017, the Council included equality monitoring questions in the questionnaire. This was intended to allow the council to monitor and evaluate whether the organisation is engaging with a representative proportion of the Warrington population. These results are summarised in the

Statement of Community Involvement, which was included as an appendix in the November 2017 report and which is available as a background paper to this report. This Statement of Community Involvement will be updated as part of future consultations undertaken as work on the scheme progresses towards Full Approval.

- 12.2 Noting that the next stage of scheme development will involve a greater level of detail to the new highway and supporting infrastructure design these will be procured to be fully accessible for all from the outset.
- 12.3 All crossing facilities to be provided will be fully compliant with the disability provisions in the Equality Act 2010.

13. CONSULTATION

- 13.1 Two rounds of public consultation were conducted as part of the Outline Business Case development. A four-week public consultation exercise was conducted in June/July 2017 and a second, two-week consultation in September 2017.
- 13.2 The first consultation exercise returned a preference for the Red Route as the preferred option.
- 13.3 A Statement of Community Involvement (SCI) was produced following the first consultation. The project team then made changes to the Red Route to respond to major concerns particularly relating to the possible compulsory purchase of residential properties required to deliver the scheme. The council managed to reduce this number to four occupied residential properties through manageable changes to the route alignment. This single route alignment was the focus of the second consultation.
- 13.4 Following the identification of the red route as the project team's recommended option, the authority undertook a second consultation exercise to inform the public of the recommended route and to ask for people's thoughts ahead of the proposed design being completed. This was undertaken over a two-week period from 14 September to 2 October with three full-day events held on the 23, 24 and 25 September for people to engage with the project team and view the plans. This included a press release and full-page advert in the Warrington Guardian to raise awareness of the proposals across the borough and a letter drop targeted at homes and businesses in the vicinity of the recommended route. Members of the public could respond via an online or printed questionnaire, or through the phone and email contacts.

- 13.5 The Statement of Community Involvement (SCI) which captures the feedback from both of these previous consultations is contained in the background papers to this report.
- 13.6 As the Department for Transport has now announced a successful programme entry for funding, which remains subject to a full business case, a third consultation exercise will be carried out in advance of a planning application for the scheme. This will be based on a more detailed design of the preferred route alignment. It is proposed to undertake this consultation in mid-2020.
- 13.7 Following this there will be a further consultation undertaken as part of the planning application process which is anticipated in Autumn 2020. It is then anticipated that following a decision on planning consent a Public Inquiry will be held into the plans, which will give stakeholders and the public a further opportunity to comment on the proposals.
- 13.8 Further regular dialogue is planned with the residents of areas affected by the scheme and local action groups which have been formed in a number of areas affected by the scheme. A key part of this dialogue will be discussions on the further survey and design work required in a number of key parts of the scheme, including but not limited to Hood Lane / Cromwell Avenue South access, Old Liverpool Road area, Saxon Park and Morley Common.
- 13.9 Further to the above, regular communication with residents, businesses, the travelling public and project stakeholders will be maintained during this next and subsequent stages of development, specifically when any surveying, investigatory or enabling works will be obvious on site.

14. REASONS FOR RECOMMENDATION

- 14.1 The 'Western Link' will tackle critical congestion points on the Warrington highway network by providing resilience and route choice, including mitigation of those traffic congestion issues caused by bridge swings associated with the Manchester Ship Canal. It will maintain the strong economic status of the borough and provide the capacity for growth.
- 14.2 The project will support the core elements of the Local Plan including delivery of residential and employment areas, whilst complementing other town centre highways, transportation and regeneration projects.
- 14.3 This project is the second and most ambitious step in the development of the overall Waterfront programme and indicates to our partners that the Council is capable of delivering strategic infrastructure aligned to the overall development of Warrington.

- 14.4 To meet and de-risk the current programme for the delivery of the Western Link project it is necessary to progress and have agreements in place to secure the acquisition of all necessary land and property interests at the earliest opportunity.
- 14.5 Contract Procedure Rule CR60 requires the Executive Board to approve tenders greater than £250,000. The values associated with the various levels of funding, agreements and contract awards for which approval is sought is above this figure.

15. RECOMMENDATION

15.1 Cabinet is recommended to:

- (i) Approve and accept the offer of Programme Entry made by the Department for Transport and accept the terms and conditions associated with the offer of a maximum **£142.5m** contribution towards the funding required to deliver the scheme in full and note that this is subject to the granting of Full Approval for the scheme, which will only be granted following the approval of a Final Major Scheme Business Case, and the securing of all of the statutory powers as per the grant award letter contained in Appendix B.
- (ii) Re-confirm that as set out in the report to the Executive Board in November 2017 the primary route to secure all outstanding land interests will be via the use the Council's Highways Compulsory Purchase Order powers. However, negotiations will commence and continue with the land owners concerned to ensure that the project can progress to programme and the associated costs of a contested CPO are minimised.
- (iii) Approve the negotiated acquisition of all necessary legal interests required to implement the Western Link project within the scope of the total cost (worst case scenario) as detailed in the Land Cost Estimate contained within Part 2 of this report. That the associated terms and conditions of acquisition (including the financial terms with a tolerance of 10% of the land cost estimate or £100,000 (whichever is the greater) be determined by the Directors of Growth and Environment and Transport in consultation with the Cabinet Member, Transportation, Highways and Public Realm, the Director of Corporate Services and Head of Legal and Democratic Services and Monitoring Officer to the Council.
- (iv) Note the progress to date as set out in the Part 2 report in respect to acquiring property via the Blight process and re-affirms the Council's position in respect to only considering statutory blight claims.

16. BACKGROUND PAPERS

Warrington Western Link (2nd High Level Crossing of the Manchester Ship Canal) – Approval of Preferred Route, Cabinet then known as Executive Board, November 2017 (Decision Reference EB99)

Warrington Western Link (outline business case stage), Statement of Community Involvement report

Warrington's Local Plan - Preferred Development Option, Executive Board, March 2019

Warrington's Local Transport Plan 4, Executive Board, March 2019

Contacts for Background Papers:

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APPENDIX A – SCHEME BACKGROUND / CONTEXT

1. SCHEME AIMS AND OBJECTIVES

- 1.1 Fundamentally the Warrington Western Link scheme is aimed at addressing two of the key challenges facing Warrington by:
- Reducing levels of traffic congestion, particularly in the town centre by providing an alternative route for vehicles to use and avoid having to travel through the severely congested Bridgefoot gyratory; and
 - Ensuring that there is sufficient transport infrastructure in place to allow Warrington’s growth and economic success to continue.
- 1.2 These challenges are compounded through Warrington’s prevailing geographical constraints. Warrington sits on both the River Mersey and the Manchester Ship Canal and is intersected by both the Liverpool to Manchester Rail line and the West Coast Mainline. These physical barriers, travelling in both north-south and east-west directions and the lack of road crossings of them causes severe levels of traffic congestion during peak periods. This is exacerbated by three of the four crossings of the Manchester Ship Canal being swing bridges, which when operated have a massive effect on levels of traffic congestion.
- 1.3 These constraints also mean that the development of the Warrington Waterfront area has been prevented from taking place, with this area having the potential to provide a substantial and sustainable mixed use development within easy reach of Warrington town centre.
- 1.4 This led to the objectives for the Warrington Western Link being defined as:
- Relieve congestion in Warrington town centre;
 - Improve connection between north and south Warrington;
 - Unlock key development land to support the growth aspirations of Warrington Means Business and the Warrington Local Plan;
 - Support the continued growth of Warrington’s economy within the Northern Powerhouse; and
 - Make Warrington a more attractive place to live.
- 1.5 Given the challenges set out above, the scheme is a complex one and therefore the scheme cost is considerable – the Outline Business Case showed a cost estimate of £212.7m. Importantly though, despite this cost, the scheme has a strong business case as it brings substantial economic benefits resulting from reduced traffic congestion and wider economic benefits brought about through development and regeneration. The cost of the scheme is driven by the need for a number of major highway structures, all of which are essential parts of the scheme, including:

- The construction of a high level bridge crossing of the Manchester Ship Canal;
- The need for the scheme to pass underneath both the Helsby and West Coast rail lines
- A new bridge across the River Mersey adjacent to Forrest Way
- New bridges over the Fiddlers Ferry rail line and Old Liverpool Road; and
- A grade separated (flyover) junction at Sankey Way / Cromwell Avenue

1.6 Further to this the current preferred scheme consists of the following and is illustrated in more detail on Figure 1 contained within Section 5 of this report:

- A single carriageway road with a speed limit of 40mph with dedicated shared pedestrian and cycling facilities along its full length.
- A new fixed high level bridge crossing of the Manchester Ship Canal
- New major signalised junctions at the interfaces with the A56 Chester Road and A57 Sankey Way, again with dedicated pedestrian and cycling facilities.
- A new railway underpass beneath the West Coast and Helsby rail lines, replacing a section of Eastford Road.
- Several new bridge and retaining structures crossing the likes of the River Mersey, Liverpool Road, Sankey Brook and the Fiddlers Ferry rail line.
- Various on and off site mitigation works to the scheme in terms of enhanced community sports facilities, public open space and landscaping.

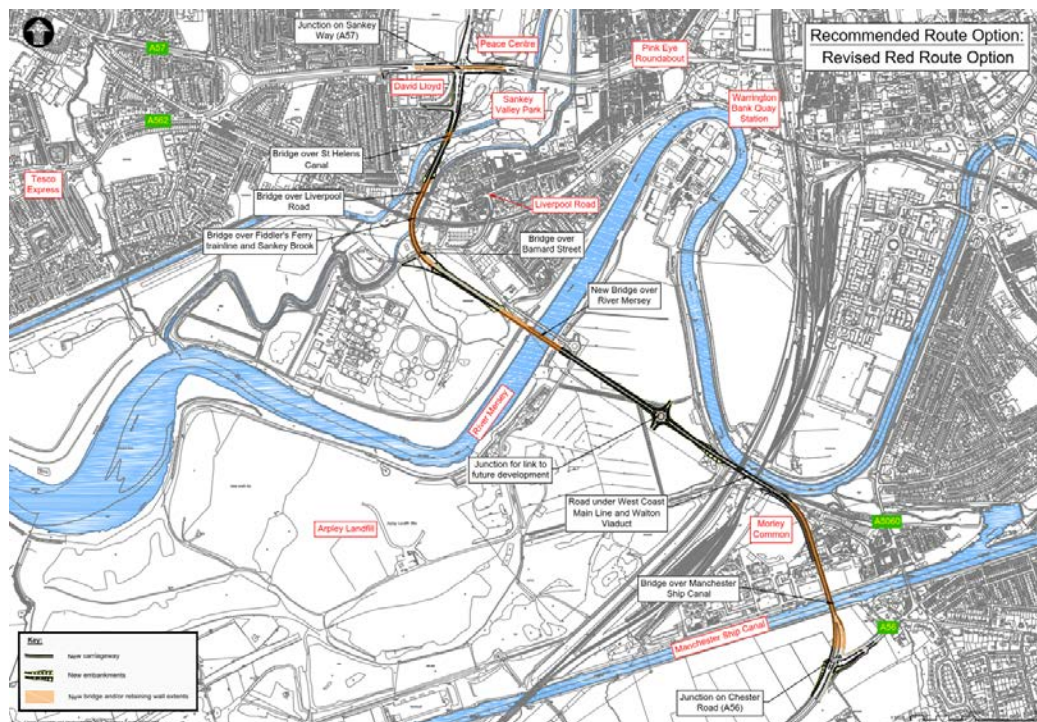
1.7 Details of the scheme (including plans and further visuals) can be found on the scheme webpage: <https://www.warrington.gov.uk/westernlink>

2. WORK UNDERTAKEN TO DATE

2.1 In response to the above transport challenges and development opportunities, Warrington applied to the Department for Transport's (DfT) Large Local Majors Fund (LLMF) for business case funding in 2016, to support the production of a major scheme business case to support a subsequent funding application. The Council was awarded £1m of grant funding by the DfT in late 2016, which allowed the Council to prepare an Outline Business Case (OBC), which was submitted to the Government in December 2017.

2.2 The preparation of the OBC involved the preparation of a Treasury 'green book' compliant business case for the scheme and it involved an extensive optioneering process, which led to the identification of the 'Revised Red Route' as the preferred option for the route of the scheme (full details of this are set out in the November 2017 Cabinet then known as Executive Board report - Decision Reference Number EB99), – this is shown in Figure A1 below:

Figure A1 – Revised Red Route Option



2.3 The extensive body of work undertaken in preparing the Outline Business Case established that the delivery of the scheme would bring the following benefits to Warrington:

- Up to 30% reduction in congestion around the town centre, by the removal of through traffic.
- This would potentially enable complementary improvements to be made in the town centre to take advantage of the reduction in traffic movements such as a programme of high quality street design, reduction in car traffic and ‘stretching’ of the economic activity into the evening leisure economy. This could be complemented by an increase in the numbers of town centre development of residential properties and increased employment opportunities;
- An average reduction of journey times through the town centre of 1.5 minutes per vehicle;
- Greater security of journey times through Warrington enabled by the construction of a high-level bridge crossing over the River Mersey, reducing the impacts of ship canal bridge swings on traffic disruption;
- Enabling the construction of the first phase of Warrington Waterfront, a major regeneration proposal, with the initial phases on non-green belt land next to the town centre, delivering 800 new homes in the first phase, rising to up to 4,000 over the lifecycle of the masterplan depending on the final detail of the Local Plan;

- A benefit-cost ratio of 2.24 meaning that for every £1 invested by government in the Western Link scheme, the economy is estimated to grow by £2.24;
- Creation of nearly 400 jobs and producing a net additional contribution of £16.1 GVA per annum to the economy, in addition to over 100 temporary construction jobs and an increase in council tax and business rates income to the council of over £3m per annum;
- Improving air quality within the town centre Air Quality Management Area (AQMA) by the redistribution of vehicles across a wider area, with less stopping and starting of vehicles being held in traffic; and
- Supporting the submission of the Council's Local Plan through its statutory approval process, helping to demonstrate that the Council has a realistic plan for delivering on the broader Warrington housing targets.
- The scheme will also include complementary improvements to Sankey Valley Country Park, through which the scheme passes – allowance has also been made for junction improvements at both the A574 Cromwell Avenue / Canons Road and Lane Ends (A562 Penketh Road / Old Liverpool Road) junctions to accommodate traffic which is diverted by the scheme.

2.4 All supporting documentation, including the full Outline Business Case, is located here: <https://www.warrington.gov.uk/westernlink>.

3. DRAFT LOCAL PLAN AND DRAFT LOCAL TRANSPORT PLAN 4

3.1 Both of these vital plans have recently been the subject of a 9 week public consultation period which closed on Monday, 17 June. The Warrington Western Link scheme is an important component of both plans.

3.2 With respect to the Draft Local Plan, the construction of the Western Link is needed to support the planned increase in housing numbers in the urban area of around 14,000 dwellings, with up to 9,000 of these in the wider town centre area. The removal of traffic from the town centre will free up much needed capacity to allow this housing to be accommodated and in addition to this the Western Link opens up the Arpley Meadows area for housing in a sustainable location close to the town centre and all of its amenities.

3.3 The Draft Local Plan also proposes further development on Warrington Waterfront including Port Warrington and the South West Urban Extension. Importantly, both of these sites can only come forward if funding is in place and there is certainty of delivery of the Western Link. That will only be the case when Full Approval is secured for the scheme.

- 3.4 The scheme will also fully complement the Council's Draft Local Transport Plan 4. This plan highlights the need for there to be a substantial shift away from the use of the private car to other forms of transport including walking, cycling and public transport in order to reduce levels of traffic congestion.
- 3.5 This requires the introduction of transformational improvements to the priority given to these alternative forms of transport to encourage greater use of them and for road space freed up by the removal of traffic currently travelling through the town centre which will instead use the Western Link to be used to greatly enhance the priority given to walking, cycling and public transport.
- 3.6 It will be vital to ensure that these complementary improvements are introduced within the first 5 years of Local Transport Plan 4 in time for the opening of the Western Link scheme planned for 2026.



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10 April 2019

Dear David,

WARRINGTON WESTERN LINK - PROGRAMME ENTRY: LARGE LOCAL MAJOR SCHEMES PROGRAMME

Following the receipt of your Business Case for the above scheme and subsequent discussions, this letter confirms that Ministers have agreed to provide Warrington Borough Council with the agreed level of funding below, subject to the following conditions, and thereby confirm Programme Entry for the scheme within the Large Local Major schemes programme. This should allow your Authority to complete the negotiation of all the remaining legal and procurement processes (but not enter into final contractual or other legal commitments) following which a request for Full Approval can be made. Once Full Approval has been granted the required contractual and other legal commitments can be entered into.

DfT Funding

As part of this approval the Department will provide a maximum capped funding contribution of up to **£142.5 million** towards the estimated total scheme cost of **£210.7 million**. Should Full Approval of your scheme be granted, funding will be paid as capital grant under Section 31 of the Local Government Act 2003. We will discuss with you the final profile of funding and the extent to which funding is to be provided in advance of Full Approval. For now, I would be grateful if you would let me have your latest estimated profile of spending including a breakdown of costs to be incurred prior to Full Approval.

Terms and Conditions of Funding

This offer of funding is subject to the following conditions:

- i. This funding approval is granted entirely without prejudice to any view that the Secretary of State or other Ministers may take on any future application for statutory powers or in accordance with any other functions.

- ii. The scheme must be implemented in accordance with the scheme proposals as set out in your funding bid as submitted to the Department and subject to any changes which may occur as a result of further design or as a result of any remaining statutory procedures. Ministers reserve the right to reconsider their decision on funding if there are any changes to the overall cost, scope or design of the scheme which they consider to be material, particularly where such changes would alter the value for money of the scheme. You must notify the Department immediately of any such material changes.
- iii. The Department's contribution will be up to a maximum of **£142.5 million**. (This figure excludes the £0.999m grant awarded previously towards the development of the scheme business case.) No further funding will be provided by the Department. Warrington Borough Council is solely responsible for meeting any expenditure over and above this amount. The Department's contribution is also subject to the future availability of funding.
- iv. We expect you to keep the cost estimate for the scheme under review. If the total estimated costs fall below £210.7m, the Department's contribution will also reduce proportionately. The total estimated costs for the scheme should include costs necessary to bring the new infrastructure into public use but not any ongoing costs of care and maintenance.
- v. Should this scheme progress to Full Approval, further detailed conditions would apply to any grant payable. The grant would be claimed annually in advance.
- vi. Warrington Borough Council will be solely responsible for the validity of the procurement process for the scheme.
- vii. Warrington Borough Council continues to develop the business case for the scheme in accordance with the Department's Transport Business Case guidance and Transport Appraisal Guidance (WebTAG).
- viii. The Department is kept closely informed of progress with, and expenditure on, the scheme. It is important that you complete and return quarterly monitoring forms by the due date. In general, updates of progress, and information on work carried out should be shared with DfT on an open and transparent basis and no reasonable request for information withheld.
- ix. A DfT representative may attend Project Board meetings as observer and Project Board papers and minutes should be provided to DfT on request.
- x. Warrington Borough Council will carry out a full evaluation of the scheme, the details of which we would wish to discuss with you and agree before Final Approval. We would expect you to make the results of this evaluation available to the Department.

I should be grateful for written confirmation that Warrington Borough Council agrees to these conditions, including certification from your Section 151 Officer that the Council accepts the above terms and conditions.

Full Approval


You are required to submit a final business case to the Department for Full Approval. This will need to include:

- confirmation of the overall cost and scope of the scheme;
- a declaration that that you have acquired all the necessary statutory powers to construct the scheme;
- confirmation that you have completed the procurement process to a stage where you have a preferred bidder and a firm and final offer; and
- confirmation from your S151 officer that Warrington Borough Council has the ability to cover all remaining funding required over and above the capped Departmental amount including any additional funding required as a result of the remaining legal and procurement processes.

We look forward to working with you on updating of the Business case and to receiving a bid for Full Approval once any remaining legal and procurement processes have been satisfactorily completed.

I am copying this letter to Richard Perry, DfT Area Lead.

Yours sincerely,



Charlie Sunderland