

CLAY CROSS CONNECTIONS: COVERING NOTE

This working proposal was created by the Town Centre Working Group for consideration by the Clay Cross Town Deal board on 24th September. It provides a snapshot view of the status of the project, the current hypotheses / working assumptions and the current plan to deliver the completed business case by Q4 2021.

Please note that all elements of this document are potentially subject to change, should that be necessary, and will be iterated further as required during the course of the business case creation.

Key Points to note:

The Board should draw its attention to:

- **Potential changes in scope:** the Working Group is recommending the following changes to the original Town Investment Plan scope at this stage:
 1. **Baseline evidence:** due to delays to the completion of transport modelling for Clay Cross, there is a need to explore alternative sources of evidence. This work is ongoing in discussion with DCC. This may impact on the ability of the business case to define a specific pipeline of proposed interventions and outputs. As a working assumption, it is envisaged that the business case will outline an indicative package of measures in accordance with the investment objectives, with proposals worked up for specific interventions prior to any draw down of funding.
- **Key working assumptions:** no decisions have yet been taken but the chosen focus of the Working Group will be based on the above changes to scope unless the Town Board directs otherwise.

Recommendation:

That the Clay Cross Town Deal Board:

- **notes the current detail and proposals contained within the document;**
- **notes the caveats therein and the potential for change in future iterations;**
- **acknowledges the particular focuses that the Working Group has chosen, and;**
- **endorses the broad approach of the Working Group described in this paper and confirms their willingness to build the business case based on that approach at this stage.**

Should the approach be endorsed, the Working Group commits to returning with a further iteration to the next Town Deal board (date to be confirmed), which will primarily focus on providing more detail around: (i) the baseline work underway (ii) the potential scope of interventions identified as part of an indicative works package and (iii) arrangements for a consultation event to scope key issues / challenges with community representatives. The Board is asked to minute, as part of this approval:

- any particular steer they wish the Working Group to pursue in advance of the next meeting, and;

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- any specific detail they wish to see in the next iteration.

Proposers & quality assurance

The proposers of this document are the Working Group comprising:

- Gill Callingham, Lead Officer (joint lead and joint ultimate author of this document)
- Maria Curran, PMO
- Other members of the Working Group (outlined below)

This document has been reviewed and quality assured by Karl Apps, Head of Economic Development, Regeneration and Housing Delivery, NEDDC who, based on this early stage of the proposal development, deems this to be a reasonable and achievable proposal.

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CLAY CROSS TOWNS FUND – BUSINESS CASE SCOPING PLAN	
1. Project Name	Clay Cross Connections
2. Project Aim	<p>Summary aim of the overall project: To promote a package of measures that enhance connections within the town, reduce congestion, reduce the impact of traffic on pedestrians and promote more sustainable and active travel options.</p> <p>Summary aim of current stage: To develop Green Book compliant Business Case for a package or programme of works for submission to the Clay Cross Town Board.</p>
3. Project Description/ initial considerations	<p>A programme of works centred on High Street, Market Street and Eyre Street to reduce the adverse impacts of traffic on the quality of the street environment; to overcome barriers to movement and improve linkages to and across the town centre; and the improvement and urban greening of key pedestrian and cycle links to local destinations, particularly the new Town Square, the Esplanade to Tesco and pleasant connections between Sharley and Kenning Parks.</p> <p>Initial considerations relating to a proposed package of connectivity enhancement:</p> <ul style="list-style-type: none"> • Severance created by A61 which is a busy regional/sub-regional route, the default diversion for the parallel M1, high HGV use. The A61 is on the western fringe of the town centre. • There is a mix of regeneration and transport strategies developed over the last 10-15 years in place from various regional sources (East Midlands, Derbyshire, NEDDC). Continued engagement with partners is needed to ensure alignment with strategic objectives and interventions proposed through the Local Transport Plan. • From a sustainability perspective, there is a focus on improved air quality through congestion relief and low emission vehicles. Regard will need to be given to the impact of UKG policy measures aimed at promoting this agenda. • There is a significant level of parking available in the town centre (including NEDDC managed parking). The coordination of parking provision across the town is limited and in a number of instances they contribute poorly to the quality of the environment within the town centre. <p>To address a shortfall in the evidence base, DCC is progressing survey and modelling work to inform the scoping and prioritisation of potential interventions. It is noted that this was scheduled to be available in September but DCC is now advising that this will be delayed by months and may not be available for the business case stage.</p>
4. Definitions	<ul style="list-style-type: none"> • “Clay Cross”: for the purpose of this document, Clay Cross is defined as the area defined through the Town Deal. • Connections: a package of interventions that enhance connectivity through improvements to established or proposed infrastructure. The interventions will reduce congestion, improve the coherence of the network and enhance the quality of the environment for pedestrians.
5. TIP Stage Assumptions	<p>A preliminary scoping exercise was undertaken by Ramboll (as part of the TIP team) to inform the budget cost allocation for an initial package of targeted improvement works as follows:</p> <ul style="list-style-type: none"> • A61 improvements – construction estimate of £200k-£800k • South East Arc Road/Cycle Route - £150k • East West Route Improvement - £150k

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	<ul style="list-style-type: none"> • Reducing traffic flow in the town centre - £250k <p>The budget allocation also included provision for a wider programme of works to improve access to the town centre from outlying zones, having regard to the wider programme objectives for the Town Investment Plan.</p> <p>The TIP recorded the following assumptions on this initiative when submitted to CLG:</p> <p><i>“Works on High Street, Market Street and Eyre Street to reduce the adverse impacts of traffic on the quality of the street environment the improvement of key pedestrian and cycle links to local destinations and assets” pg.6 & 12</i></p> <p><i>Theme – “Improving connectivity – enhancing connections within the town, establishing the centre as a hub with high quality, sustainable linkages to neighbourhoods, workplaces and open spaces. Measures to improve connectivity will promote more sustainable and active travel options for residents and businesses, while mitigating the negative impacts of strategic highway infrastructure on residents of the town” pg. 35</i></p> <p><i>“A package of interventions aimed at improving traffic management and the public realm and promoting active transport options within Clay Cross” pg.45</i></p> <p><i>Timescales – planning and delivery over the period to Q3 2025</i></p> <p>Regard should also be had to the TIP2 document (submitted to CLG) which sets out further detail in respect of the aims and assumptions at the point at which the Town Investment Plan was prepared.</p>
6. Scope of Works	<p>Scope of the overall project: interventions focusing upon (i) improving connectivity through addressing severance (ii) reducing traffic congestion within the town centre, focusing particularly upon the A61 High Steet corridor and Market Street (iii) improving walking and cycling routes to and within the town centre. It is envisaged that the project will comprise a package of investments that will address existing connectivity issues and contribute to mitigating the impact of other TIP projects. The package of interventions identified may be subject to review over the full delivery period in response to updated evidence, project specific and wider strategic drivers.</p> <p>Scope of the current stage: to deliver a HM Treasury Green Book compliant business case (using the template attached in Section 16) by Q1 2022. The business case will be prepared based on an agreed package of interventions which will be scoped based on strategic objectives and informed by the best available evidence at the point at which the business case is completed. Due to gaps in the available evidence base due to the absence of up-to-date survey data and modelling, the package of interventions will be determined through engagement with transport officers and targeted survey work (to be scoped in discussion with DCC). It is envisaged that the package of measures will be refined post funding approval based on the availability of baseline data and a coherent transport plan. Consideration will be given to business case requirements for establishing a funding programme to support phased investment in targeted measures.</p> <p>The business case will be based on available project information developed to concept design stage and informed by supporting investigations. This is equivalent to the Outline Business Case stage as set out within HMT guidance.</p>

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	Section	Description	Evidence/source
	Strategic case	<ul style="list-style-type: none"> • Case for change • Project stakeholders and details of consultation undertaken • Policy alignment • Proposed investment and Theory of change • Risks and dependencies 	<ul style="list-style-type: none"> • Town Investment Plan • Baseline transport survey data • Consultation with key stakeholders • Risk register
	Economic case	<ul style="list-style-type: none"> • Option scoping • Economic benefit assessment • Economic costs • Value for money • Sensitivity analysis 	<ul style="list-style-type: none"> • Option scoping and appraisal framework • Cost Benefit Analysis technical note
	Financial case	<ul style="list-style-type: none"> • Project costs • Funding and revenue • Affordability analysis • Financial risks and implications 	<ul style="list-style-type: none"> • Project cost plan • Match-funding commitments
	Commercial case	<ul style="list-style-type: none"> • Status and approvals • Procurement strategy • Commercial delivery plan 	<ul style="list-style-type: none"> • Project delivery plan
	Management case	<ul style="list-style-type: none"> • Project governance • Assurance and compliance • Programme management • Risk management • Stakeholder engagement • Monitoring and evaluation 	<ul style="list-style-type: none"> • Project organogram • Subsidy control – legal opinion • Programme/Gantt Chart • Risk register • Communications plan • Monitoring and evaluation plan
	Other supporting material		<ul style="list-style-type: none"> • Project designs - concept • Site investigation report (desktop) • Letters of support
	<p>Subject to approval, it is envisaged that NEDDC will programme implementation taking account of the delivery of other Town Centre projects and securing co-funding, and progress procurement of delivery partner(s). It will use Towns Fund investment for the delivery of proposed schemes.</p>		
7. Working Assumptions / Hypotheses	<ul style="list-style-type: none"> • Location: the TIP identifies a focus for investment around “High Street, Market Street and Eyre Street to reduce the adverse impacts of traffic on the quality of the street environment”. These will remain a strategic focus, but no locations have been formally determined at this stage. In the absence of a comprehensive evidence base, it is envisaged that the identification of locations will be based on available data relating to target points and qualitative information provided by experienced Transport Officers. • Intervention type: the TIP references the importance of reinforcing the role of the town centre as a hub, enhancing connectivity, improving the environment for pedestrians and enhancing sustainable linkages. A wide range of potential interventions will remain in scope. It is envisaged that consideration of options will take place at an intervention level to ensure value for money is optimised. 		

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	<ul style="list-style-type: none"> • Costs and funding: it is assumed that the cost of “on-site” infrastructure works associated with other towns fund projects will not draw upon funding for the Connections project. This funding could be considered to mitigate “off-site” infrastructure costs where appropriate. • Delivery mechanisms: no mechanism has yet been agreed for the delivery of interventions funded through the programme. The arrangements will be considered further as the pipeline of potential interventions is developed. • Monitoring and evaluation: as an exemplar initiative, resource should be made available for effective monitoring, evaluation and the dissemination of best practice. 				
8. Dependencies	<ul style="list-style-type: none"> • Evidence base: More detailed baseline work is being progressed in respect of access, transport and parking at a Clay Cross level including: <ul style="list-style-type: none"> ○ Updating the DCC transport model ○ Footfall data and mapping using the Hook database (NEDDC, Aug 21) ○ Parking surveys – requirements being established (Sept 21) <u>It is noted that the timescales for the DCC transport model have been delayed and that this may not be available to inform the business case preparation. Alternative sources of evidence will be identified in discussion with DCC but this may need to be reflected in the scope of the business case.</u> • Other TF projects: there will be significant co-dependencies with other projects advanced under the TIP, including: <ul style="list-style-type: none"> ○ <i>Town Centre Regeneration:</i> it is envisaged that there will be significant co-dependencies with this scheme, relating to demand development associated with new facilities, events and activities on site, impact on the bus station and potential redevelopment of car parks. ○ <i>Public Transport:</i> Increases to bus journey times and the risk of detrimental impact on bus patronage (and in turn on congestion and air quality) and the cost of operating local bus routes. ○ <i>Railway Feasibility Study:</i> Multi-modal connectivity between possible station locations and the town centre (in principle rather than design detail) ○ <i>Skills & Enterprise Hub:</i> The anticipated number of new learners assisted means a wider geographic focus than simply Clay Cross which makes consideration of how people access the Hub a significant inter-dependency. • Key Partners: willingness to engage by key stakeholders; aligning with the wider transport plan for Clay Cross, North East and Derbyshire as a whole • Consultation: The need for and approach to wider community engagement will be informed by the Communications & Community Working Group and could modify the workplan. • Match-funding: The Town Investment Plan identified a provisional allocation of £1m of co-funding. 				
9. Outputs	<p>The indicative outputs and outcomes identified within the TIP are as follows:</p> <table border="1" data-bbox="459 1868 1469 1962"> <thead> <tr> <th data-bbox="459 1868 1286 1912">Indicator</th> <th data-bbox="1286 1868 1469 1912">Quantity</th> </tr> </thead> <tbody> <tr> <td data-bbox="459 1912 1286 1962">New or upgraded cycle or walking paths</td> <td data-bbox="1286 1912 1469 1962">5km</td> </tr> </tbody> </table>	Indicator	Quantity	New or upgraded cycle or walking paths	5km
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Wider cycling infrastructure such as cycle parking	5km
Remediation/Delivery of quality residential or commercial space in key locations	8 ha
Delivery of new public spaces	2 ha
Outcomes	
Enhanced vehicle flow	TBC
Improved perceptions of the place	TBC
Number of residents using active mode to access town centre on a regular basis	TBC

The scope of the town centre regeneration project and deliverable outputs will be subject to further appraisal and it is envisaged that the outputs identified in the table above will be subject to variation.

However, following the submission of the Town Investment Plan and the 'in principle' funding award, MHGLG now requires the following mandatory outputs to be collected/ reported annually:

- Monies spent directly on project delivery (either local authority or implementation partners)
- Co-funding committed (private and public)
Target of £1m
- Co-funding spent on project delivery (private and public)
- Number of temporary FT jobs supported during project implementation
- Number of full-time equivalent (FTE) permanent jobs created through the projects
- Number of full-time equivalent (FTE) permanent jobs safeguarded through the projects
- Total length of pedestrian paths improved
Target of 5km
- Upgraded cycling routes
Target of 5km

These will form an integral part of the final outputs, the remainder of which will be scoped based on an indicative schedule of proposed projects under the preferred option, pending detailed design development.

Potential outcomes will be scoped and estimated to inform the cost benefit analysis as part of a Green Book compliant option appraisal. Projections will be identified within a benefit realisation plan and aligned with the monitoring and evaluation plan prepared in respect of the proposed option.

10. Costs and funding	Costs and funding:						
	(£million)	2021/22	2022/23	2023/24	2024/25	2025/26	Total
	Towns Fund		0.5	1.0	1.0	0.5	3.0
Match/co-funding				0.5	0.5	1.0	

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	<ul style="list-style-type: none"> • Business case stage costs: at this stage it is not anticipated that further drawdown of funding will be required to fund the preparation of the business case document. However, there is a need for greater clarity around the evidence base. Survey and modelling work progressed by DCC has been delayed and will not be available to inform the business case development. On this basis, there may be a need to carry out targeted survey work to inform the development of a project pipeline. The business case team will work with DCC to scope this baseline and report back to the Board. • Cost profile: the allocation of funding at the TIP stage was based on professional judgements based on a package of potential interventions. • Match funding: allowance has been made for match/co-funding as part of the overall package of works. This could include public sector co-funding or developer contributions to mitigate the impact of future development proposals. Potential opportunities for co-funding will be discussed with Derbyshire County Council (Highways Authority) and D2N2 as part of the option development work.
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	DCC Highways and transport	Chris Hegarty / Jim Seymour Dean Jones	Highway and transport survey data Bus Station relocation Active travel data for Clay Cross Guide project scoping																																													
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	The identified workplan and milestones will be subject to determining the need for further survey work to establish need / demand and clear case for change.				
13. Risk	A detailed Risk Register will be prepared and regularly reviewed with WG. Current key high-level risks:				
	Risk name	Description	Rating	Mitigations	Status
Business risk	Failure to define clear objectives for the project aligned to the Town Investment Plan and wider investment package	High		<ul style="list-style-type: none"> • Ensure SMART objectives established and linked to core aims and benefits realisation plan • Ensure that objectives inform the scoping and appraisal of options 	Open
Evidence base	The risk that there is inadequate evidence to support the identification and prioritisation of measures aimed at enhancing connectivity, addressing congestion and enhancing the quality of the pedestrian environment	High		<ul style="list-style-type: none"> • Work with DCC and other partners to develop a robust evidence base • Identify targeted studies that could be progresses to address gaps in available evidence • Promote the development of a programme level business case to secure an allocation for draw down over the longer term 	Open
Highways	Risk that the impact on highways and transport infrastructure is unacceptable or incapable of appropriate mitigation.	High		<ul style="list-style-type: none"> • Review existing baseline information to confirm assessment of need • Instruct further transport survey work to better inform the baseline and likely cost of options. • Establish highways technical Task & Finish Group and clearly defined Terms of Reference as a priority. • Engage with DCC and other stakeholders in the scoping and design stage • High-level transport/ junction modelling of short-listed options to better understand impact 	Open
Financial	Risk that level of TF allocation insufficient to achieve objectives	High		<ul style="list-style-type: none"> • Ensure clear objectives to inform scoping of options Align with wider investment projects 	Open
	Risk that match-funding is not	High		<ul style="list-style-type: none"> • Potential for match funding to be scoped at 	Open
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		available at the level identified within the Town Investment Plan		an early stage in the option appraisal process	
	Programme	Risk that delays to the project result in unforeseen consequences across other elements of the scheme	Medium /High	<ul style="list-style-type: none"> Project scoping and design development overseen by Town Centre Working Group to ensure alignment with wider regen proposals 	Open
14. Comms / consultation	<ul style="list-style-type: none"> Communication assumption: A clear plan for communications will be critical for this project given sensitivities around: <ul style="list-style-type: none"> The limited evidence base currently available to inform the scoping of interventions; community feedback in consultation undertaken to date identifying town centre connectivity as a strategic priority; The potential for changes in the scope of proposals in response to the wider programme of investment. <p>The approach to communications will need to be clear from the outset and should ensure that the risk of misalignment of expectations within the community is minimised.</p> Consultation assumption: a two stage community consultation process was undertaken to inform the development of the TIP. The Working Group has highlighted the importance of sustaining community consultation. Reflecting the points outlined above and in the absence of a robust evidence base, the focus of community consultation at this stage should be around validating qualitative assessments of key issues/challenges, strategic objectives and intervention scope. An interactive community workshop event with residents and businesses could offer an appropriate approach. 				
15. Assumed Business As Usual Status (BAU)	The BAU case assumes that in the absence of a package of works that investment in connectivity will be progressed on a piecemeal basis in response to specific development initiatives or under strategic transport plan initiatives. Under this scenario, it is not envisaged that issues identified at the TIP stage (relating to severance, congestion and poor quality environment) will be satisfactorily addressed at a town centre level.				
16. Business Case stage deliverable	 Clay Cross Business Case Template.docx				

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