Swindon and Wiltshire Rail Study Reference number 107523 09/05/2019

ANNEX G – FORMING & DELIVERING A STRATEGY











SWINDON AND WILTSHIRE RAIL STUDY

ANNEX G – FORMING & DELIVERING A STRATEGY

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1. INTRODUCTION

- 1.1.1 Within this final Annex we present the options that we propose should form the basis of the SWLEP Rail Strategy along with a view on the likely implications for the development of operations and infrastructure to operationalise the strategy and set out an approach to delivery.
- 1.1.2 On some parts of the network where we have concluded that there are no specific interventions required, we have set out why this is.
- 1.1.3 Before this we set out our approach to selecting the interventions that we have included in the strategy.





2. IDENTIFYING THE COMPONENTS OF THE STRATEGY

- 2.1.1 Within Annex F we presented an assessment of a wide variety of options that had been identified either through the development of the evidence base, or through stakeholder engagement, that addressed the issues identified in the Gap Analysis.
- 2.1.2 We have taken the outcomes of this process and used them to develop a coherent strategy for each of the four routes serving the SWLEP area; in addition, we have also identified a range of initiatives to be delivered across the network.
- 2.1.3 In developing the strategy we have set out to develop an approach that is realistic and robust, and which provides a balance between delivering policy objectives whilst also representing value for money. This is particularly the case around service extensions where in some cases an option has been chosen which delivers slightly less in policy terms but requires proportionally less resource to deliver, and is therefore felt that it is more realistic for a service to be delivered in a truncated form.
- 2.1.4 Similarly, we have incorporated certain opportunities for service development which appear to have a limited impact on policy objectives but where we believe that an opportunity exists to develop the service as part of a wider package of interventions which have the potential to deliver more than a standalone scheme.
- 2.1.5 In identifying the interventions to take forward, we have given consideration to issues around deliverability. For example, some options deliver transformational benefits but require complex solution to deliver them in full. Therefore in some cases we advocate a phased approach, allowing some benefits to be delivered earlier and in turn allowing the development of the more complex components to take place in the longer term.
- 2.1.6 In the sections below we set out our approach to developing this strategy.

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3. NETWORK-WIDE INITIATIVES

- 3.1.1 Within Annex F, we identified a range of interventions that could be applied across Swindon and Wiltshire, with the aim of improving integration between rail and other modes, both to support the economy, improve access to opportunities and improve the environment.
- 3.1.2 In relation to the gap analysis, these interventions contribute to gap AI6:

Integration of sustainable and public transport access to the rail network

- 3.1.3 Many of the schemes assessed performed well within our assessment framework, making a contribution across a range of objectives in this area. The nature of the delivery of these objectives is very different to the route-specific interventions proposed below, with delivery of some these lying directly with the LEP and local authorities. It is also possible to consider these a single coherent package to be delivered over a number of years rather than a series of standalone schemes.
- 3.1.4 We recommend that over the life of the strategy the following interventions should be made to support access and integration.
 - Development of Station Travel Plans for all stations in Swindon & Wiltshire to provide a detailed understanding of the opportunities for interventions to improve access to stations
 - Deliver improved access by sustainable modes to all stations using the Station Travel Plans as a guide to understanding what can be achieved
 - Development of a rail focussed car share scheme building on the existing car share scheme in operation in Wiltshire
 - Work to include Swindon and Wiltshire in the **Freedom Travel Pass** multi modal ticketing scheme to improve connectivity towards the Bristol area but also to provide an integrated ticketing system for movements within Swindon & Wiltshire
 - Work with Plus Bus and train operators to extend the range of Plus Bus destinations in Swindon and Wiltshire, superseding existing unused through ticketing arrangements that exist. Thus would be complementary to the above
 - Work towards a **Mobility as a Service** application for Swindon and Wiltshire. This is likely to be a medium- to long-term ambition; it may, however, provide the opportunity for the LEP to lead others in the region
- 3.1.5 The table below sets out indicative timescales for delivery of the above interventions, along with notes on delivery and dependencies.

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Table 1. Network Wide Initiatives				
RECOMMENDATION	TIMESCALE	DELIVERY & DEPENDENCIES		
Review Station Travel Plans	2020-22	These need to be initiated early to structure sustainable access interventions		
Examine case for enhanced bus links to rail served destinations where PT access is poor		Dependent on cooperation of bus industry		
Improved sustainable access	2021-2026	Other than exiting outstanding initiatives improving sustainable access will sequentially follow the Station Travel Plans		
Rail Car Share Scheme	2021	This sits within the control of Wiltshire Council to deliver		
Freedom Travel Pass	Approach West of England Combined Authority (WECA) 2020	Delivery of this option may be non-trivial, requiring negotiation with WECA and bus/rail operators.		
Plus Bus	Approach Plus Bus 2020	The first step towards delivering this is to approach Plus Bus to understand what needs to be done to incorporate new destinations. GWR/SWR should also be approached about introducing Ticket Vending Machines (TVMs) at non-rail locations.		
Mobility as a Service	2021-2026	The LEP should work with other organisations such as Transport for West Midlands (TfWM) to understand how to deliver this option.		

- 3.1.6 The timescales for delivery are designed to provide a succession of initiatives that build on each other to improve integration between rail and other modes. The review and enhancement of Station Travel Plans will begin this process, and allow a detailed understanding of the specific requirements of each station to be made. It is suggested that stations at Swindon, Westbury, Trowbridge, Salisbury and Bradford-upon-Avon should be in the first tranche of stations assessed. Chippenham station has not been included in the first tranche as the impact of the current Chippenham station package should be allowed to bed in before a further assessment of the station is conducted.
- 3.1.7 Each Station Travel Plan should build on the existing evidence to achieve the following:
 - Understand the current modes used to access stations
 - Understand the catchment area in more detail
 - Understand the strengths and weaknesses of existing sustainable and active mode access options
 - Develop a plan to improve access by sustainable and active modes both within the station and along its access corridors

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- 3.1.8 The conclusions of the Travel Plans will form the basis for a series of interventions to be delivered to improve sustainable access. It is also recommended that a prioritisation exercise is conducted on the Station Travel Plans to identify elements to be taken forward and delivered. The LEP should consider these measures when considering schemes to be funded, and they may also form parts of wider transport packages within the wider area designed to improve other modes such as cycling and walking.
- 3.1.9 Improved bus rail link services should be considered for towns such as Malmesbury, Amesbury and potentially Devizes where current bus journey times are significantly worse than car journey times. Work should be conducted to understand if it is feasible to deliver reduced journey times and whether the services would be financially sustainable.
- 3.1.10 The delivery of the integrated ticketing recommendations will take time to fulfil, reflecting the potential complexity involved. It is recommended that work to advance this option is commenced as soon as possible, with a particular emphasis on the Freedom Travel Pass which may be more complicated to implement but will yield broader benefits across the LEP area.
- 3.1.11 Mobility as a Service (MaaS) should be seen as a longer term option to overlay on top of an integrated ticketing system, and also to take advantage of the completion of work on access to stations, to present seamless journey opportunities to passengers. Although it may be appropriate to partner with other organisations to deliver MaaS, there may be an opportunity to draw on the technology sector within the Swindon and Wiltshire to develop the technology to support the service, potentially allowing the SWLEP area to specialise in such technologies.
- 3.1.12 All of these interventions should be seen as free-standing, complementary to the route specific interventions described in the sections below.





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- 4.1.1 As has been discussed in other annexes the Great Western Mainline (GWML) is central to the rail network in Wiltshire, providing strong east-west long distance links. It is, however, also one of the most constrained parts of the rail network, with capacity at a premium; this will be compounded by the completion of the Great Western Electrification Programme and the introduction of an additional two Long Distance High Speed (LDHS) services each hour between London and Bristol, supplemented by the operation of an additional service in alternate hours between London and Cheltenham.
- 4.1.2 Our recommendations around the development of the GWML reflect these capacity issues and are focussed on delivering outputs over a realistic timescale, reflecting the scale of interventions needed to deliver transformational change to parts of the route.
- 4.1.3 Our recommendations are also focussed on the gaps that we have identified around the GWML. Rather than being focussed on long distance connectivity, which we believe to already be of a high quality we instead focus on local and regional connectivity with the aim of improving access to the M4 Growth Zone in particular. This is achieved through a combination of new services and the development of new stations; this combination addresses a wide range of gaps including:
 - C1 & C2 Connectivity from Swindon & Wiltshire to the Midlands and North
 - C3 & C4 Connectivity from Connectivity from Swindon & Wiltshire to Oxford
 - C5 & C6 Connectivity from Swindon & Wiltshire to the Oxford Cambridge Arc
 - C7 Connectivity from Swindon and the M4 Growth Zone to the Solent
 - All Poor access in North Wiltshire especially around the M4 Growth Zone
 - AI5 Access to the rail network from Swindon
- 4.1.4 There is some overlap here with the development of services on the Trans Wilts corridor.

4.2 Recommendations

- 4.2.1 Our recommendations for the GWML are based around a phased approach to deliver a new *GREAT WESTERN CONNECT* service:
 - Phase 0 Increase in service frequency to 1 tph between Westbury and Swindon
 - Phase 1 Extension of services to Southampton by linking the existing Southampton
 Salisbury and Westbury Swindon services, giving 1 tph between Swindon and Southampton
 - Phase 2 Further extension to Oxford via Swindon and additional 1 tph Bristol Oxford via Swindon, giving 1tph between Southampton and Oxford and 2 tph between Swindon and Oxford, with stations opening at Corsham, Swindon West and Swindon East
 - Phase 2A Extension of London Paddington Didcot semi fast services to Swindon at 1 tph, providing new intermediate stations with a service to London
 - Phase 3 Extension of Bristol Oxford services to Cambridge via East West Rail and Southampton Oxford services to Birmingham.

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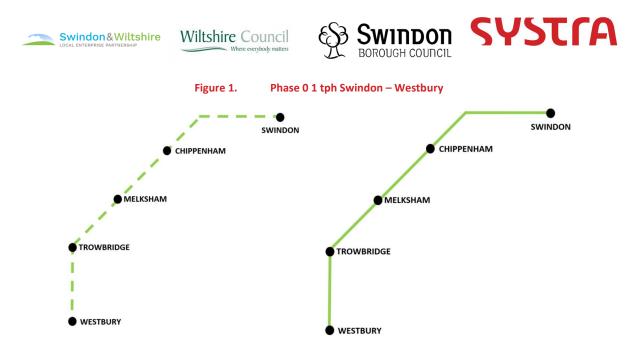


4.2.2 The delivery of the new Great Western Connect services will be complex, although Phases 0 and 1 offer potential "easy wins". The delivery of the full service will require a partnership approach which is discussed in more detail in a following chapter. It does, however, represent a transformational change in connectivity and accessibility to the rail network in North Wiltshire; these are described in more detail in the following sections.

4.3 Phase 0: 1 tph Westbury – Swindon

- 4.3.1 Phase 0 is in many respects a Trans Wilts corridor scheme rather than a GWML scheme, but it represents the first step towards delivering Great Western Connect services from Southampton and Bristol to Oxford and beyond.
- 4.3.2 Phase 0 would involve an increase in service frequency from approximately one train every two hours to one train every hour. This would represent a substantial uplift in frequency improving connectivity between Westbury, Trowbridge, Melksham, Chippenham and Swindon. Delivery of this option is estimated to require one additional two-car train.
- 4.3.3 This enhancement would also require the service to be operated on a standard clockface pattern with services departing at the same minutes past each hour. Based on the CURRENT timetable this appears to be achievable, although the detail of the December 2019 timetable change is not currently available and this may alter service patterns and detailed timings. To provide a consistent service pattern will require the retiming of a number of freight services. This is because the currently single Melksham Chord can accommodate a total of three trains per hour (for example two southbound and one northbound, or vice versa). The operation of an hourly service would occupy two of these paths. However two of these train paths will be occupied by the revised passenger service leaving capacity for one freight train per hour, or alternatively one train every two hours in each direction. Based on the current Working Timetable there are a total of eight daytime (0500 to 2359) freight paths available, representing only four trains in each direction. With the exception of 1200 to 1300 there is no hour when more than one freight train operates and 12 out of the 19 hours have no planned freight trains operating. Whilst some of these would require retiming, the quantum of services would not appear insurmountable.
- 4.3.4 We also recommend that an improved evening service be delivered on the route with trains operating every hour with a first arrival in Swindon by 0700 and a last departure from Swindon after 2200.
- 4.3.5 We recommend that this option should be delivered as part of the Great Western Railway Direct Award which runs between 2020 and 2022.

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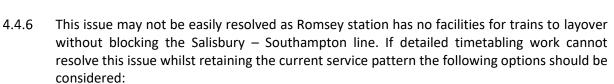


4.4 Phase 1: 1 tph Southampton Central – Swindon

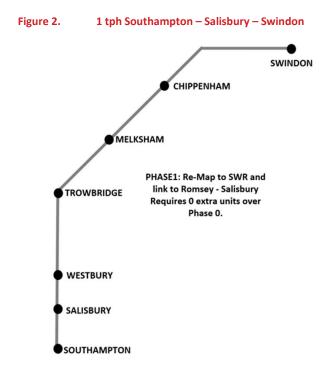
- 4.4.1 Phase 1 will represent the first step towards a transformational change in connectivity. As with Phase 0, this scheme is principally a Trans Wilts corridor scheme but is included here due to its function within a wider GWML package.
- 4.4.2 This service would be introduced by linking the Phase 0 / 1 tph service Swindon and Westbury with the existing Romsey Southampton Salisbury service. This would provide a new cross-Wiltshire link between Southampton and Salisbury in so doing providing a consistent two trains per hour service between Salisbury and Trowbridge. Linking the two services would require some level of franchise remapping as the Swindon Westbury service is operated by Great Western Railway, whilst the Romsey Southampton Salisbury is operated by South Western Railway. We have assumed that the service would be operated by South Western Railway based on the current resourcing of the Salisbury Romsey service, which is the more resource intensive of the two services, and which is currently resourced form South Western Railway's Salisbury Depot.
- 4.4.3 This extension of the Phase 0 / 1 tph Westbury Swindon service to Southampton would not require any further additional trains, indicating that the additional operating costs would be low. The reason for this is that the existing Romsey Southampton service has a long layover at Salisbury and the revised Swindon Westbury service would also have a relatively long layover, providing rolling stock resources for the Salisbury Westbury section of the route.
- 4.4.4 Operation of this service would actually help to release capacity at Westbury by removing terminating trains thus releasing platform capacity.
- 4.4.5 An initial assessment of the pathing of the service suggests that the service could be operated without a requirement to double the single line Melksham chord; it should be noted, however, may require the Romsey Southampton Salisbury portion to be split at Southampton in at least one direction. This is because, whilst train paths appear to link for northbound services, the southbound services do not link up requiring the southbound service to operate in a different path, impacting the turnaround time at Romsey.







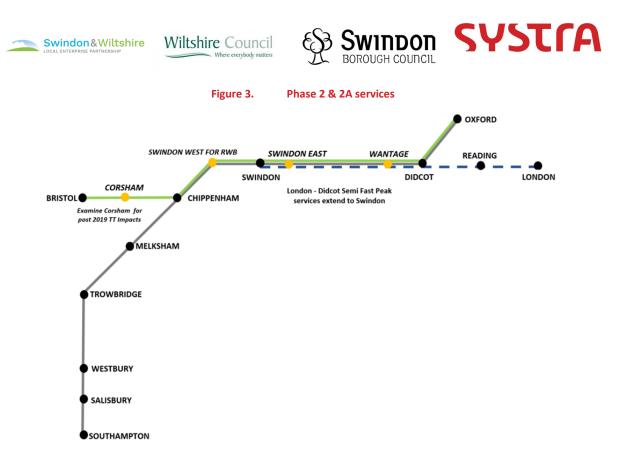
- Divide the service at Southampton leaving a Southampton Romsey shuttle and Southampton Swindon service
- Reverse the current routing of trains with service from Salisbury operating via Chandlers Ford before operating to Romsey via Millbrook.
- 4.4.7 It is recommended that this option is scheduled for introduction following the end of the existing GWR direct award in 2022.



4.5 Phase 2 & 2A: Great Western Connect

4.5.1 Phase 2 and 2A develop Phases 0 and 1 further to deliver new service between Southampton and Oxford and Bristol and Oxford. This option would include the opening of new stations at Corsham, Swindon East and Swindon West. Phase 2A would develop this further with the incorporation of new semi fast services from London to Swindon. The figure below presents the service pattern.

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- 4.5.2 Delivery of these services would require significant infrastructure enhancements. Until the new GWR timetable for December 2019 is finalised, it is not possible to determine the exact requirements , but it is likely that some or all of the following would be required.
 - Increase from two to four track east of Swindon at least as far as the Swindon East station site east of where the A419 crosses the railway.
 - Quadrupling of the route from Steventon westwards towards Grove (the distance would be likely to depend in part on the development of the proposed station at Wantage in Oxfordshire).
 - Remodelling of Wootton Bassett Junction to provide greater flexibility; this is potentially also required to serve a Swindon West for Royal Wootton Bassett station.
- 4.5.3 In addition to this, and dependent on the 2019 timetable structure, it may also be necessary to at least partially double the single track Melksham chord.
- 4.5.4 Station sites at Swindon West and Swindon East both performed strongly in the Annex F scheme assessments, but it should be noted that both of these stations would require the introduction of both new services and new infrastructure. The development of a station at Corsham does not require any additional infrastructure. There **may** be the opportunity that should be explored to deliver Corsham ahead of other Phase 2 interventions. Historically development of a station at Corsham has been thwarted by the lack of suitable service to call at the station. When a new station is opened existing passengers are impacted by the additional journey time incurred from the new station. Where services that might call have a large volume of high revenue passengers (such as the Bristol London service) this impact is at its highest and is sufficient to offset the benefit of most new stations. However in the case of Corsham the operation of the new Bristol London fast service will divert a considerable number of existing passengers, and although this will be offset by passenger growth arising from the frequency enhancement, it may be possible that the case for a Corsham station will

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be improved; it is therefore recommended that this issue is investigated again after the introduction of the December 2019 timetable.

- 4.5.5 An aspiration identified in the Network Rail Route Study is for peak semi fast London Didcot services to be extended to Swindon. In isolation this would achieve little for Swindon and Wiltshire. However with the development of a new station at Swindon East (and potentially in Oxfordshire at Wantage which would also serve north east Wiltshire), the services have a function for Swindon and Wiltshire. The operation of these services could provide direct services from Swindon East to Didcot, Reading, Slough and London further increasing the utility of this station. The operation of these services would also require infrastructure enhancements similar to those proposed for the Southampton/Bristol Oxford services; they should therefore be seen as complementary to the proposed Great Western Connect service in helping to justify the infrastructure works required and the station re-openings east of Swindon.
- 4.5.6 The delivery of Great Western Connect is unlikely to occur before the beginning of Control Period 7 in 2024, indeed it may well be completed after this date. However the complexity of the scheme required means that work to begin developing a detailed evidence base should begin as soon as possible, along with work to develop costs; it is expected that the cost of the schemes required would run to several hundred million pounds. As part of the overall development scheme, it will therefore be important to test the viability and value of individual components of the scheme.

4.6 Phase 3: Extension of Great Western Connect

- 4.6.1 Phase 3 completes the development of the Great Western Connect network, with the extension of Southampton services to Birmingham and Bristol services to Cambridge. The delivery of these final steps is largely dependent on the completion of third-party schemes.
- 4.6.2 Operation of services to Cambridge is dependent on the completion of East West Rail Central section, representing a new line from Cambridge to Bedford.; without this, services could only be extended to Bedford via Bicester and Bletchley. Due to the layout of Oxford station this may also be an operational necessity in the short term, to avoid services terminating at Oxford and occupying station and platform capacity. Whilst the western section of East West Rail is a committed scheme and should be completed by 2023, the central section route is still being consulted on and is unlikely to be completed until the mid to late 2020s.
- 4.6.3 Operation to Birmingham is dependent on line capacity north of Leamington Spa and notably in the Birmingham area. The first opportunity would arise from the completion of HS2 Phase 1 where the diversion of an existing Reading Newcastle service to operate via Coventry rather than Solihull may free a train path for a new service to operate from Leamington Spa via Solihull to Birmingham New Street. If this option were not available, the alternative would be to await the completion of the Midland Hub project which will provide additional capacity into Birmingham Moor St. This will be completed during the early 2030s.

4.7 Delivery of Great Western Connect

4.7.1 The Great Western Connect service we have proposed here represents a relatively complex project. However it will also benefit a range of partners including the Swindon & Wiltshire

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LEP, Swindon Borough Council, Wiltshire Council, Oxfordshire County Council, Bath & North East Somerset Council, Bristol Council and the West of England Combined Authority.

4.7.2 The development of the scheme is unlikely to be an immediate priority for Network Rail after the completion of the Great Western Electrification Programme (GWEP); the "heavy lifting" of the development of the proposals and gathering of evidence will therefore rest with the main stakeholders involved in the project. This could be brought forward through the development of a Great Western Connect Alliance, focussed initially on the development of a Strategic Outline Business Case for the proposed package of improvements, to demonstrate the case for intervention. This alliance would be comprised as a minimum of SWLEP, Wiltshire Council, Swindon Borough Council and wider regional partnership such as England's Economic Heartland sub national transport body.

4.8 The South Cotswolds Line

- 4.8.1 The South Cotswolds Line is closely linked to the GWML, and as such we have included our conclusions on the route in this chapter.
- 4.8.2 We have concluded that there is only limited value to Swindon and Wiltshire in further service and / or infrastructure developments on this route. Aside from providing access to Gloucester and Cheltenham, the route's strategic function would be to provide a link to Birmingham. However there are operational issues with achieving this, with access to Birmingham via Cheltenham being severely constrained; we therefore recommend that, in the longer term, direct services to Birmingham from Swindon and Wiltshire are routed via Oxford, with improvements to connections at Cheltenham and Bristol providing short-term improvements in connectivity.
- 4.8.3 The main benefits arising from the route therefore accrue to Gloucestershire County Council, with the route providing a strategic link from Gloucestershire to London; this is underlined by all of the stations on the route being located in Gloucestershire.
- 4.8.4 The case for a station at Moredon Bridge was also examined; the catchment of this station would, however, be severely undermined by the development of either a Swindon East or Swindon West station, so this option should not be advanced further unless either of the other stations cannot proceed or if as part of work to examine those stations a strong local catchment around Moredon Bridge is identified.
- 4.8.5 Overall our recommendation for the South Cotswolds Line is as follows:

"supporting service improvements on this route where appropriate, particularly to enhance local connectivity to Gloucester and Cheltenham"

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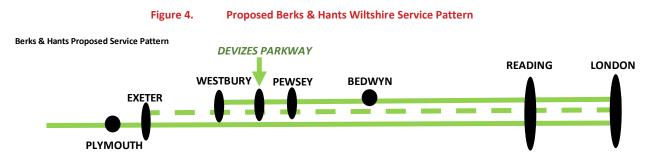




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5. BERKS & HANTS ROUTE

- 5.1.1 To support the development of the Berks & Hants route, and address specific gaps that impact on Wiltshire, we have developed four recommendations, designed to strike a balance between being deliverable without incurring excessive cost whilst at the same time bringing benefits to Wiltshire. The gaps that these recommendations address include:
 - MI2 Service frequencies on the Berks & Hants Line towards both London and the South West
 - MI7 Quality of interchange of options at node stations including Westbury
 - AI3 Limited access to the rail network in East Wiltshire
- 5.1.2 The recommended schemes are:
 - Extension of London Paddington Bedwyn services to Westbury, providing Westbury and Pewsey with a consistent hourly service to London.
 - Opening of a station at Devizes Parkway.
 - Extension of peak Westbury London services to and from Bristol.
 - Lobby for the proposed two-hourly London Exeter stopping services to be enhanced to hourly in the long term, at least to Westbury.
- 5.1.3 The diagram below sets out the proposed optimum service pattern, with hourly services represented as solid lines and broken lines representing services operating every two hours.



5.2 Extension of London – Bedwyn services

- 5.2.1 The recommendation to extend London Bedwyn services to Westbury and open a station at Devizes are linked as the operation of a regular, consistent train service of at least an hourly frequency is a prerequisite for making Devizes a successful location for a station.
- 5.2.2 The decision to extend the London Bedwyn service was made as this option required the lowest level of additional resource, with potentially only one additional five car train being required to operate the service, compared to other options (such as doubling the frequency of the planned London Exeter service) which required up to four additional trains which might be up to nine car in length. Recommending this option provides a balance between delivering economic benefit and affordability, and is achievable through the proposed use of Bi-Mode Class 800 trains on the London Paddington Bedwyn services.
- 5.2.3 We suggest that it may be practical to deliver this service level as part of the next full GWR franchise which begins in 2022, with the service introduced by 2024.

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Wiltshire Council



5.3 Devizes Parkway

- 5.3.1 Two sites were identified for a Devizes Parkway station. We recommend that a station be located on the A3082 between Devizes and Lydeway, as the opportunity exists at this site to develop access from Devizes by active modes and / or autonomous vehicles by utilising the former railway alignment between this site and Devizes.
- 5.3.2 We believe that a station at Devizes should be delivered in parallel with the extension of Bedwyn services to Westbury. This would also fit with the likely development timescales for a new station with delivery not being likely before 2024, assuming that early stage development work begins now.

5.4 Extension of London – Westbury services to Bristol (peak only)

- 5.4.1 Building on the recommendation to extend Bedwyn services to Westbury, we also propose to improve connectivity between Bradford-on-Avon, Trowbridge and London by extending peak services to and from Bristol Temple Meads. This would have both operational and economic benefits as the GWR IET fleet is maintained at Stoke Gifford depot and operating such services would allow the Westbury London service to be resourced from Bristol. The option builds on an existing service which departs Bristol at 0515 and operates via Trowbridge and Westbury. The operation of such a service with departures from Bristol at 05XX, 06XX and 07XX and with services returning from Paddington at 17XX, 18XX and 19XX would provide useful direct services at peak periods, addressing the gap identified relating to direct services from Trowbridge to London. The service would also provide direct services from Bristol to Westbury in the morning at a time when local services will be focussed on services into Bristol.
- 5.4.2 As with the extension of Bedwyn services, we would recommend the introduction of these services as part of the next GWR franchise.

5.5 Enhancement of Paddington – Exeter services to hourly

- 5.5.1 From December 2019 it is planned that a new, more consistent, stopping service will be provided on the Berks & Hants route with a train approximately every two hours operating between London and Exeter serving Pewsey and Westbury in Wiltshire. This will replace the current, rather ad-hoc, service to London provided from these stations.
- 5.5.2 We recommend that the LEP lobbies for the eventual enhancement of this service to an hourly frequency to improve connectivity to the west. The timing of this enhancement should however be dependent on the future levels of growth in usage of the new Exeter service to ensure that the service can be justified, as the resourcing requirements of the service would be significant; up to four additional trainsets will be required to operate the service.
- 5.5.3 Operation of this service would present the opportunity to amend stopping patterns on both the London Westbury and London Exeter service, to optimise journey times and maximise connectivity.

5.6 Delivering and enhanced Berks & Hants service

5.6.1 It can be seen that almost all of the benefits of the service changes outlined above accrue purely to the SWLEP area. Following the completion of GWEP and the introduction of a new

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timetable further developments on the route are unlikely to be an immediate priority for the rail industry. In addition there is a need for feasibility work on the development of a station at Devizes, to understand in more detail the engineering feasibility and likely demand for a station.

5.6.2 Aside from the delivery of the station at Devizes, we believe that all the service enhancements recommended can be delivered without additional infrastructure, although this is subject to the retiming of some freight services. This is, however, predicated on no services starting and terminating at Westbury to reduce platform occupancy and avoiding the need for a fourth platform, with the exception of the London – Westbury service. To demonstrate the feasibility of this, an example timetable, including the proposed Southampton – Swindon service, is presented in the table below;

Plan Arr	Origin	Platform	ID	TOC	Destination	Plan Dep
1200	Cardiff Central	1	1F11	GW	Portsmouth Harbour	1201
1151	Burngullow E.C.C.	UR	FRGT	Freight	Bow East (Db Cargo)	1204
	Starts here	2	1W02	GW	London Paddington	1207
1209	Portsmouth Harbour	3	1F14	GW	Cardiff Central	1210
1215	Wellingborough Up Tc Gbrf	2	FRGT	Freight	Whatley Quarry Gbrf	1217
1215	Northampton Castle Yrd Gbf	2	FRGT	Freight	Whatley Quarry Gbrf	1217
1217	Westbury Up T.C.	UR	FRGT	Freight	Fairwater Yard	1229
1224	Merehead Quarry	3	FRGT	Freight	Wootton Bassett F.Y.	1233
1224	London Victoria	2	FRGT	Private Charter	Bristol Temple Meads	1238
1225	Exeter St. Davids	3	1C78	GW	London Paddington	1227
1236	Gloucester	1	2089	GW	Weymouth	1239
1240	Swindon	1	1001	SW	Southampton Central	1242
1243	Southampton Central	2	1002	SW	Swindon	1245
1249	London Paddington	2	1W01	GW	Terminates Here	
1250	Weymouth	3	2V90	GW	Gloucester	1251
1254	London Paddington	1	1C77	GW	Exeter St Davids	1256

Table 2. Draft Timetable for Westbury (example hour)

Code

Couc	
	Existing GWR Service
	New GWR Service
	New South Western Railway
	Freight/Other

5.6.3 To address this we therefore recommend that the LEP develops a Strategic Outline Business Case for the development of both the extended London – Bedwyn – Westbury service (including peak extensions to Bristol) and includes Devizes Parkway station. At the same time the opportunity should be taken to explore the trigger point at which an improved London – Exeter service should be introduced.

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6. WEST OF ENGLAND LINE

- 6.1.1 Based on the results of the assessment exercise, we have identified four recommendations for the development of the West of England Line, reflecting the relative value to Wiltshire of different parts of the route.
- 6.1.2 For the route west of Salisbury we recommend that SWLEP ensures that the existing service is maintained, including recent frequency improvements between Salisbury and Yeovil, and that any service improvements west of Salisbury should not be at the cost of connectivity between Yeovil and Salisbury.
- 6.1.3 However we have a stronger recommendation for the development of the route east of Salisbury towards London where we recommend that journey time reductions towards London are pursued. The target journey time reduction should be 10 minutes although it is acknowledged that this is a challenging target given the constraints on the route.
- 6.1.4 We also recommend that two new stations are developed on the route, with the first station being located at Porton and the second at Wilton. It should be noted, however, that the station at Wilton is predicated on detailed evidence being provided that the case for a station can be justified in parallel to a station at Porton, as Porton may abstract from the outer catchment for Wilton.
- 6.1.5 The following sections describe the delivery of these recommendations.

6.2 Salisbury – London Journey Time Reductions

- 6.2.1 As described in Annex F, delivering a reduction in journey times between Salisbury and London is relatively complex due to the current combination of lines speeds, line capacity between Basingstoke and London, and the maximum permitted speed of 90mph of the current Class 159 trains in use on the route.
- 6.2.2 Unlike the GWML, the South West Mainline is unlikely to ever be characterised by high speeds; the density of services on the route is such that any significant increase in speeds for selected trains absorb line capacity, potentially preventing the existing timetable being run in full. This means that a range of measures have to be explored to work towards journey time reductions. These will include the following:
 - Replacement of Class 159s with trains with 100mph maximum speed and improved acceleration.
 - Line speed improvements between Salisbury and Basingstoke.
 - Incremental changes to the timetable to remove margins required for train pathing purposes.
- 6.2.3 It is believed that together these interventions might bring a six minute journey time reduction.
- 6.2.4 More detailed work would be required to understand the cost of line speed increases as it may be possible to enhance speeds in some places through enhanced maintenance whilst in other locations the more substantial work to alter track geometry and alterations to signal

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spacing and level crossings may be required. The target would be to increase line speeds to 100mph from the current 80mph to 90mph on the route.

- 6.2.5 The existing franchise is committed to retaining Class 159 trains throughout its life until 2024. At this point the Class 159s will be over 30 years old and are likely to be replaced. The most appropriate replacement may be a Bi-Mode train as operates on GWR, however in this case the electric component of the train will have to be capable of operating using the 750v dc third rail in use on the South West Mainline from Basingstoke to London rather than 25kv ac overhead supply. Whilst no trains currently in use have achieved this, it should be technically feasible.
- 6.2.6 Assumed that new trains will be delivered from around 2026, this should also be the target for infrastructure interventions to be completed.
- 6.2.7 Electrification of the route from Salisbury to Basingstoke would bring further benefits, however the economics and technical requirements of achieving this are complex. It is unlikely that it would be acceptable to regulatory bodies such as the ORR to extend the existing 750v dc third rail from Basingstoke. This would imply a need to use the standard 25kv ac overhead system, however this would create a number of issues with delivering a strong business case as it may require the following:
 - The use of tri-mode train ac/dc/diesel units if the line from Salisbury to Exeter were not electrified
 - Due to the density of services the economic case for electrification from Salisbury to Exeter may be poor, leaving an isolated section of 25kv ac electrified railway from Basingstoke to Salisbury
 - The costs of electrifying the 35 miles from Basingstoke to Salisbury would be disproportionally expensive as in addition to the cost of electrifying the route, there would be additional costs related to developing electrical feeder stations which are often very expensive one off costs. In larger schemes the costs of feeder equipment can be spread over a larger network, but in this case the route would be isolated.
- 6.2.8 We have therefore not specifically recommended electrification unless a wider scheme can be defined, or the costs of electrification are reduced significantly, or 750v dc electrification could be extended to Salisbury.
- 6.2.9 It was noted in our benchmarking exercise in Annex C that Southampton shares with Salisbury the lowest average speeds to London of a range of UK cities. We therefore recommend that it may be sensible to collaborate with the Solent area to understand the case for improvements on the South West Mainline. SWLEP may also wish to develop the case for interventions between Salisbury and Basingstoke, perhaps linking to work required on Porton station described below.

6.3 Porton Station

6.3.1 We have identified that there may be strong case for the development of a Parkway station at Porton to serve a wide catchment around Salisbury and also to serve the existing and future employment and residential development in the Porton area. The station will also need to be considered within the Local Plan process to fully understand its relationship with development and also to ensure suitable highway provision.

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- 6.3.2 Unlike many of the other new station proposals, very little work has so far been conducted on a station at Porton and as such it will be necessary to conduct detailed work to develop the case further. its location to the north east of Salisbury is such that it may well be attractive to a wide area for trips to London, but a concern is that station calls will require additional time, conflicting with the objective of reducing journey times towards London.
- 6.3.3 Given that the likely lead time for delivering the station would be around five to six years, it should, however, be possible to incorporate the impact of a Porton station in the thinking around improving journey times to London.

6.4 Wilton Station

6.4.1 Over recent years a case for a station at Wilton to the east of Salisbury has been advocated. In the most recent piece of work it appeared that, subject to the introduction of additional train services on the Trans Wilts route, the station may represent value for money. However the development of a station at Porton has not previously been considered in the context of a station at Wilton; this development would be likely to absorb much of the London-focussed catchment of a Wilton station, leaving only local trips from the area around the station plus trips towards Bristol or Southampton. We are therefore concerned that the case for this station may be diminished, and recommend that the case for a Wilton station be revisited after more-detailed work has been conducted on Porton station to understand if a viable case still remains.

6.5 Andover – Ludgershall Line

- 6.5.1 The line from Andover Ludgershall is currently used solely by freight traffic to serve MOD Ludgershall. The line has bene proposed for reopening to service the local population and army barracks in the area. As described in Annex F operating a passenger service on the route would require the completion of a new station, the upgrading of the route and signalling to passenger standards and the reopening of a platform at Andover, in addition to the ongoing operating costs of a train service.
- 6.5.2 Based on our high level assessments such a service would not generate a significant uplift in the economy. Furthermore whilst the demand generated might support a new station on an existing route it is unlikely to support a new station AND the operating costs of new service, and would therefore require, potentially considerable operating subsidy.
- 6.5.3 We therefore recommend that the SWLEP position on this route should be to support but not actively pursue the reopening of the line, with a focus instead on further developing the existing bus links for Ludgershall. It may be that third party organisations may be interested in the development of the route.

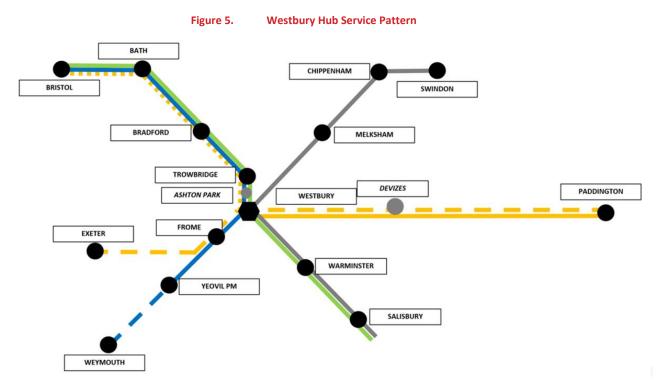
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- 7.1.1 The most significant recommendation for the Trans Wilts corridor relates to the development of Southampton – Swindon – Oxford service as part of the Great Western Connect proposal described in detail in the GWML chapter. This proposed service does however form part of a wider plan to provide a more consistent pattern of services across the route and to develop Westbury as a hub station, based on the following service pattern:
 - 1tph Portsmouth Harbour Westbury Cardiff Central.
 - 1tph Yeovil Westbury Bristol (with alternate services starting from Weymouth).
 - 1tph Southampton Westbury Swindon Oxford.
 - 1tph Westbury Bedwyn London (with peak extensions to Bristol via Trowbridge).
 - 0.5tph Exeter Westbury London.
- 7.1.2 We also recommend that the case for a Station at Ashton Park to serve the Ashton Park residential development and White Horse Business Park be investigated in more detail.
- 7.1.3 The diagram below presents the service pattern:



7.1.4 The combination of services shown in Figure 5 above provides two trains per hour from Westbury to Southampton and Bristol and one train per hour to Swindon and Yeovil. The most notable addition to the network is the operation of an hourly service to Yeovil. This is an extension of an option to improve services to Frome, improving local connectivity and recognising that Frome, located close to the Wiltshire boundary, has a role in providing access to the rail network for Wiltshire residents. The operation of services to Yeovil is based on the outcome of an assessment of increasing service frequency from Bristol to Frome where it was found that it was not possible to terminate services at Frome station. These services were

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therefore projected to Yeovil at little additional cost, as no additional trainsets were required to maintain an hourly service pattern. As a bye-product, this will improve links from Yeovil to Wiltshire.

- 7.1.5 The development of this service pattern will require some alterations to a number of ad-hoc services that operate in the Westbury area, notably those services operating to Brighton and Warminster, as well as a number of South Western Railway services that operate from Yeovil to Salisbury via Westbury.
- 7.1.6 Our recommendation is that these current ad-hoc services be superseded by either additional Yeovil Bristol services or the new Southampton Swindon service. In terms of mitigating the impacts between different franchises it should also be noted that it is proposed that South Western Railway will take control of the Southampton Swindon service; this would be effective compensation for any loss of services in the Yeovil and Frome areas.
- 7.1.7 If capacity exists, it is proposed that the existing South Western Railway Bristol Salisbury London services (which are largely off peak) should continue to operate. The only notable loss will be a small reduction in the number of service operating from Warminster towards Bristol; this would, however, be offset by a transformational change in access to Swindon and the provision of a consistent half hourly service to Salisbury and Southampton.
- 7.1.8 Based on an initial assessment based on the current timetable, it appears that the timetable can be incorporated without additional infrastructure, and in particular, that by avoiding terminating trains at Westbury on an ad-hoc basis it is possible to avoid the need for a fourth platform at Westbury.
- 7.1.9 We recommend that the development of this consistent service pattern be included in the next full GWR franchise commencing in 2022.

7.2 Ashton Park Station

- 7.2.1 We have recommended that the case for a station at Ashton Park be explored in more detail. Such a station would have two roles; it would serve new development at West Ashton and employment land around the White Horse Business Park, and provide an alternative to the existing station at Trowbridge, access to which by car is relatively poor.
- 7.2.2 The station would be located close to both Westbury and Trowbridge stations, and therefore the case for the station would be closely linked to the level of abstraction from these two stations relative to the net increase in trips generated.
- 7.2.3 Were the station to be developed it could be delivered by around 2024; it is strongly recommended that further work be conducted to understand the viability of this station, especially within the context of the proposed service changes described elsewhere in this report that impact on the Trans Wilts corridor.

7.3 The Impact of Metro West

7.3.1 It is known that West of England Combined Authority (WECA) have aspirations to develop local services from Bristol towards Bath and potentially Wiltshire. It is understood that a an additional one train per hour local stopping service has been proposed between Bristol and

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Westbury; details of how this service would operate are not clear, and it is also not clear if both proposed trains would be additional to the existing service level.

- 7.3.2 If it is assumed that the service is formed of the train path proposed to be used by the existing Bristol – Weymouth service (which forms part of the plans above) then only one additional train path will be required. Accommodating this additional service at Westbury may have implications for the infrastructure requirements to deliver the aspirations of the SWLEP, with potential issues around the impact on the Melksham chord and the need for an additional platform at Westbury.
- 7.3.3 This means that Metro West is both a risk and an opportunity for SWLEP; it offers the prospect of enhanced frequency to Bristol from Westbury, but may complicate the delivery of other enhancements.
- 7.3.4 Were an additional train path to be delivered, it is recommended that the service operates to Warminster. This would have two advantages; it would provide a second train each hour from Warminster to Bristol, addressing the issue identified above relating to a small reduction in service frequency to Bristol from Warminster, and, by terminating at Warminster, would avoid the need for a train to turnaround in the platform at Westbury and in turn reduce platform occupancy, helping to avoid the need for a fourth platform. It may however be necessary to examine the case for a turnback siding at Warminster to ensure a resilient and reliable service can operate or alternatively a new crossover and signal within the station.





8. DELIVERING THE STRATEGY

- 8.1.1 Within this chapter we set out how the recommendations set out above might be delivered, and how they fit into rail industry processes.
- 8.1.2 The prioritised developments in Swindon and Wiltshire's rail connectivity identified in this report require wide and varied projects to make them happen. These include: -
 - Wholly new and expanded train services, such as an East West Rail western-extension or a transformation of the Trans Wilts service to form a Southampton-Swindon-West Midlands service.
 - Expansion of infrastructure capability and capacity, together with additional rolling stock, to support such new services.
 - New and improved stations, whether a range of new parkway and local stations or regeneration of key stations such as Swindon, to support access to rail services by growing the number of passengers.
 - Supporting access capability, including station car park capacity, integrated bus, cycle and pedestrian facilities.
- 8.1.3 The basis for the proposed developments is the delivery of major strategic national developments which will directly and indirectly support Swindon and Wiltshire's economy, including Great Western Main Line electrification and the new GWR InterCity Express (IET) train fleet, East West Rail between Oxford and Cambridge, High Speed 2, Cross Rail and Western Access to Heathrow. In addition to the direct benefits, these schemes generate significant opportunities for complementary regional and local developments if Local Authorities and Local Enterprise Partnerships (LEPs) can define, develop, establish funding mechanisms and deliver such schemes themselves.
- 8.1.4 Neither government nor the rail industry itself can be assumed to develop, fund and deliver the ambitions for rail that Swindon and Wiltshire aspire to.
- 8.1.5 Whilst such Third Party delivery of projects is challenging within a highly complex setting such as the rail industry several local authorities and consortia of local authorities have strong track records of successful scheme implementation, many working in close partnership with LEPs. Government has not only encouraged such approaches but, following the 2017 Hansford Review¹ into the best means of facilitating these, set out a new structure for doing so, known as the Rail Network Enhancements Pipeline².

8.2 Examples of successful Third Party delivery

8.2.1 Examples of successful Third Party delivery of rail schemes, from which SWLEP, Wiltshire Council and Swindon Borough Council could draw confidence include: -

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¹ <u>https://thehansfordreview.co.uk/</u> "An Independent Review of contestability in the UK rail market to consider third party investment and infrastructure delivery, on the national railway." (2017)

² <u>https://www.gov.uk/government/publications/rail-network-enhancements-pipeline</u> (2018)





- Warwickshire County Council Warwick Parkway (2000); Coleshill Parkway (2007); Stratford-upon-Avon Parkway (2011); Bermuda Park and Coventry Arena (jointly with Coventry City Council) (2016); Kenilworth (2018)
- Buckinghamshire County Council Aylesbury Vale Parkway (2008)
- Coventry City Council Coventry Arena as noted; Coventry Station Masterplan (in delivery 2019)
- Worcestershire County Council Bromsgrove relocated station (jointly with Centro now West Midlands Rail Executive (2016)); Worcestershire Parkway (opening 2019); Kidderminster Station regeneration (opening 2019)
- 8.2.2 In addition, the example schemes below demonstrate a range of differential delivery, ownership, risk allocation and funding models, dependent upon local and/or particular circumstances: -
 - O Local authority/train operator investment partnerships Warwick Parkway was delivered jointly by Chiltern Railways and Warwickshire County Council with a 'clawback' arrangement which contributed to WCC's development costs; the station is owned by Chiltern Railways rather than Network Rail. Passenger revenue underpins the investment, in effect on a 'mortgage' basis.
 - Local authority/private investment partnerships Coleshill and Aylesbury Vale parkways were developed jointly between the respective local authorities and John Laing plc; both stations are owned by John Laing plc. Passenger revenue again underpins the investment.
 - Local authority/LEP investment and DfT franchise value Worcestershire Parkway is funded by a combination of LEP capital grant (c. 25%) and a share of train operator incremental revenue (75%), the latter supporting the local authority's prudential borrowing, and agreed with the Department for Transport as a contributing portion of the uplift in value of the 2 franchises that will serve the station (GWR and Cross Country). Station ownership will be transferred to Network Rail upon opening. Passenger revenue again underpins the investment.
 - Local authority/LEP capital funding Stratford-upon-Avon Parkway, Bermuda Park, Coventry Arena, Kenilworth, Kidderminster and Bromsgrove were funded out of a combination of local authority, LEP and DfT funds (Kenilworth with a contribution from the DfT's 2013 New Stations Fund). All had appropriate Benefit Cost Ratios of 2+, but were not required to fund the investment via passenger revenue.
 - Bespoke investment models schemes such as Coventry Station Masterplan, similar in outputs to that sought for Swindon Station, integrate multiple forms of value and contribution sources including capital funding, car park revenues, land value uplift/capture, regeneration value, developer/106 contributions, rail operational benefits as well as passenger revenue uplift.
 - New train services Kenilworth Station, opened in 2018 by Warwickshire County Council, was dependent upon the successfully-delivered new train service between Learnington Spa and Coventry, developed by WCC and agreed with DfT, Network Rail and the train operator, together with resourcing of rolling stock for the service.
- 8.2.3 In each of these scenarios, risk has been managed via individual, bespoke methods. In the case of schemes where third parties take overall risk on a scheme, contractual agreements are reached with the DfT on train service specification, shares of passenger revenue or period

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of ownership. Warwick Parkway, for example, reverts back to Network Rail ownership at 40 years from opening. In the case of schemes which are capital-funded by Third Parties but 'handed-back' to Network Rail and operators at opening, Third Party risk is generally capped at a maximum of 3 years' operation. That Third Parties have to be willing to invest to achieve their ambitions is inevitable.

- 8.2.4 There are also Third Party developed and/or delivered examples of incremental, wider 'route regeneration' such as: -
 - O NUCKLE Package: Coventry and Warwickshire 2013-current (NUCKLE = Nuneaton-Coventry-Kenilworth-Leamington Spa) Bermuda Park, Coventry Arena and Kenilworth Stations, together with Coventry Station Masterplan each bring discrete benefits, but form part of a wider transformation of rail connectivity and services across the NUCKLE Corridor. These have been delivered by a partnership of Warwickshire and Coventry councils, the Coventry & Warwickshire LEP and Centro (now the West Midlands Rail Executive), with a development of train service frequency and connectivity within an integrated, incremental set of packages. The relationship of the NUCKLE route to both the West Coast and Chiltern Main Lines is similar in form to many of the issues that face Swindon and Wiltshire in respect of the Great Western Main Line, the Berks and Hants and the South West Main Line, and demonstrate that major change can be achieved even with the challenges of strategic traffic on those main lines.
 - Chiltern Railways: 1996-2016 the radical £800m 20-year regeneration of the London Marylebone-West Midlands route, and the new route to Oxford, was developed, funded and delivered by the Train Operator itself. Whilst there are now few if any such approaches being taken by franchised operators given more highly defined DfT-specification of forms of franchises, and the uncertainties of the process in the face of failed franchises (under examination in 2019 by the Williams Review³) the Chiltern example illustrates the strength of Third Party definition, development, funding and delivery of rail investment. It formed an effective test bed for evolution and implementation of both Third Party project delivery and the range of funding and investment models that have since been applied to schemes such as those outlined at 8.2.2 above. Chiltern's successful delivery illustrated the viability of approaches government and the DfT are now encouraging. It specifically made the link between the 'why' and the 'how' in seeking to deliver clear, positive outputs for passengers and the economy with projects as the means rather than the end in themselves.

8.3 Third Party Delivery – Contemporary Developments

- 8.3.1 As noted government and the Department for Transport are both encouraging and seeking to make Third Party investment and delivery easier on the UK rail network through support for a variety of initiatives, including: -
 - The Rail Network Enhancements Pipeline (RNEP), published by the DfT in March 2018 seeks to simplify government-funded, share-funded and Third Party scheme investment and delivery, with 5 key stages as shown at Figure 6, streamlining Network Rail's 8-stage 'Governance of Railway Investment Projects' (GRIP) process, multi-

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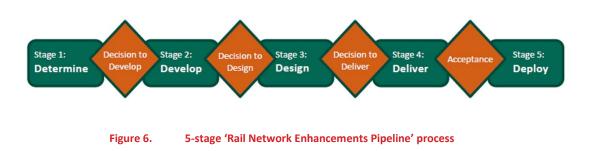
³ <u>https://www.gov.uk/government/consultations/williams-rail-review</u>





stakeholder Project Boards upon which the DfT is willing to be represented and clear 'decision points' between the key work stages.

- Network Rail's 'Open for Business'⁴ initiative, which followed the Hansford Review and the announcement of the DfT's RNEP process, and which is specifically intended to make Third Party investment, projects and engagement with Network Rail easier.
- Route-based 'Task Forces', bringing together local authorities and LEPs with the DfT, Network Rail and train operators in setting vision for routes' train service developments. Examples with which Network Rail Western and the Great Western Railway are already familiar include the Peninsular Task Force covering Cornwall and Devon, and the North Cotswold Line Task Force on the Oxford-Worcester-Hereford route. The successful East West Rail Consortium is a further relevant example. Within Wiltshire the impact of the Trans Wilts Community Rail Partnership is also notable. These may form relevant templates for development of a shared approach, for example, between stakeholders on the Bristol-Swindon-Oxford route.
- Combined authorities which are able to develop rail schemes that are wider in impact than for single authorities. Examples include the West of England Combined Authority's development of Metro West, West Midlands Rail Executive's comanagement of the West Midlands Rail Franchise with the DfT.



8.4 Approaches SWLEP and partners may wish to consider

This Rail Investment Strategy document recommends an evidence-based set of rail investment priorities for SWLEP, Wiltshire Council and Swindon Borough Council to consider adopting. Based on the recognition that neither government nor the rail industry itself can be assumed to be promoters, funders or deliverers of these priorities for Swindon and Wiltshire, it is further recommended that the three parties consider the following delivery approaches: -

- Adoption of shared or individual roles as Third Party promoters, prospective investors and deliverers of rail schemes
- Strategic budget setting and bidding for structural funding both for the development and capital-delivery costs of rail schemes
- Establishment of one or more cross-authority/LEP 'Task Forces' or alliances or engage with England's Economic Heartland sub national transport body to develop cases for new services e.g. Bristol-Swindon-Oxford-East West Rail

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⁴ https://www.networkrail.co.uk/industry-commercial-partners/third-party-investors/network-rail-openbusiness/





- Commencement of promotion and development of specific individual schemes, both for their intrinsic benefit and their potential to support the generation of growing skill, confidence and a rail-delivery track-record for SWLEP, Wiltshire Council and Swindon Borough Council.
- Examining other local authorities' and LEPs' case studies to further build Swindon and Wiltshire-specific Third Party capability and confidence.

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9. CONCLUSIONS

- 9.1.1 Within this chapter we have identified our recommendations for how the railway in Swindon and Wiltshire should evolve over the next 20 years. The recommendations cover a broad range of interventions from relatively minor improvements in access to stations through to the delivery of major infrastructure enhancements allowing new services to operate providing transformational change to the service provided by the rail network.
- 9.1.2 The focus of these interventions is very much on delivering improvements for Swindon and Wiltshire, and whilst some of these interventions can be delivered in partnership with other bodies, the emphasis is heavily on the SWLEP, Wiltshire Council and Swindon Borough Council to ensure these schemes are delivered, both by lobbying but also through the development of detailed scheme specific evidence and potentially through the management of the delivery of schemes.

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