



Meeting: **Cabinet**

Date/Time: **Tuesday, 1 March 2016 at 2.00 pm**

Location: **Sparkenhoe Committee Room, County Hall, Glenfield**

Contact: **Mrs J. Twomey (Tel. 0116 305 6462)**

Email: **joanne.twomey@leics.gov.uk**

Membership

Mr. N. J. Rushton CC (Chairman)

Mr. R. Blunt CC Mr. B. L. Pain CC
Mr. Dave Houseman MBE, CC Mrs. P. Posnett CC
Mr. J. T. Orson JP CC Mr. J. B. Rhodes CC
Mr. P. C. Osborne CC Mr. E. F. White CC
Mr. I. D. Ould CC

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AGENDA

<u>Item</u>	<u>Report by</u>
1. Minutes of the meeting held on 5 February 2016.	(Pages 3 - 10)
2. To advise of any other items which the Chairman has decided to take as urgent elsewhere on the agenda.	
3. Declarations of interest in respect of items on the agenda.	
4. Future Strategy for the Delivery of Library Services.	Director of Adults and Communities (Pages 11 - 20)

The appendices to this report are contained in the supplementary document pack to this agenda.



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| 5. | Development of a Rail Strategy for Leicester and Leicestershire. | Director of Environment and Transport | (Pages 21 - 94) |
| 6. | Loughborough Town Centre Pedestrianisation Trial - Public Inquiry and the Way Forward. | Director of Environment and Transport | (Pages 95 - 168) |
| 7. | Leicestershire and Rutland Local Safeguarding Children Board and Safeguarding Adult Board Business Plans 2016/17. | Independent Chair of the Safeguarding Boards | (Pages 169 - 218) |
| 8. | Tourism Support Services Review. | Chief Executive | (Pages 219 - 256) |
| 9. | Items referred from Overview and Scrutiny. | | |
| 10. | Any other items which the Chairman has decided to take as urgent. | | |



Minutes of a meeting of the Cabinet held at County Hall, Glenfield held on Friday 5 and Friday 12 February 2016.

PRESENT

Mr. N. J. Rushton CC (in the Chair)

Mr. R. Blunt CC	Mr. B. L. Pain CC
Mr. Dave Houseman MBE, CC	Mrs. P. Posnett CC
Mr. J. T. Orson JP CC	Mr. J. B. Rhodes CC
Mr. P. C. Osborne CC	Mr. E. F. White CC
Mr. I. D. Ould CC	

In attendance

Mrs. R. Page CC, Mr. G. A Hart CC, Mr. P. G. Lewis CC, Dr R. K. A. Feltham CC, Mr. S. J. Galton CC, Mr. R. J. Shepherd CC, Mr. R. Sharp CC

385. Minutes of the previous meeting.

The minutes of the meeting held on 12 January were taken as read, confirmed and signed.

386. Urgent items.

There were no urgent items for consideration.

387. Declarations of interest.

The Chairman invited members who wished to do so to declare any interest in respect of items on the agenda for the meeting. No declarations were made.

388. Medium Term Financial Strategy 2016/17 to 2019/20.

The Chairman reported that as the Government's response to consultation on the finance settlement had been delayed the Cabinet was still awaiting the necessary information to consider the Medium Term Financial Strategy for the next four years.

RESOLVED:

That following consideration of items 5 to 9 on the agenda the Cabinet meeting be adjourned until 10.30 am on Friday 12th February.

389. Adult Social Care Strategy 2016 - 2020.

The Cabinet considered a report of the Director of Adults and Communities seeking approval of the Adult Social Care Strategy 2016-2020 and the associated overarching commissioning intentions and Market Position Statement. A copy of the report, marked '5', is filed with these minutes.

Mr. Dave Houseman MBE, CC welcomed the Strategy which would enable the Council to continue to help those who were in most need of care whilst also promoting the use of alternative wellbeing services where appropriate.

RESOLVED:

- (a) That the results of the Adult Social Care Strategy 2016-2020 public consultation be noted;
- (b) That the Adult Social Care Strategy 2016-20 and the associated Adult Social Care Commissioning Intentions and Market Position Statement, as appended to the report, be approved;
- (c) That It be noted that the Director of Adults and Communities will continue to develop a comprehensive workforce strategy for the internal and external social care workforce.

(KEY DECISION)

REASON FOR DECISION:

Approval of the Adult Social Care Strategy 2016-2020 and associated Commissioning Intentions enables the new model for local social care delivery to be implemented over the four-year period. The Strategy has been developed to fulfil statutory duties, meet efficiency targets, and provide a basis for planning, commissioning and delivering Adult Social Care services for the next four years.

The views of customers and stakeholders have informed the new model and determined how it can be best achieved through the commissioning of services. The consultation indicated high levels of support for the strategy from customers and stakeholders, giving the Council a mandate for its implementation.

390. Proposed Closure of Greengate Children's Home - Outcome of Public Consultation.

The Cabinet considered a report of the Director of Children and Family Services which concerned the proposed closure of Greengates Children's Home. A copy of the report, marked '6', is filed with these minutes.

RESOLVED:

- (a) That the responses to the consultation concerning the proposed closure of Greengate Children's Home, including the comments of the Children and Families Overview and Scrutiny Committee, be noted;
- (b) That the Director of Children and Family Services be authorised to proceed with the closure of Greengate Children's Home with effect from 1 April 2016;
- (c) That it be noted that the County Council will seek to increase specialist in-house foster carer provision that will allow young people to remain within Leicestershire and be supported to return to family care or to more independent living.

(KEY DECISION)

REASON FOR DECISION:

Local authorities are required to ensure that there are sufficient placements available to meet the needs of the children and young people that it is looking after.

In December 2013, the County Council agreed a policy entitled 'Choices for Children and Young People 2013; A Placement and Sufficiency Strategy' which set out the ambition to ensure that the children who are looked after by the Council are placed with families as opposed to in institutions. In 2014 the Children's Care Monitor Report (produced by the Children's Commissioner for England) indicated that across the board children in residential homes feel significantly less happy and more vulnerable than children in foster homes. Those who did not feel they were living in the right place felt they were not part of a family.

The County Council currently operates two of its own children's homes and in order to help implement the ambition to achieve family based care, it was therefore recommended that one, Greengate Children's Home in Wigston, should close once the existing resident has been supported to move onto his adult placement.

The size and style of the home does not meet the requirements of providing, as far as possible, a replicated domestic dwelling or family based care. The proposed closure is consistent with the County Council's intention to ensure that more of the children in the care of the County Council are looked after in family settings such as foster care. This approach is better for the child or young person because they will live in a family placement and, is also more cost effective, as it reduces the overheads of running and maintaining a large building. Greengate Children's Home is amongst the most expensive of placements currently provided by the Council and its closure could reduce the current overspend by approximately £400,000 per annum.

The Departmental budget for placement commissioning has been under pressure for some years with a forecasted overspend for 2015/16 of £7.9 million, and it is therefore necessary to find ways to contain spending within the budget available. The demands on the placements commissioning budget are unpredictable and difficult to forecast as they are significantly affected by national issues such as the increased visibility of child sexual exploitation and the additional numbers of asylum seeking children.

Whilst planning to meet the challenges of demands for specialist placements, it is also necessary to consider the broadest range of opportunities for reducing the placement costs for the population of children in the care of the County Council as a whole, whilst continuing to protect the quality of that provision for those who are more vulnerable. This will require a different model of care and will need to be carefully planned and risk assessed as part of the Children and Family Services transformation plans.

391. Zouch Bridge Replacement - Compulsory Purchase Order (and Associated Statutory Orders) for Land Required for a Replacement Bridge.

The Cabinet considered a report of the Director of Environment and Transport concerning progress made with the replacement of Zouch Bridge over the River Soar and seeking approval for the promotion of a Compulsory Purchase Order (CPO) and associated statutory orders. A copy of the report marked '7' is filed with these minutes.

RESOLVED:

- (a) That a Compulsory Purchase Order to be known as 'The Leicestershire County Council (A6006, Zouch Bridge Replacement) Compulsory Purchase Order 2016' be made under Sections 239, 240, 246, 250 and 260 of the Highways Act 1980 and the Acquisition of Land Act 1981 to secure the compulsory acquisition of the land shown coloured pink on the Order Map at Appendix A and the new rights over the land shown coloured blue on the said Order Map;
- (b) That a Side Roads Order to be known as 'The Leicestershire County Council (A6006 Zouch Bridge Replacement, Classified Road) (Side Roads) Order 2016' be made under Sections 14 and 125 of the Highways Act 1980 to stop up lengths of existing highway and deal with the closure and creation of private means of access as shown in the plan at Appendix B;
- (c) That a Bridge Scheme known as 'The Leicestershire County Council (Zouch Bridge Replacement) Bridge Scheme 2016' be made under Section 106(3) of the Highways Act 1980 as shown in the plan set out in Appendix C to provide the statutory authority to construct the replacement Zouch Bridge;
- (d) That it be noted that an agreement under section 8 of the Highways Act 1980 is to be entered into between Leicestershire County Council and Nottinghamshire County Council to facilitate the making and promotion of the statutory orders;
- (e) That the County Solicitor be authorised –
 - (i) in consultation with the Director of Corporate Resources to finalise and make, with if necessary, any minor or technical amendments the Orders referred to in paragraphs (a) (b) or (c) above and the Statements of Reasons,
 - (ii) to seal the Orders and to take all steps he considers appropriate including the publication and service of all statutory notices and presentation of the Council's case at any Public Inquiry or through written representations, to secure the confirmation of the Orders by the Secretary of State and the vesting of the land in the County Council,
 - (iii) in consultation with the Director of Corporate Resources to request confirmation of the Orders with modifications if, in the light of new information, it appears expedient for the confirmation of the Orders.

REASONS FOR DECISION:

The existing bridge continues to deteriorate and, in the medium term, is likely to require a weight restriction and, ultimately, closure. This could have an impact on the effectiveness of the County Council's road network, increase journey times/costs and affect the delivery of its strategic transport objectives in this area. The CPO will facilitate delivery of the scheme.

The preferred location for the replacement bridge, slightly to the south of the existing bridge, enables it to be constructed without the need for the substantial traffic diversions.

The Side Roads Order is required to ensure that lengths of highway which are not needed are stopped up and that appropriate provision for creation and stopping up of private means of access are in place.

The Bridge Scheme is required to ensure that there is statutory authority to enable construction of the replacement bridge over navigable waters.

As the new bridge will be located partly on land within the administrative areas of Leicestershire and Nottinghamshire, it is anticipated that an agreement under section 8 of the Highways Act 1980 will be required between both County Councils to facilitate the making and promotion of the statutory orders.

392. Mr. Andrew James.

The Chairman reminded members that Andrew James, County Solicitor, would be retiring shortly and on behalf of the Cabinet he thanked Andrew for his work with the County Council and wished him a long and happy retirement.

393. Items referred from Overview and Scrutiny.

There were no items referred from Overview and Scrutiny.

The Cabinet meeting then adjourned at 14:14pm.

394. Medium Term Financial Strategy 2016/17 to 2019/20.

The Cabinet meeting reconvened at 10:30am on Friday 12th January (apologies were reported on behalf of Mr. B. L. Pain CC) -

Members considered a supplementary report of the Director of Corporate Resources regarding the County Council's proposed Medium Term Financial Strategy; following public consultation, consideration of the draft by the Overview and Scrutiny bodies, and receipt of the local government finance settlement. A copy of the report, marked '4' is filed with these minutes.

Members noted comments from the Liberal Democrat Group, a copy of which is filed with these minutes.

Mr. Rhodes said it was the first occasion on which representations made by the Council on the provisional Settlement had resulted in a positive change to the final funding awarded. Whilst the additional amount was relatively small, it had enabled a number of services to be better supported (detailed in paragraph 71 of the report) and, if the planned savings were achieved, the Council would be able to balance its budget in 2016/17 and 2017/18. Mr. Rhodes hoped that the intended review of the Needs Assessment Formula by the Government might address the £19m shortfall still facing the Council in 2019/20.

Members welcomed the amended proposals and in particular the use of the net additional resources to help maintain the quality and safety of the highways network, assist with provision of transport for children with Special Educational Needs, and support the smoking cessation service and the 'Tell Us Once' scheme for registering births and deaths.

That the following be recommended to the County Council:-

- (a) That subject to the items below, approval be given to the MTFs which incorporates the recommended revenue budget for 2016/17 totalling £345.3m as set out in Appendices A, B and D of the report and includes the growth and savings for that year as set out in Appendix C;
- (b) That approval be given to the projected provisional revenue budgets for 2017/18, 2018/19 and 2019/20, set out in Appendix B to the report, including the growth and savings for those years as set out in Appendix C thereto and to the undertaking of such preliminary work, including consultation and equality impact assessments, as may be necessary towards achieving the savings specified for those years including corporate savings under development;
- (c) That approval be given to the early achievement of savings that are included in the MTFs, as may be necessary, along with associated investment costs, subject to the Director of Finance agreeing to funding being available;
- (d) That the level of earmarked funds as set out in Appendix I be noted and the use of earmarked funds be approved;
- (e) That the amounts of the County Council's Council Tax for each band of dwelling and the precept payable by each billing authority for 2016/17 be as set out in Appendix J (including the adult social care precept, 2%);
- (f) That the Chief Executive be authorised to issue the necessary precepts to billing authorities in accordance with the budget requirement above and the tax base notified by the District Councils, and to take any other action which may be necessary to give effect to the precepts;
- (g) That approval be given to the 2016/17 – 2019/20 capital programme as set out in Appendix E;
- (h) That the financial indicators required under the Prudential Code included in Appendix K, Annex 2 be noted and that the following limits be approved:

	2016/17 £m	2017/18 £m	2018/19 £m	2019/20 £m
Operational boundary for external debt				
i) Borrowing	27 4.6	264. 6	264.1	263. 6
ii) Other long term liabilities	1.4	1.3	1.3	1.2
TOTAL	27 6.0	265. 9	265.4	264. 8
Authorised limit for external debt				
i) Borrowing	28 4.6	274. 6	274.1	273. 6
ii) Other long term liabilities	1.4	1.3	1.3	1.2
TOTAL	28 6.0	275. 9	275.4	274. 8

- (i) That the Director of Finance be authorised to effect movement within the authorised limit for external debt between borrowing and other long term liabilities;
- (j) That the following borrowing limits be approved for the period 2016/17 to 2019/20:
- (i) Upper limit on fixed interest exposures 100%
 - (ii) Upper limit on variable rate exposures 50%
 - (iii) Maturity of borrowing:-

	<u>Upper</u> <u>Limit</u> <u>%</u>	<u>Lower</u> <u>Limit</u> <u>%</u>
Under 12 months	30	0
12 months and within 24 months	30	0
24 months and within 5 years	50	0
5 years and within 10 years	70	0
10 years and above	100	25

- (k) That the Director of Finance be authorised to enter into such loans or undertake such arrangements as necessary to finance capital payments in 2016/17, subject to the prudential limits in Appendix K;

- (l) That the Treasury Management Strategy Statement and the Annual Investment Strategy for 2016/17, as set out in Appendix K, be approved including the following:
 - (i) The Treasury Management Policy Statement, Appendix K; Annex 4
 - (ii) The Annual Statement of Annual Minimum Revenue as set out in Appendix K, Annex 1;
- (m) That approval be given to the Risk Management Policy and Strategy (Appendix G) subject to consideration by the Corporate Governance Committee on 19th February 2016 and that the Director of Finance be authorised to make amendments if necessary following consideration by the Corporate Governance Committee;
- (n) That the Capital Strategy (Appendix F) and Earmarked Funds Policy (Appendix H) to this report be approved;
- (o) That the Director of Corporate Resources following consultation with the Cabinet Lead Member for Resources be authorised to prepare and approve a separate Efficiency Plan, if specifically required by the Department for Communities and Local Government (DCLG) to accept a 4 year settlement.

(KEY DECISION)

REASONS FOR DECISION:

To enable the County Council to establish a basis for the planning of services in the next four years and to meet its statutory requirements with respect to setting a Budget Requirement and Council Tax precept for 2016/17.

2.00pm - 2.14 pm
05 February 2016

CHAIRMAN

10.30am - 10.50 am
12 February 2016

**CABINET – 1 MARCH 2016****FUTURE STRATEGY FOR THE DELIVERY OF LIBRARY SERVICES****REPORT OF THE DIRECTOR OF ADULTS AND COMMUNITIES****PART A****Purpose of the Report**

- 1 The purpose of this report is to advise the Cabinet of the outcome of the public consultation and subsequent engagement activity held in four communities (Barwell, Braunstone Town, Mountsorrel and Narborough) regarding alternative library provision, and recommend a way forward for each community. The report also informs the Cabinet of progress made with regard to Kirby Muxloe library.

Recommendations

- 2 It is recommended that:
 - a) The outcome of the consultation and its findings be noted;
 - b) The comments of the Adults and Communities Overview and Scrutiny Committee be noted;
 - c) Noting, that no viable plans in line with the County Council's offer have been received:
 - (i) Barwell library be closed and replaced with a mobile library service at locations informed by the results of the consultation, and that officers seek the agreement of the George Ward Centre (GWC) in Barwell to support and manage the provision of community access to IT facilities from a suitable space within the GWC;
 - (ii) The new outline business case received for Braunstone Town library be fully assessed and recommendations be made to the Cabinet on 19 April 2016;
 - (iii) Further lease discussions be undertaken with the landlord of the Mountsorrel library premises and recommendations be made to the Cabinet on 19 April 2016;
 - (iv) A deadline of 31 March 2016 be set for the submission of an outline business plan from the local community group in Narborough and recommendations be made to the Cabinet on 19 April 2016;
 - d) That the Director of Adults and Communities in consultation with the County Solicitor be authorised to determine whether, and if so in what form, any further

consultation should take place in Kirby Muxloe following the receipt of further legal advice.

Reasons for Recommendations

- 3 The Council has a statutory obligation to ensure provision of a comprehensive and efficient library service. It has sought to enable and facilitate the ongoing provision, wherever possible, of library services by closer working with communities and other providers, whilst at the same time sustaining the countywide infrastructure to enable it to meet both its statutory obligations and budget challenges.
- 4 In November 2014 the Cabinet agreed, inter alia, a delivery model for its library services and a support package for community libraries.
- 5 Barwell library is situated within the GWC, a community centre. The local group that previously submitted an outline business plan that was approved by the Council has withdrawn its plans as they feel unable to guarantee the library's long term future financial sustainability. Consequently there is no viable plan to progress community management of the library.
- 6 Since the closure of the consultation, a staff-based social enterprise has come forward with an outline proposal for the future operation of Braunstone Town library that appears to be compliant with the County Council's support package. It has not yet been possible to conclude the assessment of the viability of the proposal as further discussions with the employees of the social enterprise is required prior to a recommendation to accept or reject the outline business plan.
- 7 Constructive discussions with the landlord of the Mountsorrel library are currently ongoing which may present an opportunity for the Mountsorrel War Memorial Trust (MWMT), or a similar body, formed by the landlord to take over the running of the library in the spirit of the intention behind the County Council's support package. It is hoped that these discussions will be sufficiently advanced to enable a recommendation to the Cabinet at its meeting in April.
- 8 Significant local community activity in Narborough has resulted in a very positive response and a local group is forming with a view to manage the library based upon the County Council's support package. There is a high degree of confidence that this group will be able to put forward a viable plan to manage the library by the end of March 2016.
- 9 Kirby Muxloe Parish Council has formally withdrawn its plans to manage Kirby Muxloe library. There are a number of legal issues surrounding the lease that the County Council has for Kirby Muxloe library and further legal advice is being taken to resolve them.

Timetable for Decisions (including Scrutiny)

- 10 This report will be considered by the Adults and Communities Overview and Scrutiny Committee on 26 February 2016 and its comments will be reported to the Cabinet.
- 11 In order to meet Medium Term Financial Savings (MTFS) savings targets final recommendations with regard to the future of Braunstone Town, Mountsorrel, Kirby Muxloe and Narborough libraries need to be made by July 2016.

Policy Framework and Previous Decisions

- 12 In September 2014, following consultation, the Cabinet approved a remodelling of the library service based on the following elements:
 - 16 major market town and shopping centre libraries funded by the Council with a 20% reduction in opening hours;
 - A support service enabling local communities to run their local library;
 - An online library service available 24 hours a day, 365 days a year to those with access to the internet;
 - A mobile library service providing a regular library service to most villages without a static library.
- 13 In November 2014, the Cabinet agreed the infrastructure support package to be offered to local communities wishing to operate community managed libraries.
- 14 On 16 March 2015, the Cabinet authorised the Director of Adults and Communities to assess the outline business plans put forward by community groups that had registered an interest in running their community library, and the County Solicitor to prepare the necessary legal agreements where communities were deemed to have in place a satisfactory outline business plan which was compliant with the Council's requirements.
- 15 The Cabinet also agreed that a further round of engagement with community groups would take place where either no registration of interest (ROI) was received by the deadline date of 16 January 2015, or where the ROI had been subsequently withdrawn, or where the initial ROI submitted required further work to be compliant with the Council's requirements.
- 16 On 11 May 2015, the Cabinet noted the assessments of 27 submissions of outline business plans and authorised the Director of the Adults and Communities, following consultation with the County Solicitor, to enter into agreements for 19 community managed libraries to be run by community groups/organisations, subject to appropriate legal agreements in relation to lease and grant funding being in place.
- 17 On 16 June 2015, the Cabinet noted that a further five outline business plans met the Council's conditions and were capable of being progressed through formal agreements to enable those communities to manage their library. It also agreed further engagement work and a second and final period to invite ROIs and outline business plans for those communities where either no ROI had been received, or an ROI had been received and subsequently withdrawn, and also for Mountsorrel and Braunstone Town, as the outline business plans submitted by those communities were not considered acceptable.
- 18 The Cabinet also requested officers to develop proposals for alternative library service provision should no viable ROI or outline business case come forward.
- 19 On 7 October 2015 the Cabinet approved a three-month consultation exercise with regard to those libraries where a viable business plan had not been put forward.

Resources Implications

- 20 Since April 2014, the Communities and Wellbeing Service (part of the Adults and Communities Department) has implemented changes to deliver £1.0 million of savings from a mixture of efficiencies and service reductions.
- 21 Members will be aware of the worsening financial situation which is reflected in the 2016/17 MTFs approved by the County Council on 17 February 2016. A further £1.9m will need to be made by the Communities and Wellbeing Service by 2018/19.
- 22 The annual savings from the community libraries programme remain in line with the initial estimates. For the 32 libraries that are well positioned to become community managed libraries, annual savings are expected to be £0.4m from staff savings and £0.3m from running costs, (net of income) following the end of the seven-year tapering period when the groups assume full responsibility for the costs in question. This will also help to enable further savings from the departmental infrastructure that supports all libraries.
- 23 The County Council has set aside £0.4m to support community groups in the initial set up stage. These implementation costs will be met from earmarked transformation funds, as will redundancy and pension costs relating to the staff changes.
- 24 The Director of Corporate Resources and the County Solicitor have been consulted on the content of this report.

Circulation under the Local Issues Alert Procedure

- 25 Mrs R. Camamile CC, Mrs J. Fox CC, Mr. P. C. Osborne CC, Mr. T. Richardson CC, Mr. R. Blunt CC.

Officers to Contact

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PART B**Background**

- 26 The previous decisions recently made by the Cabinet with regard to the Council's policy on the delivery of library services are detailed in paragraphs 12 to 19 above.
- 27 Since that time the Council has engaged with supporting 36 communities to undertake the management of their local library with a tapered support package over seven years. Of the 36, 32 are progressing to community management and 13 have transferred to local communities to date.
- 28 In October 2015, the Cabinet approved a three-month consultation exercise with regard to those libraries where a viable business plan had not been put forward. The aim of the consultation was to explore alternative library service provision based on the mobile library service for book lending, online library services and Council-funded libraries for all other services
- 29 At that time the communities affected were Braunstone Town, Mountsorrel and Narborough. Barwell was added following the community group's decision to withdraw its outline business plan. Discussions remained open for the submission of any new or revised outline business plans with the communities involved.
- 30 At the end of this process four communities remain at a stage where either:
- An alternative plan to manage the library has been proposed that has not complied with the published offer of support (Braunstone Town and Mountsorrel);
 - There is no viable local plan to manage the library at the current time (Barwell and Narborough).

Consultation

- 31 The consultation took place from 19 October 2015 to 17 January 2016 and was undertaken in the four communities - Barwell, Braunstone Town, Mountsorrel and Narborough. The consultation sought responses to proposals to provide six hours of mobile library services in each of the four communities across either a single session on a particular day of the week, or across two sessions on different days of the week. This would provide alternative library service provision should a decision be made to close the library in future.
- 32 The consultation comprised the following elements:
- a) A bespoke consultation document that outlined the background and proposals for the specific library available online and in hard copy;
 - b) A survey questionnaire available online and as hard copy integrated into the bespoke document noted above;
 - c) An information event at each library location aimed at informing residents about the proposals and enable them to make an informed response to the consultation (via the survey);

- d) Information displays at each library;
- e) A “future libraries” email address for people to direct comments and queries.

Analysis of outcomes

- 33 Reports of the detailed findings for each of the four communities are attached as Appendices A-D and notes from each of the public information events are attached as Appendix E.
- 34 Across the four communities the consultation engaged with:
 - 156 responses via the survey;
 - 126 people attending the public information events.
- 35 A number of emails were received through the “future libraries” email address from three of the four communities that were targeted for the consultation. These are attached to this report as (Appendix F). These submissions generally advocated the value that the local libraries had in their respective communities particularly for children and young people. Others objected to the proposed provision of a mobile library service as an alternative method of service delivery.
- 36 Any decision to close a library would, through its Equalities and Human Rights Impact Assessment (EHRIA) framework seek to mitigate the impact of such a decision on protected groups such as young people and older people, by producing and reviewing an Equalities Improvement Plan.
- 37 The remainder of this report summarises for each community, the response to the consultation and the current status of each community with regard to existing outline business plans and ongoing engagement with local groups.

Barwell

- 38 18 people attended the public information event in Barwell on 7 December 2015 and there were 33 respondents to the consultation survey regarding alternative library provision. 78% either strongly disagreed or tended to disagree with the Council’s proposals for mobile library service provision outlined in paragraph 31 above, which was either two half-days or one full day in one or multiple locations. The limited access to the mobile, together with no provision for IT, and reduced services to children and older people were some of the reasons cited as disagreement. The future expansion of the village was also a common theme.
- 39 There has been ongoing work with a local group to establish a solution for Barwell library. However, despite a number of plans being explored, the group feels that it cannot guarantee the long term financial sustainability of the library site and has subsequently confirmed withdrawal of its plans. Therefore there is no plan to manage the library.
- 40 Barwell library occupies space within the GWC and whilst closure of the library will end the associated rental income for the GWC, it may also present opportunities for increased income generation from the space currently occupied by the library.

- 41 It may be possible to mitigate the loss of IT facilities if the provision of a community IT facility within the GWC can be agreed with the GWC Management Committee.
- 42 It is therefore recommended that the library should close from 1 June 2016 and be replaced with a mobile service, and if possible, community IT access be facilitated by an agreement with the GWC Management Committee.

Braunstone Town

- 43 50 people attended the public information event in Braunstone Town on 1 December 2015 and there were 72 respondents to the consultation survey regarding alternative library provision. 96% either strongly disagreed or tended to disagree with the Council's proposals for mobile library service provision as outlined in paragraph 31. General accessibility to the mobile, together with the large size of the community and its economic status were cited in addition to the issues summarised in paragraph 38 for Barwell. A "save our library" group has been established to campaign for the continuation of the service based on the proposals put forward by the Town Council. Officers participated in a well-attended public meeting organised by the group to outline the proposals and promote the consultation and listen to views.
- 44 Braunstone Town Council submitted an outline business plan to run the library either as part of a combined local authority service hub serving Braunstone Town Council, Blaby District Council and the County Council, or as a standalone library. The outline business plan is not compliant as it assumes continued County Council funding to cover the building running costs for a period in excess of the original offer.
- 45 Since the closure of the consultation, a staff-based social enterprise has come forward with an outline proposal for the future operation of the library, based upon the County Council's support package. This might see an alternative model of operation being possible that may, or may not, include the involvement of Braunstone Town Council.
- 46 Further investigation of the potential of this proposal and the timescales for implementation is currently underway and it is therefore recommended to defer a decision until the Cabinet meeting on 19 April to enable the new outline business case to be fully assessed.

Mountsorrel

- 47 56 people attended the public information event on 26 November 2015 and there were 38 respondents to the consultation survey regarding alternative library provision. 90% either strongly disagreed or tended to disagree with the proposals around mobile library service provision which was outlined in paragraph 31. The view of respondents was that the area is perceived as an area of low educational attainment which would be compounded by restricted access to book lending facilities presented by a mobile library service, the lack of IT provision, the lack of access for children out of school hours and the wider value to the community that the library represented.
- 48 The Council also received various emails and letters with regard to Mountsorrel library expressing similar concerns and sentiments and 230 people signed an online petition to 'keep Mountsorrel library open'.

- 49 The MWMT had previously submitted an outline business plan to run the library. However, this is not compliant with the published offer of support from the County Council as it assumes continued Council funding to cover the building running costs.
- 50 Discussions are still in progress regarding the lease of the library with the landlord. The outcome of this discussion will inform any further discussions with the MWMT concerning the future operation of the library.
- 51 It is recommended that until discussions with the landlord are concluded in respect of the lease any decision be deferred and a further report be submitted to the Cabinet on 19 April 2016.

Narborough

- 52 Two people attended the public information event in 19 November 2015 and there were 13 respondents to the consultation regarding alternative library services. 54% either strongly disagreed or tended to disagree with the proposals around mobile library service provision which was outlined in paragraph 31. Access to books and IT for young and old, local transport issues, and the limited service offered by the mobile service were cited as reasons for disagreement.
- 53 No group in Narborough submitted an outline business plan to run the library by the deadline of 4 September 2015. However, further community activity in the Narborough area following the public meeting in November 2015 has led to a group of local residents preparing an outline business case for consideration by the Council.
- 54 It is recommended that a deadline of 31 March 2016 be set for the submission of an outline business plan and that a report be submitted to the Cabinet on the outcome of the assessment of the plan with recommendations for further action on 19 April. These recommendations could be:
- If an acceptable plan is received, progress toward transition to a community managed library with the published support package from the County Council;
 - If an acceptable plan is not received, close the library and implement a mobile library service.

Kirby Muxloe

- 55 Kirby Muxloe Parish Council had originally submitted an outline business case that proposed that it managed the library. Subsequently the Parish Council has advised the County Council that it is no longer in a position to progress its plan.
- 56 The outline business plan proposed that the Parish Council manage the library which would be staffed by volunteers. Unfortunately, the Parish Council elections in May 2015 did not give it sufficient elected members to be able to award itself the general power of competence and, despite repeated attempts to recruit by the Parish Council, there was a lack of public interest in volunteering. The Parish Council has reluctantly therefore had to withdraw its outline business plan.
- 57 A number of issues remain to be resolved around the leases granted to the County Council that require further attention before it can progress further with finding a solution.

- 58 Subject to the receipt of further legal advice in respect of the current lease for the library, a decision will have to be made as to whether further consultation within the Kirby Muxloe area and the basis on which this should happen. It is recommended therefore that, following receipt of further legal advice, authority be given to the Director of Adults and Communities to undertake such consultation as he considers necessary.

Conclusion

- 59 Following further consultation and engagement, there are positive signs that community managed solutions can be found for three of the remaining four libraries meaning that of the 36 local libraries across Leicestershire 34 can potentially be sustained through supporting local communities to manage local libraries.

Background Papers

Report of the Cabinet to the County Council meeting, 19 February 2014 - Medium Term Financial Strategy 2014/15 to 2017/18

<http://ow.ly/JmQUZ>

Report to the Cabinet, 5 March 2014 - Consultation on Proposals for Changes in the Delivery of Community Library Services

<http://ow.ly/JmQOC>

Report to the Cabinet, 19 September 2014 - Outcome of Consultation on Proposals for Changes in the Delivery of Library Services

<http://ow.ly/JmQGv>

Report to the Cabinet, 19 November 2014 – Future Strategy for the Delivery of Library Services

<http://ow.ly/JmQwT>

Report to the Cabinet, 16 March 2015 – Future Strategy for the Delivery of Library Services

<http://ow.ly/Ynxix>

Report to the Cabinet, 11 May 2015 – Future Strategy for the Delivery of Library Services

<http://ow.ly/Ynxn5>

Report to the Cabinet, 16 June 2015 – Future Strategy for the Delivery of Library Services

<http://ow.ly/Ynxrw>

Report to the Cabinet, 7 October 2015 – Future Strategy for the Delivery of Library Services

<http://ow.ly/YnxuM>

Appendices

Appendix A - Alternative Library Services in Barwell – Consultation survey results

Appendix B - Alternative Library Services in Braunstone Town – Consultation survey results

Appendix C - Alternative Library Services in Mountsorrel – Consultation survey results

Appendix D - Alternative Library Services in Narborough – Consultation survey results

Appendix E - Notes of public meetings held in support of the consultation
Appendix F - Consultation comments
Appendix G - Barwell Library EHRIA
Appendix H - Barwell Library Profile

Relevant Impact Assessments

Equality and Human Rights Implications

- 60 An EHRIA for each of the 36 community libraries was appended to the Cabinet report of 19 November 2014. These have been updated for Barwell and this is attached as Appendix G.
- 61 The EHRIA process is iterative in nature and Equality and Human Rights Improvement Plans, attached to the EHRIA, outlines mitigating actions to be monitored.
- 62 An online interactive community profile Barwell has been established which outlines key features associated with the community from a number of criteria. This can be viewed through the following link: <http://ow.ly/JmQgE>. This has been supplemented by additional profiling contained in Appendix H for Barwell.
- 63 It should be noted that although the majority of the information contained in the profiling work is not required in order to address the Authority's Public Sector Equalities Duty, it is regarded as good practice and a means of supporting informed decision making for targeting services in the event of Barwell library's closure.
- 64 Following this process the main mitigating actions for Barwell are to secure access to IT provision and some additional book provision for children and young people in the area, and to provide adult book lending via the mobile library service.



CABINET – 1 MARCH 2016

**DEVELOPMENT OF A RAIL STRATEGY
FOR LEICESTER AND LEICESTERSHIRE**

REPORT OF THE DIRECTOR OF ENVIRONMENT AND TRANSPORT

PART A

Purpose of the Report

1. To present the outcomes of joint work undertaken by Leicestershire County Council, Leicester City Council and the Leicester and Leicestershire Enterprise Partnership (LLEP) to develop a draft Rail Strategy for Leicester and Leicestershire (including HS2) and to request approval to undertake engagement on the draft.
2. Consequent on the outcomes of work to develop the Strategy and also in light of the most recent Government announcements in respect of the HS2 Toton Station in Nottinghamshire, the report also sets out proposals for the Authority to revise its formal position on the HS2 eastern leg.

Recommendation

3. It is recommended that the Cabinet:
 - a) Notes the contents of the draft Rail Strategy and in particular the four key priorities contained therein as follows:-
 - i) Maximising the benefits from increased investment in the Midland Main Line railway infrastructure and services;
 - ii) Ensuring that the interests of residents and businesses in Leicester and Leicestershire are reflected in the planning and implementation of the eastern leg of HS2;
 - iii) Seeking the necessary investment commitments to improve direct fast rail connectivity to key regional and national destinations, including to Coventry and Birmingham; and
 - iv) Ensuring that rail access is a consideration in the planning of new developments;
 - b) Notes that the work undertaken in preparing the draft Strategy has highlighted economic benefits that would arise from the implementation of eastern leg of HS2 with the East Midlands Hub station being located at Toton;
 - c) Agrees to amend its formal position on the eastern leg of HS2 to one of support in principle, subject to the Government confirming the route as

quickly as possible to give certainty to residents and businesses, and working constructively with this Council and others to ensure:-

- i) That the adverse impacts of the HS2 route through Leicestershire previously highlighted by the County Council are minimised;
 - ii) That the published route of the HS2 line running under East Midlands Airport and the proposed East Midlands Strategic Rail Freight Interchange is maintained;
 - iii) That the HS2 proposals provide the necessary rail connectivity and track/station capacity to allow for the operation of direct, 'classic compatible' rail services from Leicestershire stations, via Toton to/from destinations in Northern England;
 - iv) The prompt delivery of improvements to the Midland Main Line (MML) railway to achieve sub-60 minute journey time to London, including:
 - to improve line-speed (including track straightening at Market Harborough);
 - to improve line capacity; and
 - to improve electrification;
 - v) That there is no diminution of rail services to London on the MML post-opening of HS2, in terms of journey time, frequency of services and general standard of rolling stock;
- d) Agrees that an engagement exercise take place on the draft Strategy, to include rail industry bodies, business groups and adjoining authorities;
 - e) Notes that following on from the engagement exercise a final version of the Strategy will be presented to the Cabinet for approval prior to its adoption by the County Council as a formal Policy Document; and
 - f) Notes that work to reinvestigate the potential reopening of the Leicester to Burton freight line to passenger traffic is still ongoing and a separate report will be submitted to the Cabinet once the work has been completed.

Reason for Recommendations

4. To enable work to finalise the Strategy to be progressed, including an engagement exercise on the draft document. To revise the Council's position on HS2 in the light of prevailing circumstances.

Timetable for Decisions (including Scrutiny)

5. It is important that the development and adoption of the Strategy as County Council policy is progressed expeditiously so that this can be used to inform discussions with the Department for Transport, Network Rail, HS2 Ltd. and other bodies about the future rail network and services serving Leicester and Leicestershire.
6. Following the engagement exercise, the draft Strategy will be presented for consideration to the Environment and Transport Overview and Scrutiny Committee prior to the final version being submitted to the Cabinet later this year.

Policy Framework and Previous Decisions

7. The third Leicestershire Local Transport Plan (LTP3), approved by the County Council in March 2011, contains six strategic transport goals. Goal 1 is to have a transport system that supports a prosperous economy and provides successfully for population growth.
8. On 20 February 2013, the County Council resolved to express its concerns about the direct impact of the *initial preferred line* of the HS2 route on the proposed Strategic Rail Freight Interchange adjacent to East Midlands Airport. However, this concern was subsequently overcome by a proposed redesign and extension of a tunnel shown underneath the airport in the *initial line*. (The Government has yet to confirm and publish the 'final' route of the eastern leg. See paragraph 29 below for further discussion on the eastern leg.)
9. In November 2013, the Environment and Transport Overview and Scrutiny Committee considered a draft response to the Government's HS2 Phase 2 route consultation. The Committee raised significant concerns about the proposals, which were subsequently reported to the Cabinet.
10. The Cabinet considered the County Council's formal response to the Government's HS2 Phase 2 route consultation in January 2014. The response:
 - expressed an in principle position that an HS2 Station at Derby (as opposed to Toton) would be preferable, requiring the re-routeing of the line of HS2 away from Leicestershire as a consequence; and
 - included a significant number of detailed comments, including comments relating to the potential impacts on local communities and the environment of the route through North West Leicestershire.
11. The Enabling Growth Action Plan, approved by the Cabinet in March 2015, identifies the development of a rail strategy as a priority for the County Council.
12. The LTP3 Implementation Plan (2015/16), which was approved by the Cabinet in March 2015, contained an action to take forward work to develop a rail strategy.

Resource Implications

13. Work to develop the draft rail Strategy has so far cost around £40,000. This will be split between the County Council, City Council and the Leicester and Leicestershire Enterprise Partnership (LLEP). This has been found from within existing budgets.
14. The majority of actions required to implement the Strategy will require the County and City Councils to act in a facilitating and lobbying role, rather than as direct funder or promoter of schemes. However, it is likely that it will be necessary to engage ongoing specialist consultancy support to ensure that maximum benefits can be gained from the Strategy.
15. The Director of Corporate Resources and the County Solicitor have been consulted on the content of this report.

Circulation under the Local Issues Alert Procedure

The report has been circulated to all members of the County Council via the Members' News in Brief Service.

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PART B**Background***Economic and strategic planning context*

16. As set out in its Strategic Economic Plan (SEP), the LLEP has significant economic growth ambitions. The SEP recognises the importance of the distribution sector to the area's economy (including the proposed East Midlands Gateway Strategic Rail Freight Interchange).
17. Together, the County and City Councils and the seven district councils are working to prepare a Strategic Growth Plan, seeking to identify the strategic approach to accommodating the area's future growth needs to 2050.
18. The economic value of effective rail connectivity is now widely acknowledged and has been demonstrated comprehensively by work undertaken by Network Rail and HS2 Ltd. The shortening of journey times and direct services between key cities is vital to support growth. The effective and efficient movement of freight by rail is also vital to the area's economy.
19. Despite having generally very good strategic road connectivity, Leicester and Leicestershire have relatively poor rail connectivity. Whilst the passenger service to London is frequent from Leicester, the strategic connectivity to other regional and national centres of economic activity, such as Birmingham, Manchester and Leeds, is weak.

Classic Rail⁽¹⁾ Context

20. Rail privatisation in the mid-1990s saw a radical change to the way that the industry in Great Britain was operated and funded. From a nationalised industry, it became a complex inter-action of public and private bodies, structured around a competition and regulation model. Key bodies include:
 - **Department for Transport (DfT):** amongst other things, it sets strategic policy direction and funding levels for the railways and procures rail franchises and projects.
 - **Office of Rail and Road (ORR):** an independent body (working within the framework set by the DfT), which, amongst other things, regulates Network Rail's activities and funding requirements.
 - **Network Rail (NR):** it owns, operates and manages the main rail network in Great Britain, including the setting of timetables. Its role is not just to ensure that train operating companies have safe and efficient access to the existing network, but to plan for the future development of the network.
 - **Train Operating Companies (TOCs) and Freight Operating Companies (FOC):** private companies, TOCs (e.g. East Midlands Trains) bid to the DfT for franchises to run specific routes for a set period of time. In running those services, TOCs lease trains from rolling stock companies and pay track access charges to NR, from whom they also lease and manage stations. FOCs operate in a broadly similar way, although there is no franchising process involved.

(1) The term used to describe the conventional rail network as opposed to the High Speed network.

21. Since privatisation, usage of the rail network has grown markedly. As Figure 1 below shows, rail passenger numbers have doubled since 1994.

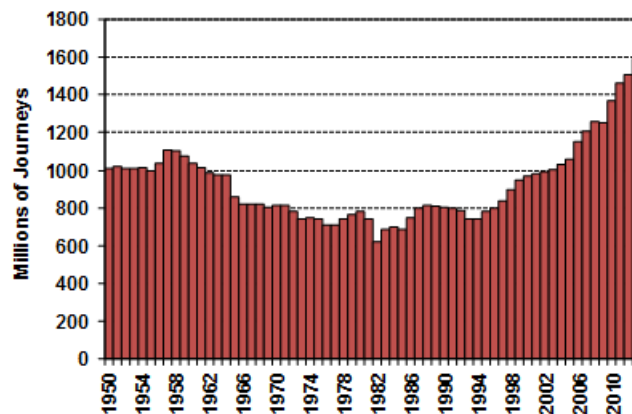


Figure 1: Rail Passenger Journeys

22. This trend is set to continue going forward, putting ever increasing pressures on rail capacity (line and train). For example, in its East Midlands Route Study Network Rail is forecasting increases in overall passenger numbers of between 30% to 40% by 2023 and between 50% to over 100% by 2043.
23. There has also been a very significant increase in rail freight traffic. In recent years 8 to 9 per cent of freight moved in Great Britain has been moved by rail, adding further to the capacity pressures on the country's rail network.
24. In response to these pressures, significant investments have already been made to upgrade the country's rail network, including locally the work to upgrade the line via Melton Mowbray to Hinckley to accommodate larger freight containers (delivered through the Strategic Freight Network Fund). In the short to medium term, further investments are planned, including to the Midland Main Line, and it is also possible that the line via Melton Mowbray and Hinckley could be electrified to enable the more efficient movement of freight (with passenger traffic benefits as well).
25. The rail industry is moving towards a longer-term approach to future planning, with Network Rail now undertaking studies that look forward to 2043. A further significant change is that these studies are increasingly focusing on what type of rail network and services the country *needs* to achieve its economic growth potential rather than simply seeking to identify what network and services *can be made available*.

HS2 context

26. The Chancellor's 2015 Autumn Statement confirmed the Government's commitment to the delivery of HS2.
27. When the project was first announced the greatest focus of interest was on the proposed speed of the trains. Now, however, far greater emphasis is being placed on the need for HS2 to help to meet future rail capacity needs. Taking the Midlands Main Line as an example, Table 1 below highlights that even with HS2 eastern leg in operation, passenger figures at key stations in Leicester and Leicestershire are estimated to be above current usage levels. Without the

additional capacity that HS2 would provide, it is very likely that in future passengers attempting to board trains in Leicestershire would increasingly experience levels of overcrowding similar to that currently being experienced at stations further to the south (e.g. at Kettering and Wellingborough).

Station	Passengers per day		
	2014	2043 NO HS2 eastern leg	2043 WITH HS2 eastern leg
Loughborough	1,900	4,100 (+116%)	2,300 (+20%)
Leicester	7,500	16,100 (+115%)	9,200 (+22%)
Market Harborough	1,250	2,660 (+112%)	1,800 (+43%)

Table 1: Example of Forecast Future Rail Demand

28. Construction of HS2 is planned in phases. Phase 1 from London to Birmingham is scheduled to open in 2026. The Phase 2 works will deliver two separate routes. The western leg will run via Crewe to Manchester; as announced by the Government in November last year, the section of that leg as far as Crewe is now due for completion in 2027 (six years earlier than originally planned), with the remainder of the western leg due to open in 2033.
29. It is currently understood that the eastern leg of HS2 (to Leeds) will also be completed by 2033. The previously published consultation route passed through but did not directly serve Leicestershire, but the final route of the eastern leg has yet to be confirmed. However, the HS2 Ltd has confirmed that Toton will be the location for the East Midland Hub Station, meaning that the eastern leg will inevitably have to pass through the County.
30. In the light of this confirmation and also of the now identified potentially significant economic benefits that an HS2 eastern leg routed via Toton could bring to Leicester and Leicestershire (see paragraph 40 below), it is considered that it is no longer valid for the County Council to continue to press for an alternative HS2 station in Derby (as per the position adopted by the Cabinet in January 2014). Rather it is proposed that the Authority should now adopt a revised formal position, one that supports the HS2 East Midlands Hub Station being located at Toton and accepts in principle the routing of the eastern leg through Leicestershire.
31. It is important, however, that Government and others work constructively to:
 - a. Make the decision on the final alignment of the route quickly, so as to remove uncertainty for individuals, communities and businesses along the route and to enable prompt engagement by HS2 Ltd. with them about potential compensatory measures;
 - b. Ensure that the design of the station (including its track layout) provides for, and must not fetter, the identified economic opportunities for Leicester and Leicestershire. This is covered in more detail in paragraph 41 of this report.
 - c. Ensure the route includes a tunnel under the East Midlands Airport and the (now approved) East Midlands Gateway Strategic Rail Freight Interchange, so as to minimise the impacts of HS2 on that part of Leicestershire;

- d. Ensure the impacts on local communities and the environment, as set out in the County Council's formal response to the Government's HS2 Phase 2 (as detailed in the report to Cabinet in January 2014) are satisfactorily addressed.

The need for a Leicester and Leicestershire Rail Strategy

32. Whilst the LTP3 Strategy has proven to be effective in many respects in enabling growth, it has little focus on rail. Given the economic importance of effective rail connectivity; the complexity of the rail industry; HS2; and the long term planning approach now being adopted, it is important for Leicester and Leicestershire to be as best placed as is possible to seek to secure future investments in the area's rail network and services. Otherwise, the area could find itself at significant economic disadvantage in comparison to other parts of the country.
33. Having an adopted Leicester and Leicestershire rail strategy in place will help authorities in the area to best support economic and housing growth; to engage with and influence the classic rail industry at this, a pivotal moment, in planning the services that are needed over the next 30 years and the infrastructure required to support them; and will strengthen the Authorities' position in engaging in the planning for HS2 Phase 2.

Overview of the draft Strategy

General

34. A copy of the complete draft Strategy is appended to this report. This has been prepared by a firm of specialist rail consultants.
35. The Strategy takes an evidential approach, focusing primarily on economic benefits (which remain a key driver for the Government's infrastructure investment decisions). A computer model was used to test the potential Gross Value Added (GVA) uplift that could be achieved through new and enhanced services providing improved rail connectivity between Leicester and Leicestershire and other cities elsewhere in the country.
36. The draft Strategy identifies four key priorities for Leicester and Leicestershire:
1. *To maximise the benefit from the Midland Main Line services (MML)*
37. Following last year's 'pause', the recently announced plans include a phased electrification through Leicestershire in the period 2019-23. Maximising the benefits means:
- Using the opportunity from the later implementation of electrification to put in at the same time the capacity needed for Leicester and Leicestershire's long term growth as a part of the project. (This includes work identified already by Network Rail to support rail services in the longer term, including 4 tracking between Syston and Wigston, additional platforms at Leicester, and grade separation of North-South and East-West traffic flows through the Leicester area.)

- Securing the journey time improvements to achieve a sub-60 minute journey time between Leicester and London on non-stop services, including the works to straighten the track in the vicinity of Market Harborough Station.
- Ensuring that new rolling stock of appropriate quality is procured for the electric services.

38. It is estimated that enhanced MML services could generate around £7m GVA per annum to the area's economy. Conversely, any proposed diminution of the service – e.g. slower journey times – could cost the area's economy around £4m per annum. It is therefore important that the Authority continues to work with Leicester City Council and other partners to ensure that services on the MML post HS2 remain fast and frequent.

2. To achieve the best result from the implementation of HS2 Phase 2

39. Work undertaken to develop the Strategy has shown that there is the potential for the HS2 project to deliver significant economic benefits for Leicester and Leicestershire (see paragraph 40). Achieving the best result means:

- Ensuring that the *perceived* risk of lengthening journey times between Leicestershire and London does not occur. The perceived risk arises because existing MML trains are projected to lose nearly half of their passengers to HS2. However, forecast growth in passengers will mean that existing levels of demand will be exceeded even with HS2. Nevertheless, Leicester and Leicestershire should seek assurances from the Secretary of State that Leicester's fast services will be protected.
- Securing through 'classic compatible'⁽²⁾ direct services from Leicester to destinations in the north via HS2. The journey time reductions available are substantial (up to an hour on many station pairings). It is recognised that Leicester and Leicestershire in themselves may not justify the business case for these services, but if services are provided through Leicester from key economic development areas in the South Midlands and Thames Valley, the proposition is substantially strengthened, especially if alliances with other LEPs and Local Authorities can be achieved, including with Transport for the North, creating a "string of pearls" (a route of directly linked cities).

40. It is estimated that the benefits to the area's economy of direct services from Leicester to other cities via HS2 lines could be around £40m GVA per annum.

41. In order for these opportunities to be realisable in practice, it is *essential* that the HS2 proposals:

- Provide for direct rail connectivity between the Midland Main Line and the HS2 eastern leg, such that 'classic compatible' trains can operate directly from stations in Leicestershire, via Toton to/from destinations in Northern England (e.g. Leeds and Newcastle); and
- Include the necessary platform capacity and track layout to enable direct Leicestershire-Northern England train services to operate through Toton,

(2) Trains that are designed to operate on the classic rail network but also at high speed over HS2 lines, meaning that they are able to operate direct services between cities operating over both types of network.

without detriment to the wider operation of the HS2 network or to the disbenefit of services to other places in the East Midlands.

3. To improve radically direct fast connectivity to key regional and national destinations

42. As noted, Leicester and Leicestershire have poor rail connectivity. The computer model used to test potential GVA identifies priorities for development. Using this prioritisation, radically improving connectivity means:
- Faster journeys to places such as Coventry and Birmingham.
 - New direct services to Coventry, the Thames Valley (e.g. Reading), Manchester and West Yorkshire.
43. Some examples of the estimated potential GVA benefits of direct connectivity include:
- To Swindon and Bristol = around £20m GVA per annum; and
 - To Manchester = around £9m GVA per annum.
44. Economic benefits will not only accrue to Leicester and Leicestershire, but to other destinations along these routes as well (e.g. Reading would experience uplift in GVA as a result of having significantly enhanced rail connectivity to the East Midlands). The importance of this is that these connectivity enhancements become of not just regional importance, but of national significance as well, strengthening the Authority's position in any future negotiations with Government about rail infrastructure investment.

4. To ensure that rail access and development are planned together

45. As rail continues to play an increasingly important role, access to the rail network will become correspondingly more important. As passenger numbers increase, with corresponding increased numbers of journeys to/from stations, road congestion around urban central stations will increase and rail car parks will become full. Ensuring joined-up planning means:
- Better spatial and transport planning around stations, and some intervention to increase railway car parking within the limits imposed by the siting of the stations.
 - Planning new development with access to the rail network as a key consideration.
 - Identifying potential new strategic access points to the rail network. This could involve long term consideration of "Parkway" sites (i.e. a site that does not necessarily serve a local population but acts as a convenient out-of-town station for inter-urban rail journeys).

Strategy Implementation

46. The draft Strategy contains an action plan to deliver the draft Strategy's priorities. In the vast majority of cases the developments outlined in the strategy require the County and City Councils to act in a facilitating and lobbying role, rather than as direct funders or promoters of schemes. Partnerships are vital for making long term

development happen, and require the County and City Councils to bring together for each project the support of LEPs (including elsewhere along relevant rail corridors) and devolved bodies, HS2 Ltd, Network Rail and the Department for Transport. There is a need for Leicester and Leicestershire stakeholders to be active in political lobbying and rail industry development work.

47. Work to develop the Strategic Growth Plan should provide opportunities to explore how best to coordinate future land-use and rail planning.

Proposed way forward

48. Subject to the views of the Cabinet, it is proposed to undertake an engagement exercise on the draft Strategy, as part of which the draft document would be shared with the Department for Transport, Network Rail, HS2 Ltd, other key rail industry bodies and neighbouring authorities. The purpose of this engagement would be to gain their views and also to begin to use the draft Strategy as a lobbying tool over the coming months and years.
49. It will almost certainly be necessary for the parties involved in the Rail Strategy's development to engage ongoing specialist consultancy support to ensure that maximum benefits can be gained from engagement with the rail industry. This will be funded from the Department's scheme development resources and discussions are ongoing with the LLEP and Leicester City Council to secure joint funding for this.

Equality and Human Rights Implications

50. The proposals contained in the draft Rail Strategy are aimed at facilitating strategic growth to meet the social and economic needs of the residents of Leicester and Leicestershire. No detailed assessment has been done at this early stage, but as and when any rail schemes are taken forward the County Council will seek to work with Network Rail (and any other relevant bodies) to ensure that any necessary Equality and Human Rights Impact Assessment are completed.

Environmental Impact

51. None arising from this report. As and when any rail schemes are taken forward the County Council will seek to work with Network Rail (and any other relevant bodies) to ensure that any necessary Environmental Impact Assessments are completed.

Background Papers

Cabinet report – September 2009 Leicester to Burton Railway Line

<http://ow.ly/YtBwo>

Cabinet report – March 2011 Third Local Transport Plan (LPT3) (2011-2026)

<http://ow.ly/YtBAF>

County Council minutes HS2 – February 2013

<http://politics.leics.gov.uk/ieListDocuments.aspx?CId=134&MId=3720&Ver=4>

Environment and Transport Overview and Scrutiny Committee minutes – High Speed Rail (HS2) Consultation: Proposed Response on Implications for Leicestershire
<http://politics.leics.gov.uk/ieListDocuments.aspx?CId=1044&MId=3889&Ver=4>

Cabinet – January 2014 High Speed Rail (HS2) Phase 2: West Midlands to Leeds
HS2 Consultation: Proposed Response on Implications for Leicestershire
[http://politics.leics.gov.uk/Published/C00000135/M00003986/AI00036653/\\$5HS2.docA.ps.pdf](http://politics.leics.gov.uk/Published/C00000135/M00003986/AI00036653/$5HS2.docA.ps.pdf)

Cabinet – March 2015 Enabling Growth Plan
<http://ow.ly/YtBKa>

Cabinet – March 2015 Local Transport Plan Draft Implementation Plan 2015-16
<http://ow.ly/YtBVs>

Appendix

Draft Rail Strategy for Leicester and Leicestershire



Leicester and Leicestershire Rail Strategy



March 2016

www.slcrail.com



Leicester and Leicestershire Rail Strategy

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Appendix A. Summary of Train Service Options

Appendix B. Assessment of Economic Impact of Rail Service Options (separate supporting report incorporating the detailed GVA analysis.)

EXECUTIVE SUMMARY

Commission

SLC Rail was commissioned in May 2015 to prepare a rail strategy for Leicester and Leicestershire. The context is that:

- Leicester and Leicestershire are targeting significant economic and housing growth
- The rail industry is at a pivotal moment in planning the services that are needed over the next 30 years and the infrastructure required to support them
- Planning for the second phase of HS2, through North West Leicestershire, Toton and to the north is now advancing.

The value of rail in support of economic development is now widely acknowledged, as a consequence of the fact that rail usage has doubled over the 20 years since 1994. New services have been provided to accommodate this growth, and the rail network is largely full because of this. Planning for new services has a long gestation, and the infrastructure required for them is expensive. Choices have to be made over what can be afforded and in what order, and Leicester and Leicestershire must identify a clear set of priorities with which to lobby decision makers and funders, and generate a commonality of interest between stakeholders.

Context

Leicester and Leicestershire have relatively poor rail connectivity compared with similar areas. Whilst the service to London is frequent from Leicester, the strategic connectivity to regional and national centres of economic activity is weak. Fast and frequent regional and national rail links are increasingly important for business connectivity as well as for travel to work and leisure journeys. The importance of business to business connectivity has been demonstrated comprehensively in work undertaken by Network Rail (Market Studies 2013) and by HS2 Limited (“Rebalancing Britain” – October 2014). The shortening of journey times and direct services between key cities and towns is vital to support economic growth.

Priorities

The priorities for Leicester and Leicestershire are:

- 1) To maximise the benefit from the Midland Main Line services.** The recently announced plans include a phased electrification through Leicestershire in the period 2019-23. Maximising the benefit means:
 - Using the opportunity from the later implementation of electrification to put in at the same time the capacity needed for Leicester and Leicestershire’s long term growth as part of the project. This includes work identified already by Network Rail to support rail services in the longer term, including line straightening at Market Harborough, 4-tracking between Syston and Wigston, additional platforms at Leicester, and grade separation of North-South and East-West traffic flows through the Leicester area.
 - Securing the journey time improvements to achieve a sub-60 minute journey time between Leicester and London on non-stop services
 - Ensuring that new high quality rolling stock is procured for the electric services

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- Ensuring there is capacity for strategic freight services in support of the region’s logistics industry

2) To achieve the best result from the implementation of HS2 Phase 2. The proposed route will run through the north western part of Leicestershire, with the nearest stations being Birmingham Interchange (near the NEC) and East Midlands Interchange at Toton. The delivery of this project will result in fast services from Sheffield and parts of the Nottingham/Derby area to London and the north. Achieving the best result means:

- Ensuring that the risk of lengthening journey times between Leicestershire and London does not occur. The risk arises because existing Midland Main Line trains are projected to lose nearly half of their passengers to HS2 on the opening of phase 2 in 2033. However, forecast growth in passengers will mean that existing levels of demand on the Midland Mainline at that time will be exceeded even with HS2. Nevertheless, Leicester and Leicestershire should seek assurances from the Secretary of State that Leicester’s fast services will be protected.
- Securing through “classic compatible” direct services from Leicester to destinations in the north via a link to HS2 at Toton. The journey time reductions would be substantial e.g. up to an hour between Leicester and Leeds. There is a strong economic case to be made, particularly if services are provided through Leicester from key economic development areas in the South Midlands and Thames Valley. Building an alliance with other LEPs, Local Authorities and Transport for the North would help to create a “string of pearls” and a substantially strengthened economic case.

3) To radically improve direct fast connectivity to key regional and national destinations.

There is a strong economic case to radically improve Leicester and Leicestershire rail connectivity. SLC Rail used a model that tested and prioritised the potential GVA uplift that could be achieved through new and enhanced services. Using this prioritisation, radically improving connectivity means:

- New direct service to Coventry
- Faster journeys to Birmingham
- New direct services to the Thames Valley, Manchester and West Yorkshire
- Reduced east-west journey times to Stanstead Airport

4) To ensure that rail access and economic development are planned together. Leicester and Leicestershire are just starting to prepare a Strategic Growth Plan. This will seek to identify where future growth will be accommodated and what transport infrastructure is required to support it. Ensuring joined-up planning means:

- Better spatial and transport planning around rail stations, and some intervention to increase railway car parking within the limits imposed by the siting of the stations.
- Planning new development with access to the rail network where possible.
- Identifying potential new strategic access points to the rail network. This could involve long term consideration of “Parkway” sites.

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Action Plan

Most of the developments outlined in this strategy will require Leicester and Leicestershire to act in a facilitating and lobbying role, rather than as direct funder or promoter of schemes. Partnerships are vital for making long term development happen, and require Leicester and Leicestershire to bring together for each project the support of LEPs and devolved bodies, HS2 Ltd, Network Rail and the Department for Transport. **There is a need for Leicester and Leicestershire stakeholders to be active in political lobbying and rail industry development work.**

The outline action plan is shown below.

Outcome	Actions by Leicester, Leicestershire & LLEP	Funding	Potential Date
MML Improvements	Lobbying to ensure that line speed improvements and electrification are delivered and that associated capacity works and new rolling stock are included in the scope.	CP5/6 delivery plan	2023, but key elements before
HS2	Seek assurance from SoS based on evidence for no future reduction in London journey times. Undertake further joint work to enforce benefits of northbound classic compatible services. Further analysis needed before lobbying for a physical connection between the MML and HS2 at Toton	National	Need to include in 2016 HS2 announcement
New service to Coventry	Currently led by CWLEP. Join in project (Nuckle 3.1). Requires £40m investment at Nuneaton. Funding assembly is key.	Growth funding bid through Midlands Connect/LEPs	2019
New service to Manchester	Key is alliance with Transport for the North to present case to DfT. Need to include in specification for new EMT franchise. Key constraint is Hope Valley	CP6 delivery of Hope Valley works. Inclusion in EMT re-franchising spec.	2020
Birmingham journey times	Project being led by Midlands Connect. Active involvement for lobbying.	CP6 delivery plan	2022
New service to Thames Valley	Led by DfT. East West Rail project being delivered, but Bletchley-Bedford section will be in CP6. Key is presentation of investment case to DfT and NR.	Completion of CP5 works Oxford-Bletchley. Inclusion Bletchley-Bedford in CP6.	2022
New service to Leeds	As per Manchester. Key constraint is north of Sheffield.	Inclusion of works north of Sheffield in CP6	2024

1

THE COMMISSION

Leicester and Leicestershire Rail Strategy

SLC Rail was commissioned in May 2015 by the Leicestershire County Council along with Leicester City Council and Leicestershire Enterprise Partnership (LEEP) to assess the adequacy of rail industry plans to support the economic development of the county and city as set out in the Strategic Economic Plan (SEP). This analysis was to identify priorities for rail service development and associated infrastructure investment that would be needed to support the SEP, including the following specific objectives:

- Develop a rail strategy to support Leicester and Leicestershire’s economic growth out to 2043
- Maximise the benefits to Leicester and Leicestershire to be gained from enhancement of the Midland Main Line to London
- Maximise the potential of HS2 and mitigate adverse impacts
- Place the study in the context of wider regional and national connectivity to support:
 - New jobs
 - Business to business connectivity
 - New housing and economically active citizens
- Influence the rail industry with regard to the prioritisation of key rail enhancements

The remainder of the report is divided into the following sections, describing:

Section 2	The political and industrial context within which decisions on the plan must be taken.
Section 3	The Rail Industry Planning Process
Section 4	The methodology employed in undertaking the commission and writing the report
Section 5	Leicestershire’s rail network, including current services and capacity constraints
Section 6	Enhancements to the rail network planned in the near to medium future
Section 7	The results of the Gross Value Added (GVA) study
Section 8	Enhancements to the Leicester – London service and the longer-term effects of HS2
Section 9	Options for Enhanced Train Services
Section 10	Next steps and opportunities to influence government

2

CONTEXT

Leicester and Leicestershire Rail Strategy

2.1 The Political Context

The Government is moving toward increasing regional devolution, including transport planning. For example, a new “West Midlands” rail franchise has been proposed (either as a stand-alone entity or as a business unit within a re-let “London Midland” franchise), and it is intended that significant elements of this franchise will be specified locally. In addition, the role of regional bodies such as Local Enterprise Partnerships and Local Authorities in sponsoring and funding rail improvements is increasing through the use of Regional Growth Funds and mechanisms such as Prudential Borrowing.

In July 2015 the Government announced a review of Network Rail’s spending plans for the remainder of the Control Period 5 (2014 to 2019), headed by its new Chairman, Peter Hendy; along with a further review concerning financing of the rail industry, headed by Nicola Shaw, Chief Executive of “High Speed 1” (the Channel Tunnel Rail Link). These reviews were prompted by increasing concerns over delays and projected overspends on some of the large schemes committed within Network Rail’s funding settlement, and some, including electrification of the Midland Main Line, were put “on pause” until the review was completed. A new plan for electrification was announced in September 2015, with project phasing and delayed outputs.

Also in September 2015, Nicola Shaw stated that extensive restructuring of Network Rail, including privatisation of all or part of the organisation, “could not be ruled out”. The report is due to be completed before the 2016 Budget, but until details of the likely direction the review is taking emerge, the effects of any recommendations it might make on future investment plans cannot be assessed. However, it is possible that many of Network Rail’s current powers and responsibilities could be devolved to other bodies as shown below:



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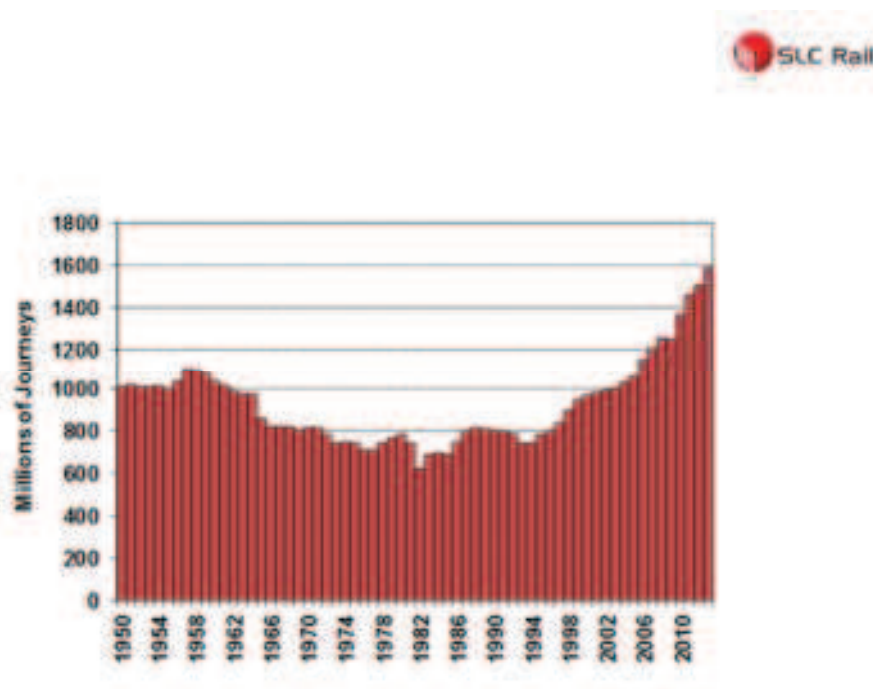
2.2 The Rail Industry Context

The national rail network supports productivity and economic activity by:

- Facilitating travel to and from work
- Providing businesses with access to larger and more specialised labour markets
- Improving contacts between businesses

It is widely accepted that journey times between cities can be directly correlated to economic development, and here rail transport can show distinct advantages for centre-to-centre journeys compared to other modes such as road, where the use of congested local and trunk networks is often unavoidable, and air, which requires additional time for travel to and from airports and is, in any case, often not a feasible option for short-to-medium distances. However, notwithstanding the advantages rail often offers in providing direct access between population centres, the creation of easily accessible out-of-town transport hubs offering easy interchange between modes has also been shown to act as a catalyst for new development and economic activity.

Since 1994 the number of passengers using the railway has doubled, as demonstrated by the graph below.



Although there is no clear consensus either within or outside the rail industry about the underlying reasons behind this significant increase in demand, there are clearly important macro-economic drivers at work in addition to the actions that the industry has taken to market and promote rail travel. Factors might include:

- Despite the recession, there has been an overall increase in economic prosperity and consumer spending.
- Following a decade in which there was little motorway investment, no major motorways have actually been built since the M6 Toll Road in 2003.

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- Road congestion, particularly in and around urban areas, combined with the difficulty and cost of parking, have combined to make rail a more attractive option for regular commuting into cities and major towns.
- Until 2009, average earnings were going up faster than commuter fares, which from privatisation until 2004 were pegged to annual increases of RPI minus 1%. However, this trend has been reversed in more recent years, as a result of government policy to reduce public subsidy in favour of funding a higher proportion of industry costs through farebox revenue.
- House price increases and widening regional variations in average property prices mean that it is often economically sensible for people to live in a cheaper location and commute to work.
- Faster average train speeds have progressively resulted in reduced journey times, meaning that the distance over which commuting is viable has continued to increase, a trend that has been evident since at least the 1960's.
- There has been substantial growth in both the student population and the elderly since the early 1990s, both groups who might, for various reasons, be more inclined to use public rather than private transport.
- Train frequencies have generally increased, with regular-interval "clockface" timetable patterns on nearly all major routes. Through journey opportunities have improved.
- Standards of customer service, and the customer's perception of the rail industry generally, has improved.

Although significant sums have been invested by Network Rail over the last 15 years to increase the capacity and capability of the network, and similar investment has been made by Leasing Companies and Train Operators in rolling stock, parts of the rail network are now operating, to all intents and purposes, at or near full capacity. Except at the margins, the introduction of any new train service will almost certainly require investment in additional infrastructure and rolling stock to support it.

The prospect of continuing expansion of demand for rail services, driven by economic growth of the sort envisaged in the LEP SEP over the coming decades, has led to the establishment of an industry "Long Term Planning Process" (LTPP), managed by Network Rail, but with wide involvement from industry and economic stakeholders. The intention is that this process will set out "choices for funders" (the principal but by no means only one being Central Government) for potential inclusion in Network Rail's funding settlements for future 5-year Control Periods (in particular the forthcoming Control Period 6 between 2019 and 2024) and in associated franchise specifications for Train Operators.

For its size, Leicestershire has a relatively low density of rail routes, and connectivity to and from the region is therefore poor compared to other regions of similar size and importance. The LLEP recognises that improving rail links both within and, particularly, outside the region is likely to generate significant economic growth and can, therefore, play a significant role in meeting the targets set out in the SEP.

However, the rail network in the region is already largely used to or near its maximum theoretical capacity, and it is also recognised that substantial investment will be required to provide the additional capability (passenger and freight) that will be needed to enable the introduction of new and improved services, not only to meet Leicestershire's own requirements, but also national strategic needs. In developing train service options and plans for investment in the network, therefore, due attention needs to be given to how they fit in to a wider national context, in order to facilitate lobbying and bidding at the appropriate level of government.

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2.3 Leicester and Leicestershire Strategic Economic Plan

The Leicester and Leicestershire economy has an estimated gross value of £19.4bn per annum, and supports about 33,000 trading businesses providing some 435,000 jobs. The area possesses valuable economic assets, including the largest distribution park in Europe, the UK's second largest freight airport and a growing manufacturing sector, while its central location provides good access to other parts of the country.

The Leicestershire Strategic Economic Plan (SEP) covering the years 2014 to 2020 was submitted to Central Government in March 2014. The stated aims of the plan to 2020 are to:

- Create 19,000 of the 45,000 new jobs planned in the long-term
- Leverage £2.5bn of private investment and
- Increase Gross Value Added (GVA) by £4bn from £19bn to £23bn.

by means of integrating the previously published European Structural and Investment Fund (ESIF), City Deal and Growth Deal Strategies and leverage of new funding.

The major risks to the region's economy are identified as:

- A lack of suitable undeveloped land for further expansion in the logistics and manufacturing sectors.
- Poor quality public realm and derelict sites requiring land assembly and infrastructure.
- Inadequate transport infrastructure causing congestion and resulting in increased business costs.
- Lack of support for the 70% of Small and Medium Enterprises (SMEs) that have growth plans
- Lack of skills in key sectors
- The low numbers of young people choosing Science, Technology, Engineering and Mathematics (STEM) careers.

Highlights of the SEP include:

Leicester Launchpad - provides a major development and growth opportunity for Leicester focussed on the Waterside and Abbey Meadows regeneration areas and the city centre. This 'Strategic Regeneration Area' delivers substantial housing, commercial and leisure/cultural developments on a cluster of development sites and creates 6,000 jobs.

East Midlands Gateway Strategic Freight Interchange - a 250 acre distribution and logistics development alongside East Midlands Airport and the M1, with a rail terminal providing up to 6 million sq. ft. of large scale warehousing to establish the UK's largest multi modal hub creating over 7,000 new jobs.

Loughborough University Science & Enterprise Parks (LUSEP) - an exceptional opportunity to develop an internationally significant centre for knowledge based employment. The Park is already one of the largest developments of its kind and will provide as many as 4,000 additional jobs and leverage private investment of up to £200m.

MIRA Technology Park Enterprise Zone - MIRA Technology Park is the LLEP's Enterprise Zone and will provide 1.75 million sq. ft. high quality R&D space on an 80 hectare estate, making it the largest

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transport sector R&D technology park in Europe. It will create over 2,000 direct high value jobs and over 3,000 indirect jobs

Other proposals include measures to support innovation by providing direct funding and economic intelligence to businesses and using City Deal and European Structural and Investment Funding (ESIF) to improve skills and training.

3

THE INDUSTRY PLANNING PROCESS

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3.1 The Long Term Plan

Following the publication by Network Rail of market studies in 2013, a series of regional and route based studies into long-term investment requirements is now underway. The East Midlands Route Study was published in draft for consultation in February 2015, and the West Midlands Study is currently being developed. In addition, further studies relevant to this report now in progress include:

- Midlands Connect – a grouping of transport authorities across the Midlands – has also produced important material, including a technical report from Atkins entitled “Economic Impact Study” – May 2015. Work is now moving towards more detailed work on specific corridors, including those directly affecting Leicestershire.
- The East West Rail Consortium, in partnership with Network Rail, is undertaking development work on options for the proposed new railway between Bedford and Cambridge. The first phase of this work, undertaken by Atkins Consulting, looked at priority origin and destination locations across the South Midlands (“East West Rail Central Section – Conditional Outputs Statement” - August 2014), and the second phase of this work is looking at how the strategic business case for the line can be enhanced by using the East West route to provide through services not currently possible on the existing network. This includes potential direct trains from the East Midlands to the Thames Valley, South Coast or West Country via Leicester and either Bedford and Bletchley or Coventry and Banbury.
- Work undertaken by SLC Rail to develop rail strategies for Warwickshire, Coventry and Leicestershire.

These studies look forward as far as 2043, and are intended to show a long term strategic direction, as well as to identify “options for funders” for schemes in Network Rail’s Control Period 6 (2019-24). “Indicative Train Service Specifications” for a number of main routes are already in circulation.

There is therefore a substantial body of work being undertaken, some of which inevitably reflects local agendas, but most of which is remarkably consistent both in terms of the conclusions being drawn, and in reflecting a desire to capitalise on the opportunity the railway presents to support economic growth. We have sought to ensure that the outcomes identified in this report are, as far as possible, consistent with the conclusions that have either been drawn or are emerging in these other reports, as well as providing an evidence base that Leicestershire stakeholders can use to influence decision makers, including funding bodies.

3.2 Indicative Train Service Specifications

Through the route planning process Network Rail has developed a series of line maps showing a possible level of train service in 2043. There are two important points to note about these diagrams:

- The delivery of enhanced train services is a matter for funders and for the specification of future franchises. That is why there is no ITSS for earlier years.
- The driver for additional train services shown on the 2043 ITSS is not just demand growth, but, more importantly, regional and national connectivity improvements that are forecast to be required. This is an important distinction.

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- These factors mean that prioritisation for the improved connectivity lies not with Network Rail or indeed principally with the rail industry, but with funders. New connectivity plans that have a business case can be implemented when the time is right for funders and the main issue is about the prioritisation and funding assembly, once Network Rail has delivered the necessary Network capacity improvements. Of course not all capacity schemes have to be funded through the Network Rail Periodic Review process, but schemes likely to have a major impact on capacity will generally be delivered as part of resignalling schemes.

However, if Network Rail's infrastructure capacity schemes are "enablers" to allow future enhanced connectivity, it is important for the LEP to lobby for inclusion of valuable schemes in the CP6 settlement.

4

Methodology

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4.1 General Principles

In undertaking this commission, SLC has:

- Engaged with Network Rail's long term planning process
- Held discussions with other industry parties including the DfT and East Midlands Trains
- Supported the work of Midlands Connect (MC) which has been looking on a corridor basis at the transport needs across the East and West Midlands
- Undertaken its own analysis of the adequacy of the rail network to support LEP's requirements
- Specified various potential train service options and commissioned GVA analysis of their potential to support economic growth

The study included the following stages:

- Research including review of documentation
- Industry engagement, including discussions and correspondence with relevant contacts in Network Rail and the Department for Transport
- Formulating options
- GVA analysis (see below)
- Capacity analysis
- Development of Strategy
- Alignment with other Local Authority and LEP studies

Background research has been undertaken using, inter alia, the following documents:

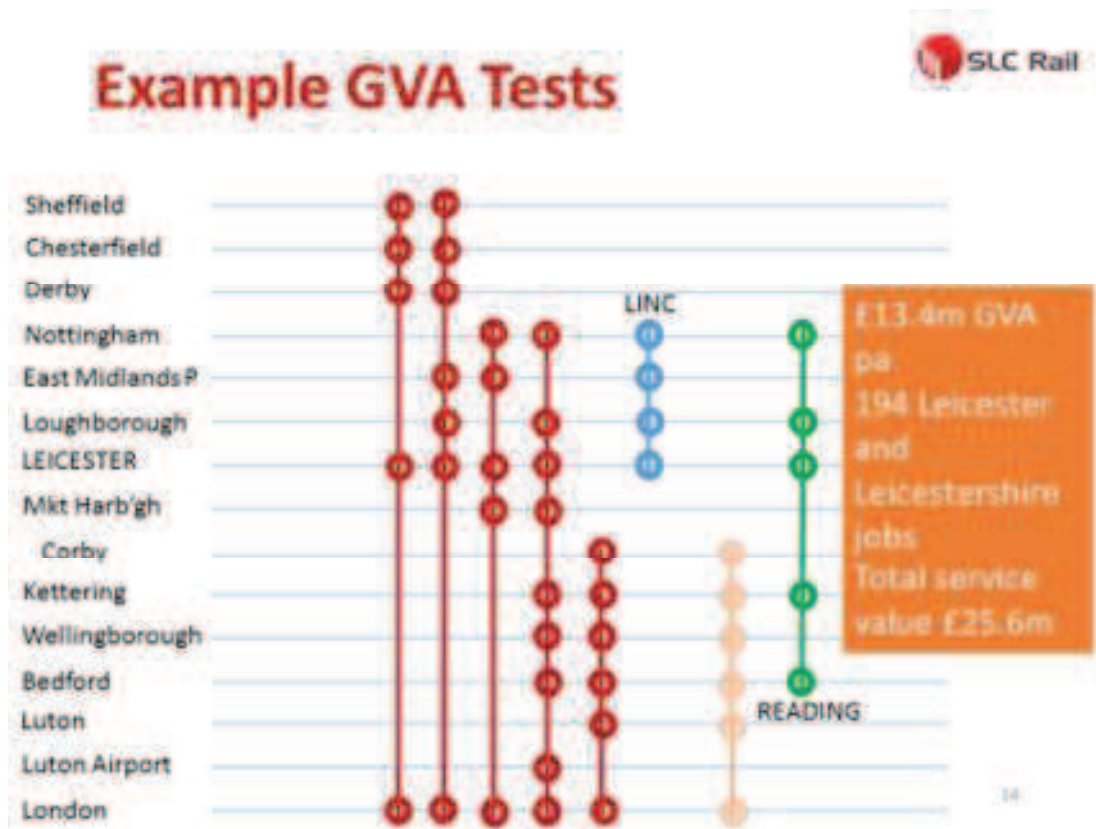
- Network Rail East Midlands Strategic Business Plan for CP5
- Network Rail Enhancements Delivery Plan for CP5
- Network Rail East Midlands Route Study 2015
- Network Rail Yorkshire and Humberside Route Utilisation Strategy 2009
- Network Rail Freight Route Utilisation Strategy 2007
- Network Rail Network Specifications East Midlands ("Meeting the Demand for Rail"), 2012
- ATOC Rolling Stock Requirements 2014-2019
- Department for Transport Long Term Passenger Rolling Stock Strategy 2014
- Leicester and Leicestershire Strategic Economic Plan 2014-2020
- AECOM report on Leicester – Burton passenger rail service (for Leicester City Council, Leicestershire County Council and North West Leicestershire District Council) 2015
- East Midlands Gateway – Roxhill (Kegworth) Ltd. website
- Roxhill Development Consent Order application documents 2014
- Department for Transport Draft National Policy Statement for National Networks 2015
- Ratcliffe-on-Soar power station - E.On website
- Network Rail London North Eastern Route Sectional Appendix
- East West Rail – Network Rail and EWR Consortium websites

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4.2 Gross Value Added (GVA) Modelling

Gross Value Added (GVA) modelling has been used to assess the value of the various rail service options identified.

The model used for this analysis combines metrics of economic activity and project growth with train service enhancements based on improvements to generalised journey time (frequency x journey time). Direct train services score much higher than services that require a change of train, because interchange results in a time penalty which may be significant. The model then derives a GVA value for the enhanced business-to-business activity that would be generated by the new services. The model also produces a forecast for the number of additional jobs created, for example:



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A sample output is shown below for the Leicester to Reading leg of the above.

Leicester and	Annual GVA £m	Comment
Kettering	0.3	Increased frequency from 1 to 2 trains per hour
Bedford	0.3	Increased frequency from 1 to 2 trains per hour
Milton Keynes	1.1	Journey time 53 mins (current 1h 26 including change)
Bicester	0.4	Journey time 1h 5 mins (current 2h 27 including 2 changes)
Oxford	4.6	Journey time 1h 18 mins (current 2h 23 including 1 change)
Didcot	0.6	Journey time 1h 35 mins (current 2h 44 including 2 changes)
Reading	2.5	Journey time 1h 49 mins (current 2h 50 including 1 change)
TOTAL	9.6	

5

LEICESTERSHIRE'S RAIL NETWORK

Leicester and Leicestershire Rail Strategy

5.1 The Current Network

The Midland Main Line (MML) linking London (St Pancras), Derby, Nottingham and Sheffield runs south-to-north through the county, with stations at Market Harborough, Leicester, Syston, Sileby, Barrow-upon-Soar and Loughborough. There is also an east-west main line, running from Birmingham through Nuneaton and Leicester, and then onwards to Peterborough and East Anglia, with stations at Narborough, South Wigston, Melton Mowbray and Oakham.

Two freight routes lie partly within Leicestershire. The first links the MML at Knighton Junction (approximately 2 miles south of Leicester) with Burton upon Trent via Coalville, and is used mainly for aggregates traffic from Bardon Hill Quarries. Since the closure of Drakelow Power Station, the western section of this line between Bardon Hill and Burton sees very little traffic. The other freight line is in the east of the county, running from Kettering via Corby to Manton junction, south of Oakham, and forming part of a loop line running parallel to the MML between Kettering and Syston, avoiding Leicester.

5.2 Passenger Services

Services on the MML are operated by East Midlands Trains using 9-car class 254 High Speed Trains (HSTs) and Class 222 “Meridian” Diesel Multiple Units (DMUs) in 4-, 5- and 7-car formations. The HSTs are concentrated mainly on the London – Nottingham services. East Midlands Trains also operates the Leicester – Lincoln service, mainly with class 153 single-car DMUs.

Cross Country Trains operates both the Local Birmingham – Leicester and Birmingham – Stanstead Airport service, using Class 170 DMUs in 2- or 3-car formations although longer trains formed of two units coupled in multiple are diagrammed on certain peak hour services.

Standard off-peak service patterns at the county stations are:

Leicester

- 2 (non-stop) trains per hour between London and Sheffield via Derby.
- 2 (semi-fast) trains per hour between London and Nottingham.
- 1 train per hour between Birmingham and Peterborough, Cambridge and Stanstead Airport.
- 1 train per hour between Birmingham and Leicester.
- 1 train per hour between Leicester and Lincoln via Nottingham.

Market Harborough

- 2 trains per hour between London and Nottingham.

Syston, Sileby and Barrow-on-Soar

- 1 train per hour between Leicester and Lincoln (some extended to Sleaford) via Nottingham.

Loughborough

- 1 train per hour between London and Sheffield via Derby.
- 1 train per hour between London and Nottingham.
- 1 train per hour between Leicester and Lincoln (some extended to Sleaford) via Nottingham.

Narborough and South Wigston

- 1 Train per hour between Birmingham and Leicester via Nuneaton.

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Melton Mowbray and Oakham

1 train per hour between Birmingham and Stansted Airport via Peterborough and Cambridge.

These service patterns may be varied during peak hours, with some additional trains on certain routes.

5.3 Freight Services

Freight traffic is, by its nature, often unpredictable compared to the relative certainties of timetabled passenger services. Although many freight flows do establish themselves over a period of years, tonnages, times and even origin and destination points can vary at short notice, and individual flows may have limited lifespans as the demands of the market change. This pattern has been particularly prevalent since privatisation of the rail freight sector, as operators have changed their marketing and operating practices to enable them to compete more effectively with other modes of transport.

Routes through the East Midlands are vital freight arteries, and the all the main lines are designated as part of the Strategic Freight Network. While the predominant flows are along the Birmingham – Derby and Midland Main Lines, the cross country route between Nuneaton, Leicester and Peterborough is gaining increased importance following completion of works to increase the loading gauge to allow the passage of larger containers.

There are a number of sites generating rail freight traffic in the area:

- Ratcliffe-on-Soar power station and British Gypsum plant, near Trent
- Mountsorrel aggregates depot
- Stud Farm Quarry, Stanton-under-Bardon
- Bardon Hill Quarry, near Coalville
- Corby Metals Terminal
- Ketton Cement Works

The East Midlands rail network is used by a variety of different market sectors.

Maritime intermodal, consisting of container traffic to and from ports, primarily Southampton and Felixstowe, and the Channel Tunnel. Although much traffic from Felixstowe to the Midlands and North West England travels via London and the West Coast Main Line, an increasing volume is being routed via Peterborough and Leicester to join the West Coast Main Line at Nuneaton, or onwards via Water Orton to terminals in the West Midlands. Locally, there is an intermodal terminal at Burton-on-Trent which receives traffic from Southampton on a weekly basis, which is routed, along with longer-distance intermodal traffic, via Oxford, Birmingham and Derby.

Works to increase Loading Gauge clearances are being undertaken between Birmingham and Derby, and onwards to Doncaster via the Erewash Valley. This will enable deep sea 9' 6" high containers to be routed from Southampton via the West Midlands to Yorkshire without the need for special wagons, generating significant intermodal growth on this corridor, as well as opening up opportunities for routing traffic between Felixstowe and the north of England via Toton and the Midland Main Line rather than the West Coast.

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Other Loading Gauge improvements are planned on the Midland Main Line north of Bedford in parallel with the electrification programme. Once the East West Rail link from Oxford to Bedford is fully operational at the end of Control Period 6 in 2023, this will facilitate the routing of intermodal traffic from Southampton to Yorkshire and the north East via Bedford and Corby, rather than via the West Midlands.

Finally, Loading Gauge enhancements on the Derby to Stoke-on-Trent are being considered, offering another alternative route for container traffic between Felixstowe and the Manchester area.

In all cases, it is likely that other works on the wider network will be needed to fully exploit the opportunities offered by these enhancements around the East Midlands.

Domestic intermodal, consisting mainly of the movement of containerised consumer goods within the UK. Again, the primary focus for this traffic is the West Coast Main Line, but some does pass along the Birmingham – Derby – Erewash Valley route in the course of journeys to and from the North East and Scotland, and further growth in the market can be expected as new intermodal terminals, such as the one proposed at Castle Donington, are opened.

Coal. The pattern of coal flows nationally is inextricably linked to the demands of electricity generation, and is currently based mainly on foreign imports through ports such as Immingham. Coal-fired power stations are progressively being closed, but in 2014 the major power station at Ratcliffe-on-Soar, owned and operated by E.On, was fitted with catalytic reduction equipment to make it compliant with strict new emission regulations, securing the long-term future of both the station and the rail-borne coal flows from the east coast which fuel it.

In the interests of reducing the emission of greenhouse gases, some coal powered stations have been converted to burn biofuels. Biofuel has up to half the mass of coal, and this has led to an increase in the number of trains per day serving the converted stations. Although E.On has no current plans to convert Ratcliffe-on Soar to biofuel operation, this cannot be ruled out in the long-term as emission regulations become more demanding, and, if it happens, would almost certainly result in an increase in the number of rail movements into and out of the site.

Cement. The long-established works at Ketton is now owned by Hanson, part of the Heidelberg Group, and produces around 10% of the UK's requirement for Portland Cement. Although much of the site's production is transported by road, daily trains are run mainly via the Midland Main Line to the North London terminal at Kings Cross, and occasionally to other sites elsewhere in the country. The proposed south-to-north chord at Manton Junction would allow these trains to be routed directly towards London via Corby, freeing capacity in the Leicester area and opening up additional opportunities to expand rail-borne traffic from this location.

Aggregates flows are highly dependent on the health of the construction industry, and peaks in demand tend to be linked with large infrastructure projects or major commercial developments. There are a large number of quarries in the East Midlands, and, with demand centred very largely on South East England at the present time, the Midland Main Line is likely to continue as a major artery for stone traffic from the Buxton area, Bardon Hill, Stud Farm and other locations. At the southern end of the Midland Main Line, a loop is being provided at Sundon near Harlington (Bedfordshire) to facilitate the operation of longer and heavier aggregates trains from Derbyshire and Leicestershire to the London area.

Many coal-fired stations, including Ratcliffe-on-Soar, are fitted with flue gas desulphurisation (FGD) equipment, which uses limestone to reduce Sulphur Dioxide emissions. Both limestone and the

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gypsum produced as a by-product of the process are ideal bulk traffics for rail, and there are regular flows between the limestone quarries around Buxton and Ratcliffe-on-Soar, which will continue for the foreseeable future.

Gypsum. British Gypsum has established a plant at Ratcliffe-on-Soar to manufacture plasterboard using gypsum produced at the power station, but there is also some rail-borne gypsum traffic from the station to other manufacturing sites around the country.

Iron Ore is imported in considerable quantities through Immingham, and conveyed by rail through the East Midlands to steel works at Rotherham, the West Midlands and South Wales. Cutbacks in steel production at some major sites have recently been announced, allegedly as a result of the availability of cheap Chinese steel on European markets, and this will inevitably result in reduced demand for ore and therefore a reduction in the number of trains needed to move it from the ports.

Metals. The metals terminal at Corby receives daily services from South Wales, and finished steel from plants at Rotherham, Scunthorpe, North East England, the West Midlands and South Wales to various destinations passes along the East Midlands network daily. After a period of decline, scrap metal movements to recycling plants have shown some growth in recent years.

National Delivery Service. Although not strictly a commercial freight operation, Network Rail's National Delivery Service (NDS), which supplies materials and equipment in connection with railway engineering and construction projects, operates a significant number of trains on the network, and needs to be taken into account when planning future capacity improvements.

5.4 Network Capacity

Analysis undertaken by Network Rail and the Train Operators has indicated that little spare capacity is available on the Midland Main Line. Although, in practical terms, rail capacity is notoriously difficult to measure, depending as it does on a range of variable factors such as signalling design and location, variations in line speeds, and the mixture of rolling stock used on the route and their relative performance characteristics, it is generally accepted that only one additional train path ("the sixth path" as it is often referred to) is available for use between London and Leicester.

How this path should be allocated will be the subject of many conflicting demands and interests. The value to local economic growth and sustainability of good quality connectivity to London is widely recognised, but it may be that in certain circumstances a case can be made that use of spare capacity for other purposes will produce a better return in terms of value added.

There appear to be opportunities to increase capacity on the Midland Main Line above the six trains per hour by investing in additional infrastructure. Until the late 1970's, the route was four-tracked throughout between London and Kettering, albeit mainly with fast passenger lines paralleled by goods lines to accommodate the heavy coal traffic from Nottinghamshire to London. The reduction in freight traffic from the 1960s onwards, resulted in the progressive removal of one of the goods lines leaving only three tracks over large sections of the route. Reinstatement of the fourth running line for mixed (passenger and freight) use would not be particularly difficult, and would release capacity on the existing fast lines for use by additional through services.

The installation of advanced transmission-based signalling systems similar in principle to those in use on certain intensively-worked urban rail systems and high speed main lines (the so-called "Digital Railway") has been proposed in certain quarters as a means of increasing capacity. These systems

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automatically regulate the intervals between trains running along the same line of route depending upon their relative speeds, making the most efficient use of the space available while preserving safe braking distances. In practice, the systems currently in use are mainly installed on relatively simple routes (whether high-speed main lines or low-speed urban systems such as the Docklands Light Railway) where all trains have very similar, if not always identical, speed, acceleration and braking characteristics. Much development work remains to be done to enable the technology to be used on intensively-used mixed-traffic railways like the UK network, where there are wide variations in the characteristics of the rolling stock. Nevertheless, in the longer-term, advanced signalling technology is likely to be developed to a point that will result in capacity improvements on conventional main lines such as the Midland.

Whatever spare capacity actually exists on the Midland Main Line, there are significant constraints at St. Pancras station itself which will directly influence how many additional services can be accommodated. The four platforms available following conversion of the station into St. Pancras International are already heavily occupied, and finding space to accommodate even one additional train per hour is likely to be difficult. Although each platform is capable of accommodating two 4- or 5-car trains, the use of long Class 222, HST or “InterCity Express” (IEP) type units will require exclusive occupation of a platform.

Nevertheless, Network Rail’s various plans and proposals for upgrading the Midland Main Line described in Section 4.3 below do include a number of projects designed to increase capacity on the route which, if implemented, would allow enhancements in the number of trains that could be reliably accommodated.

6

PLANNED ENHANCEMENTS

Leicester and Leicestershire Rail Strategy

6.1 Midland Main Line

Network Rail's Delivery Plan for Control Period 5 includes a number of projects affecting the Midland Main Line which are committed for completion in 2014-19, while the draft East Midlands Route Study, issued for consultation in January 2015, contains proposals to accommodate growth up to 2043, which may be adopted for delivery in future Control Periods. Long-term proposals for locations north of Chesterfield are covered in the Yorkshire and Humber Route Utilisation Strategy (RUS), which was issued in 2009 and covers the period to 2039. It is likely that this latter document will be superseded by a further Route Study in due course.

Network Rail also published a Freight Route Study in 2007, covering the national network. The Birmingham to Peterborough line was identified as a key element of the strategy, requiring increased capacity through Leicester, and remodelling of the junctions at Wigston and Syston.

The various proposals for enhancements on the Midland Main Line contained in these document include:

Committed in Control Period 5

- Electrification at 25Kv ac overhead:
 - Bedford to Nottingham via Leicester
 - Kettering to Corby
 - Trent Junction to Sheffield via Derby
- Removal of temporary and permanent speed restrictions at various locations through the track renewals programme.
- Platform lengthening up to 260m at Market Harborough station.

Being considered for Control Period 6

- Grade separation at Wigston North Junction.
- Four-tracking Wigston North Junction to Syston Junction.
- Double tracking Syston South Junction to Syston East Junction.
- Platform lengthening up to 260m at Leicester station.
- New through platform 6 on east side and new bay platform 5 at north end at Leicester station.
- Resignalling between Kettering and Syston Junction to accommodate improved headways of between 5 and 3½ minutes.
- Platform lengthening up to 260m at Loughborough station.

Being considered for future Control Periods beyond 2024

- Four-tracking Kettering to Wigston North Junction.
- High Speed Junction with South Leicestershire line at Kilby Bridge
- Four-tracking Oakham to Langham Junction.
- New south-to-east chord at Manton Junction to allow through running Corby – Peterborough.
- Remodelling at Trent Junction (including grade separation) to segregate conflicting traffic flows.

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Other potential enhancements not currently being considered in long-term planning

- Further electrification:
 - Corby to Syston Junction
 - Trent Junction to Chesterfield via Erewash Valley
 - Nottingham to Trowell Junction
 - Sheffield to Doncaster and Leeds
 - Chesterfield to Rotherham via Beighton
 - Beighton to Sheffield
- Easing curves through Market Harborough to increase line speeds
- Redoubling, Kettering to Corby
- Remodelling at Mountsorrel Aggregates Terminal to eliminate conflicting movements.

In June 2015, the government announced a temporary pause in parts of Network Rail’s investment programme for CP5, including Midland Main Line electrification, pending a review of budgets and delivery resources. On 30 September 2015, work on Midland Main Line electrification was resumed, but with revised timescales now including Bedford to Kettering and Corby by 2019 and Kettering to Leicester, Derby, Nottingham and Sheffield by 2023.

6.2 East Midlands Gateway Strategic Freight Interchange

“East Midlands Gateway” is a multimodal freight interchange proposed by a private developer, Roxhill (Kegworth) Limited, located on a site between Castle Donington and Kegworth, and adjacent to both East Midlands Airport and Junction 24 on the M1 Motorway. Designed as a “Strategic Rail Freight Interchange” in accordance with the Government’s draft Policy Statement on National Networks published in December 2013, the facility includes rail-connected warehousing and container handling facilities directly linked to the road and rail networks and the airport, with provision to accommodate on-site manufacturing and processing activities in the future. Up to 7,000 new permanent jobs are expected be directly created once the facility is fully operational, in addition to more transient employment during the construction phases¹.

The proposal is also designated as a Nationally Significant Infrastructure Project (NSIP), and, as such, was the subject of a Development Consent Order submitted to the National Infrastructure Directorate of the Planning Inspectorate on 29 August 2014. The Inspectorates report of recommendation for the application was issued to the Secretary of State on 12 October 2015, and the deadline for the Secretary of State’s decision has been confirmed as 12 January 2016².

The specification for the development includes:

- A rail freight terminal designed to accommodate up to 16 intermodal trains per day (presumably including both inwards and outwards movements), each up to 775 metres long;
- Container storage and HGV parking;
- Up to 557,414 square metres of rail-served warehousing and ancillary service buildings;

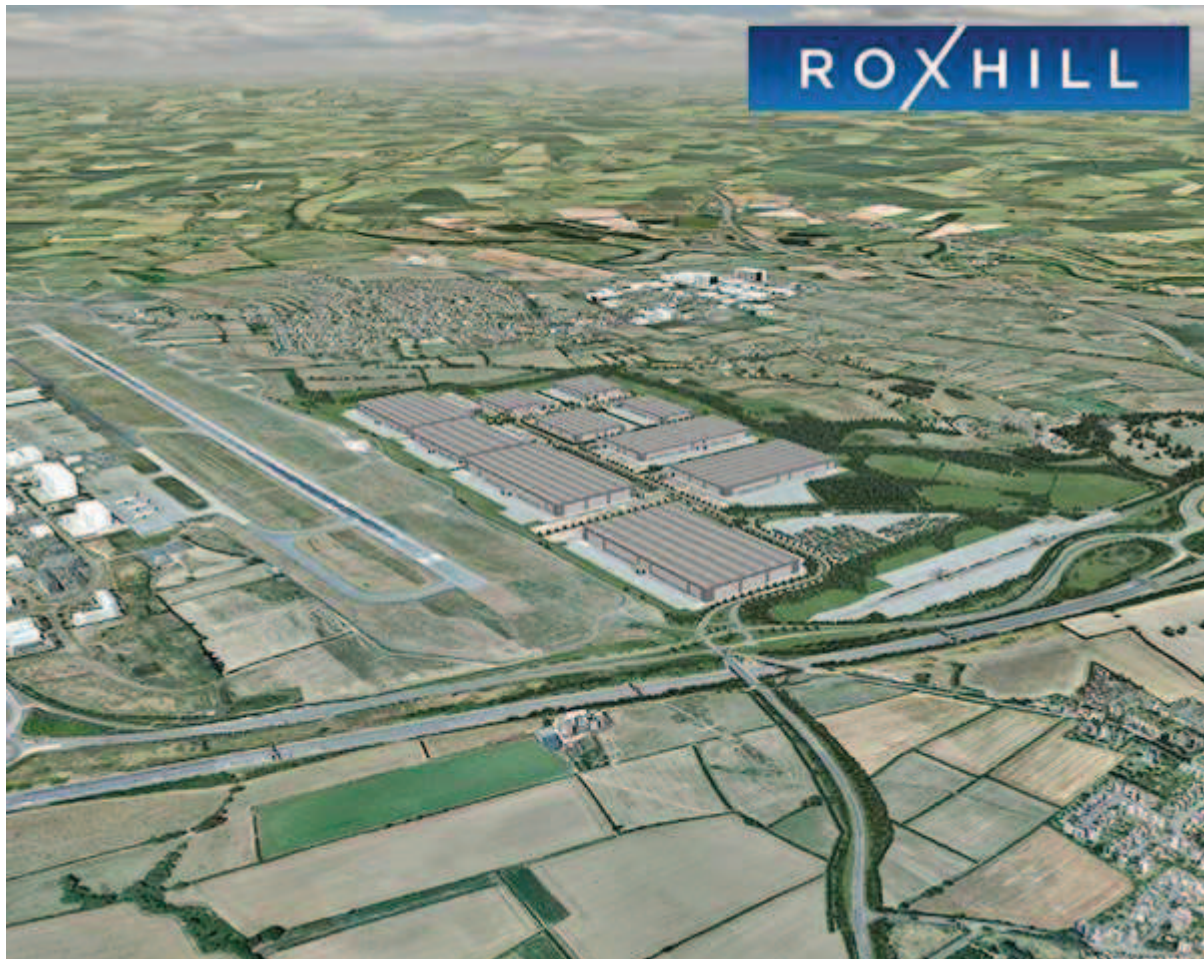
¹ Eastmidlandsgateway.co.uk

² Infrastructure.planninginspectorate.gov.uk/projects/east-midlands/east-midlands-gateway-rail-freight-interchange

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- A new branch line connecting the terminal to the Sheet Stores Junction (Trent) to Stenson Junction freight railway, with a west-facing junction located just north of Hemington.
- New and improved road infrastructure connecting the site to the M1 Motorway, A6, A50 and A453 trunk roads and East Midlands Airport;
- Alterations to public rights of way and the creation of new publicly accessible landscaped open areas;
- Bus interchange facilities to provide links to local communities.

The alignment of HS2 is proposed to run in tunnel beneath East Midlands Airport before emerging to cut across part of the East Midlands Gateway site on its way to the East Midlands Interchange station at Toton. It is understood that Roxhill (Kegworth) Ltd. and HS2 Ltd. have jointly established that the projects are compatible, and further discussions are planned as more detailed plans are developed. However, a physical connection between the terminal and HS2 is not contemplated.



Network Rail is aware of the Gateway development, and it is referred to in the 2012 East Midlands Network Specification, but so far, little development of a train service specification has taken place. Although it will undoubtedly take some years for the planned maximum capacity of 16 trains per day to be reached, no stated assumptions have been made by the developers about likely origin and destination points, routing, daily tonnages or times of operations. It is therefore difficult to draw

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firm conclusions at this stage about the effect of the terminal on the local rail network, or any enhancements that might be required to accommodate the new traffic arising from it.

The main maritime intermodal flows conveying imported and exported goods in containers are to and from Southampton and to and from the east coast ports, particularly Felixstowe. The preferred route for trains between East Midlands Gateway and the south coast would probably be via Burton on Trent and Birmingham, but parts of this route are already oversubscribed and, in the longer-term, it may be necessary to consider the use of the Midland Main Line to Bedford and thence via East West to Oxford as an alternative. This would require spare or additional capacity not only on the Midland Main Line itself, but possibly enhancement of the Burton – Leicester route, which, although under-used west of Bardonia Hill, is subject to relatively low maximum speeds and limited signalling capacity.

Given the lack of a direct connection from the new branch towards Trent, routing of traffic bound for the east coast ports is more problematical. The quickest and least disruptive solution might be to reverse trains at Burton on Trent, then retrace their route back to Trent, before proceeding via Loughborough, Oakham and Peterborough to Felixstowe. The only alternative if reversal is to be avoided would be a rather roundabout route via Tamworth, Walsall, Coventry and the West Coast and North London lines. In the very-long term, East West Rail Central section might offer an alternative provided a north-to-east connection was installed at Bedford.

Domestic flows are harder to predict, as there are multitude of potential destinations, but, again, the lack of a direct connection towards the east, and then north, appears to be a handicap. The potential that East Midlands Airport might offer for import/export traffic conveyed by rail is also an unknown factor as no similar freight terminal in such close proximity to a major international airport exists elsewhere in the UK.

Finally, the ability to exploit opportunities for new flows to and from the terminal will, as always, be dependent on the availability of spare capacity at numerous points elsewhere on the national network, and the relative value and priority of the various traffics competing to use it.

It is clear that, assuming East Midlands Gateway receives approval from the Secretary of State, significant further work will need to be done to identify potential traffic flows, establish how they might realistically be exploited, and examine what further enhancement of both the local and national rail network will be required to accommodate them in the longer-term.

6.3 East West Rail

The East West Rail (EWR) project is a proposal, originally promoted by a Consortium of Local Authorities and other organisations, to create a new orbital main line between Oxford and East Anglia. The EWR Consortium's primary objective was to create improved transport links in support of economic regeneration and growth, particularly around Milton Keynes, Bedford and Aylesbury Vale, but it was also recognised that, by providing a direct link between the principal radial main lines from London, the route had potential to create and exploit new passenger and freight markets.

The project was divided into three phases:

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“Western Section”

Upgrading the existing route between Oxford and Claydon (Bucks)
 Upgrading the existing route between Aylesbury and Claydon
 Reopening the disused route between Claydon and Bletchley
 Upgrading the existing route between Bletchley and Bedford

“Central Section”

Creating a new link between Bedford and Cambridge, by means of reopening closed railways, constructing entirely new lines, or a combination of both.

“Eastern Section”

Upgrading existing railways in East Anglia to provide additional capacity and improved capability between Cambridge and the East Coast.

The Western Section was adopted by the Department for Transport (DfT) as a committed scheme in the High Level Output Statement (HLOS) for Railway Control Period 5 (CP5) in 2014 – 2019.

The route between Oxford and Bicester also forms an integral part of the “Evergreen 3 Phase 2” project to provide a new service between London (Marylebone) and Oxford via High Wycombe. Delivery of this project by 2016 is a Chiltern Railways Franchise Commitment, and it was recognised that economies could be obtained by constructing the additional infrastructure required for later introduction of EWR services as part of the Chiltern project. The decision was therefore taken to undertake additional works, including double track throughout and enhanced signalling capacity, funded from the East West Rail budget, as part of the Chiltern project.

Western Section is, therefore, now being designed and constructed by Network Rail in two phases:

- Phase 1a Bicester to Oxford Parkway
- Phase 1b Oxford Parkway to Oxford
- Phase 2 Bicester and Aylesbury to Milton Keynes and Bedford

Phase 1a opened on 26 October 2015 with the introduction of a half-hourly service between London Marylebone and Oxford Parkway. Extension of this service to Oxford under Phase 1b is planned for Spring 2016, although continuing uncertainties connected with resignalling of the Oxford area mean that at the time of writing a firm date has not been set. The new Oxford – Milton Keynes, Oxford – Bedford and Aylesbury – Milton Keynes services will follow by the end of Control Period 5 in March 2019.

Because of the volume of work required to upgrade the line, and the issues still to be resolved regarding the final route of the Central section, it will not be possible to complete enhancement of the Bletchley – Bedford section (including electrification) until Control Period 6 in 2019 – 2024.

While some spare capacity is available between Bletchley and Bedford on the current infrastructure, the introduction of through services to and from the Midland Main Line before upgrading is completed in 2023-4 is unlikely because:

1. The current connection between the Midland Main Line and the East West route at Bedford is unsuitable for regular through services, having a very low speed restriction both at Bedford Midland station itself, and along the sharply-curved single line through Bedford St. Johns station, which severely restricts capacity and would import a high degree of performance risk to both East West and Midland Main Line services. Improvements to the

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connection are possible, but the future route of the Central section east of Bedford is at a very early stage of development, and a number of options are still being considered, some of which involve a completely new alignment, independent of the present route via Bedford St. Johns. While this offers opportunities to radically improve the connection between the Midland Main Line and East West Rail and eliminate the problems described above, clearly no commitments can be made until a final route for Central section is selected.

2. The Bedford – Bletchley route is currently very much a secondary line, with basic (although quite modern) signalling, a relatively low maximum line speed of 60mph and other restrictions such as a large number of level crossings. Although acceptable for an interim Oxford – Bedford service pending further enhancement, these restrictions would adversely affect long-distance cross-country services through extended journey times, even if spare capacity was available to accommodate them.

Opening of the Western section will provide a direct link between the Midland, West Coast and Great Western Main Lines, offering new opportunities for through journeys between the East Midlands and Oxford, the Thames Valley, the West Country and the South Coast, which are currently only available with a change of train en route.

The East West Rail Consortium, the DfT and Network Rail are collaborating to develop options for the Central and Eastern Sections, with a view to assessing works for potential inclusion as committed schemes in Control Period 6 and beyond.

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6.4 High Speed 2

Construction of HS2 is planned in two phases, the first from London to Crewe opening in 2027 (revised plans published late 2015 amended Phase 1 from Birmingham to Crewe). The Phase 2 works, due for completion in 2033, will deliver two separate routes north of Birmingham, one via Crewe to Manchester, the other to Leeds.



Source: HS2 Ltd

The eastern leg of HS2 to Leeds does not directly serve Leicestershire, but a “hub” station serving the East Midlands region is planned at Toton, on the site of the former marshalling yards, where HS2 will run parallel to the existing Erewash Valley line. The site is within 2Km of Junction 25 on the M1

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motorway, and, in addition to extensive car parking facilities, various forms of public transport links from the station to both Derby and Nottingham city centres have been proposed, including:

- Heavy Rail services running on existing and new formations between Nottingham and Derby stations.
- “Tram Train” type operations over existing and new railway formations, extended into Nottingham city centre via the tram (NET) network, and possibly to Derby via new street routes.
- Extension of the Nottingham tram system to Toton over new segregated and street routes.
- New technology – monorail or maglev for example.
- Guided busways.
- Conventional buses, perhaps operating on segregated rights of way.

A similar regional station serving Sheffield, Rotherham and Doncaster is planned at Meadowhall, which is already linked to centres of population via the Sheffield Supertram and heavy rail networks. However, a sizable body of opinion, including factions in Sheffield City Council, is pressing the case for the HS2 station to be located nearer Sheffield city centre in order to improve direct access to the shopping and business districts and widen the range of rail interchange options available.

Leeds station will be located within the city just south of Leeds City station, to which it would be connected by dedicated pedestrian walkways. The line will then be inked to the conventional network to allow HS2 services to be extended to York and North-East England.

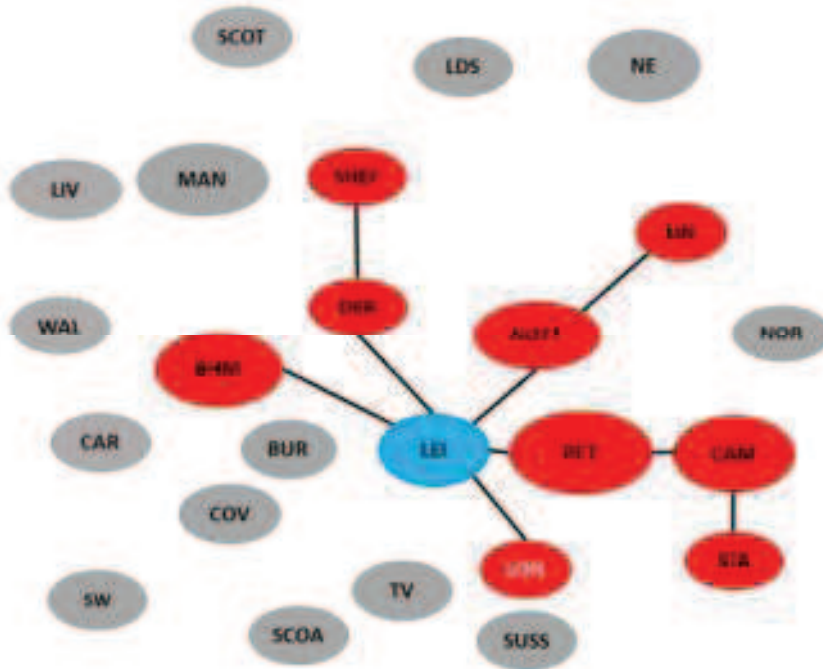
It has recently been suggested that a junction between the Erewash Valley and HS2 lines at Toton should be added to allow through running from Leicester or points further south via the High Speed network to Leeds and the North-East. While this does not feature in HS2’s current plans, the project is still at an early enough stage of development to allow it to be incorporated if a sufficiently robust case can be made for doing so.

7

GVA Study Results

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The current pattern of connectivity based on direct train services from Leicester is illustrated below.



Key:

SCOT	Scotland	NEW	Newcastle
LDS	Leeds	SHEF	Sheffield
LIV	Liverpool	MAN	Manchester
NOTT	Nottingham	LEI	Leicester
WAL	Walsall	BHM	Birmingham
KETT	Kettering	COR	Corby
PET	Peterborough	NOR	Norwich
NORT	Northampton	WEL	Wellingborough
SW	South West	TV	Thames Valley
LON	London	CAM	Cambridge
STA	Stansted	SCOA	South Coast
SUSS	Sussex	NE	North East

While the city and the county as a whole derives considerable value from the frequent services to London, Nottingham, Derby and South Yorkshire, Leicester has relatively poor connectivity compared to cities of equivalent size and importance, and direct links to other major centres can be expected to provide additional economic benefits.

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Services to some destinations, such as Leeds, North-East England and Scotland, could, subject to spare capacity and rolling stock being available, be provided over the existing rail network. Other links would require upgrading of the network to provide the necessary capacity and capability. In this context, the construction of the new East West Rail route between Bedford and Oxford via Bletchley and Banbury, due to open in stages during Control Periods 5 and 6, will provide a direct route from the East Midlands to the Thames Valley, South Coast and South West England, avoiding the need to change trains en-route and offering more competitive journey times. Similar benefits might also be derived from upgrading the Oxford – Leamington – Coventry route, including works at Nuneaton to segregate east-west traffic from the West Coast Main Line, which is currently being considered for implementation in Control Period 6.

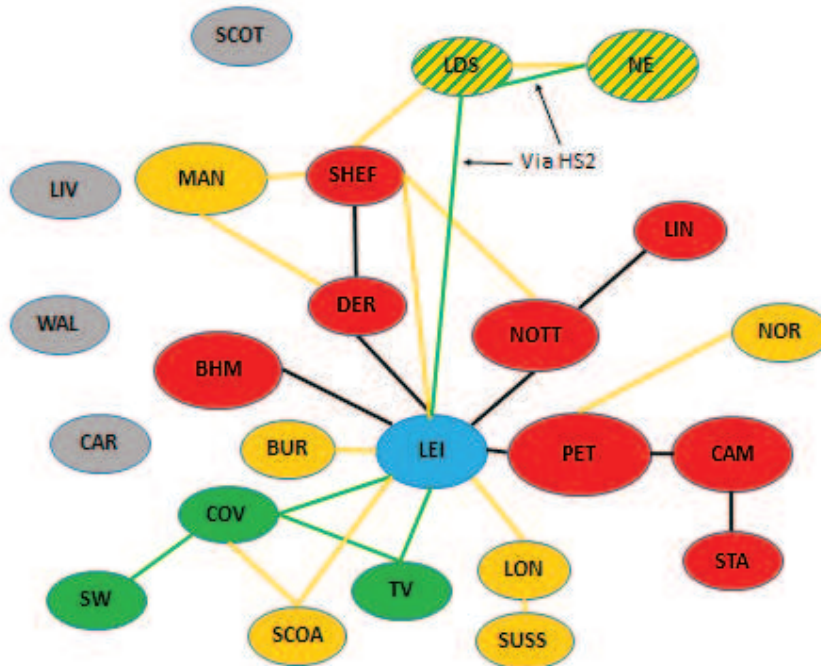
The opening of the second phase of High Speed 2 northwards from Birmingham to Leeds, planned in 2033, also offers potential for improving connectivity to and from Leicester in the long-term. The project includes an East Midlands station at Toton, with dedicated fixed links to Derby and Nottingham, but the location also offers the opportunity for a direct rail connection to Leicester via an interchange station located on the adjacent Erewash Valley Main Line. A junction between the conventional and High Speed networks at this point has also been suggested to enable through services from the Midland Main Line to run to Sheffield, Leeds and the North East via HS2 with significantly reduced journey times. However, this link does not currently feature in HS2's plans.

The study has identified eleven potential destinations for additional direct services from Leicester:

Destination	GVA
Sheffield, Leeds and North East England (direct services via HS2)	40.9
Swindon and Bristol (via East West Rail)	19.5
Sheffield, Leeds and North East England (via HS2 with change of train at Toton)	17.4
Thames Valley (via Coventry / Leamington)	14.9
Thames Valley (via East West Rail)	13.4
Manchester	9.1
Enhanced service to London	6.9
Leeds and North East England (via conventional network)	6.4
Sussex Coast and/or Sevenoaks via Thameslink	4.0
Norwich	1.5
Burton-upon-Trent	0.34

The options offering potential GVA benefits of over £10million per annum are shown in green on the diagram below. The remainder, returning a potential GVA of under £10million per annum, are shown in yellow.

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Key:

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NORT	Northampton	WELL	Wellingborough
SW	South West	TV	Thames Valley
LON	London	CAM	Cambridge
STA	Stansted	SCOA	South Coast
SUSS	Sussex	NE	North East

These conclusions are consistent with similar analysis undertaken in connection with Strategic Economic Plans in Warwickshire, Coventry and Northamptonshire, with the regional investigations conducted by “Midlands Connect” and with the studies being undertaken by Network Rail’s Long-Term Planning Process. In particular, there is a high degree of correlation between the various studies in relation to:

- East Midlands to the Thames Valley
- Leicester to Coventry (The “M69 corridor”)
- South and East Midlands and areas included in the “Northern Powerhouse” area

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Key:

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SW	South West	TV	Thames Valley
LON	London	CAM	Cambridge
STA	Stansted	SCOA	South Coast
SUSS	Sussex	NE	North East

8

LEICESTER TO LONDON

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A key priority is to maximise the benefits from the Midland Main Line, and in particular electrification. Although line speed improvements did not yield the highest Gross Value Added in the study undertaken, this is because the Leicester - London service is already frequent. However, the evident importance of direct links to London led to a need to identify the opportunities for improving the Leicester – London service and secondly, to examine the potential effects of HS2 on the service.

8.1 Enhanced Conventional Services

GVA £6.9m p.a.

The use of the so-called “sixth path” on the Midland Main Line south of Leicester to provide an additional service to London is an option offering obvious benefits, particularly to Leicester where five trains per hour would be available. The principal competing proposal for the use of the spare path is a second train per hour to Corby, which of course would not serve Leicester unless extended via Oakham and Melton Mowbray, which itself would not offer competitive through journey times and would be of limited direct benefit to the city.

There do not appear to be any insurmountable difficulties associated with introduction of a new London – Leicester service, although, as noted above, there are significant issues associated with platform capacity at St. Pancras, particularly if the additional service is one that would require the use of long trains of more than 5 vehicles.

The additional London service would be compatible with the proposals for new services to Manchester, Leeds and Burton-upon-Trent, to which the trains could be extended. However, current plans to electrify the Midland Main Line only as far as Sheffield (and the lack of firm plans to electrify the Hope Valley and Leicester – Burton lines) would mean incurring significant expense for further electrification, or the use of diesel or bi-modal (electro-diesel) rolling stock, which might cause operational and logistical difficulties for the train operators.

If only one additional path is in fact available between Leicester and London, then the additional London train would not be compatible with routing Bristol or Thames Valley services via Bedford and East West Rail, and an informed decision about the best use of the spare capacity available would have to be made.

Other enhancements, as listed in Section 4.3 above, which also contribute towards maximising the benefits to be derived from enhanced services to London are planned during CP5 and beyond.

8.2 The effects of HS2 on Leicester – London services

Concern has been expressed in Leicester, as in other locations at similar distances from London which will not be directly connected to the High Speed network, that the quality of conventional services will be diluted by the transfer of much of the long-distance market to HS2. It is feared that the market on the conventional network will become more outer-suburban in nature, resulting in more intermediate stops and longer journey times to and from the capital. It has been estimated that each additional call made between Leicester and St. Pancras would adversely affect Leicester’s economy by some £4m GVA, or about £1m per minute.

While experience in France, where the so-called “classic” network has in some areas seen a decline following the expansion of the Lignes à Grande Vitesse, is sometimes cited as evidence of the

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adverse effect of High Speed networks, it is difficult to accurately predict how HS2 will impact on the existing rail system in Britain. Development of the northern section of HS2 is still at a very early stage and many uncertainties regarding the exact route and station locations, let alone details of the timetable, will remain for some time to come. However, the plans and assumptions by government and HS2 Ltd. that underlie the High Speed proposals do enable some conclusions to be surmised.

The Department for Transport has a stated objective that “all places (not directly served by HS2) which currently have direct London services will retain a broadly comparable service” after the opening of the high speed network. While “broadly comparable” is not expressly defined, the intention is clearly that there should be no material diminution in the quality of services to and from London in terms of frequency and journey time. Indeed, Coventry, which has expressed concerns about the impact of High Speed services from Birmingham on the appeal of the city to potential investors, has already obtained an undertaking to this effect from the Secretary of State, and there is no reason that Leicester should not seek similar assurances.

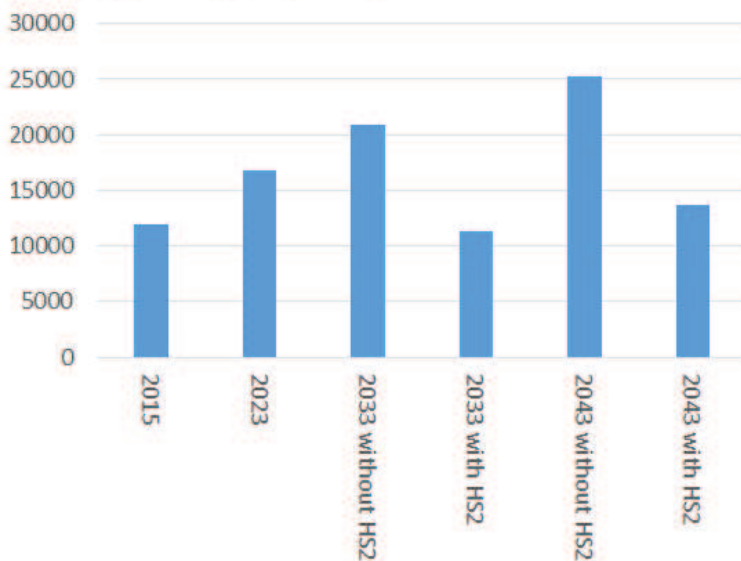
Current industry planning assumes that the growth in demand for rail passenger services seen over the last 15-20 years will continue; indeed this assumption underpins the case for building HS2, which is predicated mainly on the need to provide additional national rail capacity to accommodate growth, rather than the sole objective of securing shorter journey times.

Demand for services on the conventional network is, therefore, expected continue to grow over the next 20 years. When HS2 is completed in 2033, passengers from Nottingham, Derby and north thereof are expected to transfer to the new services, freeing capacity from Leicester and south thereof to accommodate further expansion in demand, as shown below.

Passengers Leaving Leicester on London Services

Source: SLC using HS2/NR forecasts

Average passengers per day



Assumptions:

Growth to 2023: 40%

Growth to 2043: 108%

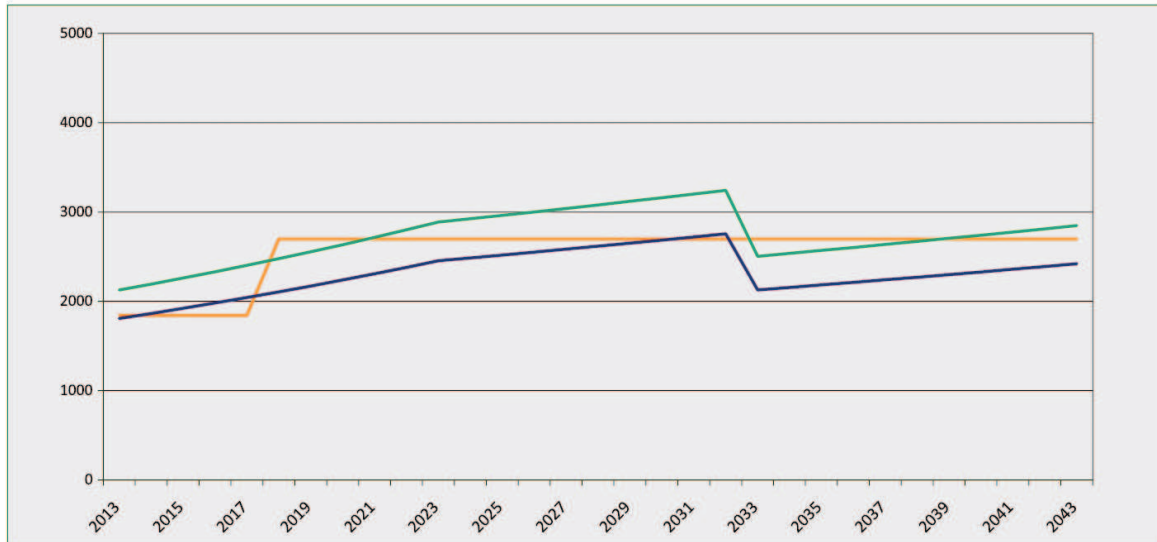
Extrapolated growth to 2033: 74% (NR forecasts assume straight line growth)

Abstraction to HS2: 46%

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Peak Hour (08.00 to 09.00) Passengers on MML Trains Arriving at St Pancras

Source: Network Rail



The projections indicate that the Midland Main Line will be running at or near capacity even after the introduction of the “sixth train” in 2019 until the opening of HS2 in 2033, when some spare capacity will be freed up to accommodate further growth over the following 10 years. However, the nature of the demand from Leicester, for fast, frequent services reaching London in 60 minutes or less, will not change – the advantage brought by HS2 is that trains arriving from further north will have more space to accommodate Leicester passengers.

Non-stop services from Leicester are still likely to be required in order to meet the demand for sub-60 minute journey times, as well as additional services calling at locations further south. The forecast service requirement in 2043 (see diagram below) shows 6 long distance trains per hour between London St. Pancras and Leicester (extended to Nottingham, Derby and Manchester), plus the extension of Thameslink services, providing direct, albeit slower, services to central London and onwards to Sussex and the south coast.

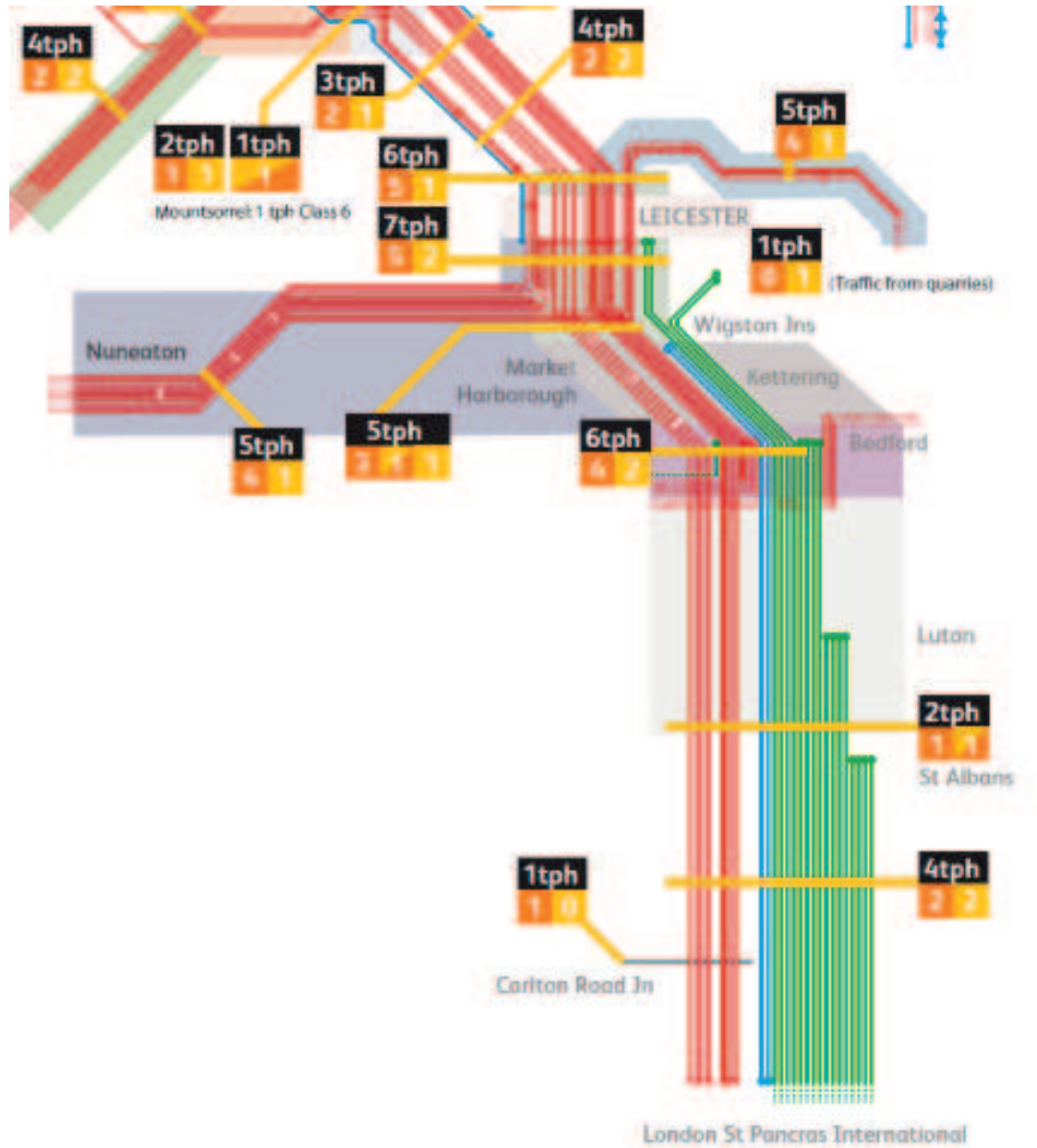
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Estimated Train Service Requirement for 2043 with HS2

Source: Network Rail

Main line services shown in red

Thameslink services shown in green



9

TRAIN SERVICE OPTIONS

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9.1 To Leeds and North East England via HS2

Via interchange at Toton

GVA £17.4m p.a.

Although Leicestershire is not served directly by the proposed HS2 route, the proximity of the Toton Interchange offers opportunities to take advantage of the benefits the high speed line will bring.

Journeys between Leicester and Leeds, York and North East England currently involve a change of train to Cross-Country or local services, at either Derby or Sheffield. Passengers using High Speed services from Toton northwards would save time, although HS2 would only be used for part of the journey, and a change of train would, of course, still be required. Nevertheless, analysis indicates that an estimated GVA of £17.4m p.a. would result.

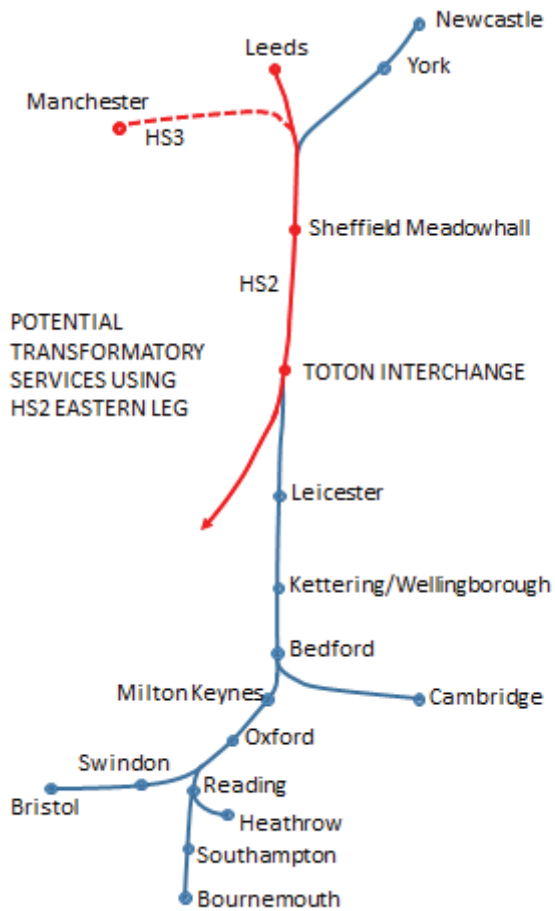
No regular passenger services from Leicester are currently routed via the proposed interchange station site on the Erewash Valley line, but the base position being examined by Network Rail and HS2 is for a twice hourly shuttle between Leicester, Loughborough and Toton. In addition, however, services to the Toton might be provided by diversion of one or more of the three hourly Leicester – Nottingham services. This would require new infrastructure at Toton to allow through running from the south to the east via the new station. However, such infrastructure will also be needed to provide a rail-based fixed link between Toton and Nottingham. One of the half-hourly London – Sheffield trains might also be diverted via the Erewash Valley, with the half-hourly frequency between Leicester and Derby being maintained by means of a new service, perhaps running to Manchester.

Direct services

GVA £40.9m p.a.

Construction of a physical link between the Erewash Valley and HS2 lines at Toton would allow through running from Leicester and points further south via the High Speed network to Leeds and the North-East. As there would be no point in extending trains from London, because they would clearly offer no advantage over through HS2 services from Euston, these would be new services, most likely originating from the Thames Valley, South Coast or West Country and running via the new East West Rail link to Bedford in order to maximise the potential benefits to other locations on the Midland Main Line. Potential service patterns are shown below, with estimated journey time savings compared to existing arrangements.

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Journey	Rail Now*	Car now (AA)	Direct train HS2
Leicester to Leeds	2h 04m	1h 52m	1h 06m
Leicester to Newcastle	3h 27m	3h 22m	2h 20m
Southampton to Leeds	4h 47m	4h 22m	3h 52m
Kettering to Newcastle	4h 02m	3h 52m	2h 45m
Oxford to York	3h 26m	3h 34m	2h 32m
Cambridge to Sheffield	2h 55m	2h 42m	1h 50m

Although the High Speed network would again be used for only a proportion of the journey, the estimated time savings, together with the elimination of the need to change trains, would make rail a more attractive option than it is at present for journeys to Leeds and north thereof.

The GVA analysis identifies this option as having by far the highest added value, at £40.9m per annum, of all the potential enhancements tested. However, this must be set against the costs involved, including the cost of the junction itself and the need for additional high-speed rolling stock, which would be operating at conventional speeds for much of its working day.

Such a junction does not currently feature in HS2's plans for the network, and initial analysis indicates that the cost would be in the order of £20million. Based on the current notional timetables being used for planning and development purposes, it is estimated that there would be capacity on HS2 north of Toton for an additional four trains per hour in each direction. However, it should be borne in mind that there will be competition for the use of this spare capacity by potential new

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services from other locations directly or indirectly linked by HS2. Further discussions with organisations such as “Transport for the North”, who are known to be actively looking at options for how spare HS2 capacity might be exploited, would be beneficial in formulating a coherent case for prioritising the opportunities arising from more integration between the High Speed and conventional networks.

It is estimated that approximately 800 passengers per day from Leicester and Loughborough might use through services to the North-East via HS2, but this would be nowhere near sufficient to underwrite the costs involved, and the wider benefits gained from other locations along the lines of route (the so-called “String of Pearls” effect) would need to be investigated and established in order to make a sound case for investment to the Government and HS2 Ltd. Studies would need to include an understanding of the pattern of services required to exploit the potential market, how that pattern fits with both the proposed HS2 and Midland Main Line timetables, the availability of the necessary capacity on the wider conventional and high speed networks, and any technical issues that may arise relating to the design and operation of the rolling stock.

9.2 To Swindon and Bristol

GVA £19.5m p.a.

Services to Swindon and Bristol (and possibly onwards to the West Country) would be routed via the Midland Main Line, East West Rail Western section and the Great Western Main Line, potentially serving:

- Bedford
- Bletchley
- Bicester
- Oxford
- Didcot
- Swindon
- Bath
- Bristol

Clearly, completion of the East West Rail (EWR) “Western Section” throughout between Oxford and Bedford, currently planned for the end of CP6 in 2024, is a prerequisite for introduction of these services.

Capacity issues would also affect the Midland Main Line between Kettering and Bedford, where informed opinion states that only one additional main-line path is available (although accurately determining railway capacity, dependent as it is on a number of variable parameters including track layout, signalling design, line speeds, rolling stock performance, stopping patterns etc. is notoriously difficult). However many spare paths are actually available, there will, as discussed elsewhere, be competing views on the best use to which they can be put.

There are also separate issues regarding capacity at Oxford (which would, at least to some extent, be addressed in the large-scale redevelopment at Oxford station proposed in Control Period 6 and beyond, and on the Great Western Main Line both between Oxford and Didcot and west thereof towards Swindon. A stop at Didcot could be achieved with the current station layout at the expense of a time-consuming reversal, or new platforms would be required on the west curve connecting the Oxford route with the Main Line towards the west.

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Electrification throughout between the East Midlands and Bristol would be desirable, though not necessarily essential, and in fact current plans would deliver the works required, though not necessarily to a common timescale.

9.3 To the Thames Valley

GVA (via Coventry and Leamington) £14.7m p.a.

GVA (via East West Rail) £13.4m p.a.

Direct services to Reading could be routed via Coventry or East West Rail, potentially serving:

1. Via Coventry:
 - Nuneaton
 - Coventry
 - Leamington Spa
 - Banbury
 - Oxford
 - Didcot
 - Reading
2. Via East West Rail:
 - Bedford
 - Bletchley
 - Bicester
 - Oxford
 - Didcot
 - Reading

Capacity between Leicester and Nuneaton is probably sufficient to accommodate an hourly interval service, but crossing the West Coast Main Line at Nuneaton would be a major problem, and would probably require construction of a segregated route directly connecting the Leicester and Coventry lines via an underpass, which would preclude a stop at Nuneaton. In any case, if Nuneaton was to be served, reversal in the station would be necessary.

Similar issues arise at Coventry, where very limited capacity is available on the Birmingham Main Line to allow trains to cross between the Nuneaton and Leamington routes on the level. It is unlikely that space could be found to provide a grade-separated connection between these routes without major engineering works involving significant amounts of land take.

As it is unlikely that either the DfT or the Cross Country operator would contemplate diverting South Coast – Manchester services back on to the Warwick route to Birmingham to release capacity, further double-tracking of the Coventry – Leamington route would be required in addition to the works now being undertaken to facilitate an increase in cross-country train paths.

Informed opinion holds that the “Cherwell Valley” route between Leamington and Didcot is currently operating at or near full capacity, largely due to its use as a major freight artery between the South Coast and West Midlands. Opening of the East West Rail Western Section will provide an alternative route for freight which might release capacity on the Cherwell Valley, but again, there will be competing demands for the spare paths.

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Routing the Thames Valley services via East West Rail results in a slightly lower GVA, and is subject to the same comments and provisos as detailed above in section 9.2, except that a call at Didcot could be accommodated on the existing infrastructure. However, it can reasonably be expected that some capacity would be available on the four-track section east of Didcot, particularly following completion of the recent major works in and around Reading.

Although Reading is a significant revenue-generating destination in its own right, completion of the “Western Link” into Heathrow Airport from the Great Western Main Line at Langley, currently planned in 2021, would offer the possibility of extending services directly into the airport. However, it is not yet clear whether the new route, which was originally conceived as a purely local link accommodating services to and from Reading only, will be suitable to accommodate long-distance trains. If, in fact, the specification for the works do permit such use, there would clearly be fierce competition for the best use of the link, with many different UK regions having expressed interest in direct services.

9.4 To Manchester

GVA £9.1m p.a.

Although Nottingham enjoys regular services to Manchester via Chesterfield and Sheffield, the remainder of the East Midlands including Leicester and Derby lost their direct links with the virtual withdrawal of services between London St. Pancras and Manchester following completion of the West Coast electrification from Euston in 1966-7. The direct main line between Matlock and Chinley via Bakewell closed in 1968, leaving the (very) few remaining through services running via the longer Hope Valley route until they were finally withdrawn in the early 1980s.

Given the size of the populations at both ends of this route, the economic importance of both Leicester and Manchester, and the relatively poor quality of road links compared to, say, the M1 corridor, it can be reasonably expected that there is a suppressed rail market that could be unlocked by the introduction of direct services.

Trains could be routed directly via the south junction at Dore and the Hope Valley route, which was used during the temporary “Project Rio” services operated during the West Coast Route modernisation project. Alternatively, they could reverse at Sheffield, at the cost of a time penalty, but providing access to a larger market. The service could serve:

- Loughborough
- East Midlands Parkway
- Derby
- Sheffield (with reversal and time penalty)
- Stockport
- Manchester Piccadilly

Capacity on the Hope Valley is at a premium following frequency improvements in recent years, and the continuing heavy freight traffic from the quarries at Buxton and the cement works at Hope. However, capacity improvements are planned under the “Northern Hub” project in Control Period 5, which should ease the situation. Options for providing the service include a new dedicated Leicester – Manchester service, or use of the sixth path on the Midland Main Line to provide through trains from London.

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A more radical solution, to secure faster and more competitive journey times, would be reopening of the closed former main line from Matlock through Bakewell to Chinley, where the present main line from Sheffield to Stockport would be joined. Reopening has been considered a number of times since the route was closed in 1968, and at one time it was included in Derbyshire’s long-term transport plan. However, while previous studies indicate that reopening is technically feasible, the work would be very expensive and would be likely to attract opposition given the line’s position in the heart of the national park, and the use of large parts as a cycle and foot path in which substantial sums have already been invested. It is not considered that this is a realistic option, particularly if based solely on the benefits of an East Midlands – Manchester passenger service. However, in the long-term, it is, perhaps, possible a case might be made on the basis of the line’s contribution to a much wider national strategy for improving passenger and freight connectivity and capacity.

9.5 To Leeds and North East England via conventional network

GVA £6.4m p.a.

The potential for through services to Leeds and the North East has been discussed previously in connection with the use of HS2, and much the same conclusions apply to services routed via the existing conventional network. However, due to the extended journey times, the GVA is substantially reduced compared with routing via the high-speed line.

Extension of one of the existing hourly London – Sheffield services to Leeds is an obvious solution, albeit at the cost of additional train sets. Alternatively, subject to the comments above regarding extension of electrification, the additional London service or one of the new Bristol / Thames Valley trains might be extended to Leeds or through to the North East.

The value of these services would clearly be affected once journeys via the high-speed network became available following the opening of HS2 in 2033. Any prior introduction of through services to the North East would need to take into account the risk that they could have a limited life of perhaps 10-15 years, although demand could be built up during this period, forming a proven customer base upon which to build further growth once HS2 was open.

9.6 To the Sussex Coast and/or Sevenoaks via Thameslink

GVA £4.0m p.a.

Another potential use for any additional spare capacity on the Midland Main Line could be extension of Thameslink services to Leicester to provide through cross-London links to Gatwick Airport and Brighton, or to Sevenoaks. This would also give Leicester a fifth train to London per hour, with some potential advantages to passengers travelling to the City (Farringdon, Blackfriars or London Bridge) who would be saved a change onto London Underground or Thameslink on arrival.

The main objections to this proposal centre on the extended journey time compared to an “Inter City” type operation, and the use of suburban rolling stock which is often perceived as inferior to the existing or next-generation long-distance trains. It is very unlikely that the future Thameslink operator would contemplate the use of dedicated low-density stock specifically for services north of Bedford to Leicester and Corby, particularly in view of the intense utilisation of the Thameslink fleet that is required to make the operation viable.

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However, Network Rail's projected train service pattern for 2043 (see Section 8.2 above) does include provision for one Thameslink service per hour to Leicester and one per hour to Corby. While journey times from Leicester and Market Harborough are unlikely to be competitive compared to the fast services to St. Pancras, some passengers travelling to destinations in Sussex and Kent might be attracted by the avoidance of the need to cross between London termini.

9.7 To Norwich

GVA £1.5m p.a.

An additional service from Birmingham to Norwich via Leicester and Peterborough would be relatively straightforward to implement, albeit at the expense of additional rolling stock. Assuming that the existing hourly Birmingham – Leicester local service serving Hinkley, Narborough and South Wigston remained, the extra train would provide a third Birmingham – Leicester service per hour as well as increasing frequency at Melton Mowbray and Oakham to half-hourly.

Extension of the local Birmingham – Leicester service to Norwich (or diversion of the existing Stansted Airport service and extension of the local train to Stansted in substitution) would reduce the need for additional stock, but would result in one or other of these long-distance services having additional stops and longer journey times compared to the existing fast service. Whichever way it might be provided, capacity between Leicester, Nuneaton and Birmingham would not seem to be an issue, although platforms at Birmingham New Street are already at something of a premium.

9.8 To Burton-upon-Trent

GVA £0.34m p.a.

Passenger services between Leicester and Burton-on-Trent were withdrawn on 7 September 1964, since when the line has been maintained and operated as a freight route. Closure of the collieries along the line, and the subsequent decommissioning of Drakelow Power Station in March 2003, resulted in the cessation of coal traffic, leaving only the flow of aggregates from Bardon Hill and Stud Farm Quarries. As most of this traffic passes via Knighton and the Midland Main Line, the section between Bardon Hill and Burton-on-Trent is now relatively lightly used.

The route has long been subject to significant problems associated with subsidence, which has resulted in the imposition of numerous Temporary Speed Restrictions (TSRs) and the need for frequent remedial work to the track. Some years ago, in order to enable a less onerous maintenance regime to be implemented, the maximum permissible speed was reduced to 45mph, but about 4¾ miles is currently permanently restricted to no more than 20mph. In addition, the "Up" (or eastbound) line is restricted to 25mph over about 2 miles between Castle Gresley and Hicks Lodge, while the adjacent "Down" (Westbound) line remains at 45mph, due to embankment subsidence on one side of the formation.

These low speeds would be inappropriate for a passenger service as they would result in long and therefore uncompetitive journey times. While the geometry of the track remains suitable for higher speeds up to 60mph, and probably more on certain sections, significant remedial work would be required to counteract the effects of existing subsidence and ensure the long-term stability of the underlying formation before maximum speeds could be safely raised. If such works were not carried

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out, significant risks of temporary speed restrictions would remain, resulting in unreliable services which would not be attractive to passengers.

Although the current maintenance regime is appropriate to the heavy, but low-speed, traffic now carried, it is also likely that significant track renewal would be required, as it has not been maintained to the full standards suitable for higher speeds for many years.

Signalling on the route consists of traditional mechanical equipment controlled from three manual signalboxes at Bardon Hill, Mantle Lane and Moira West. Although perfectly suitable for passenger operation, the long block sections between the signalboxes restrict capacity, and additional signalling would be required to reliably accommodate a frequent, regular-interval passenger service in addition to the current freight flows. As noted in section 6.2 above, opening of the planned East Midlands Gateway freight terminal might result in increased use of the Leicester – Burton route for intermodal trains, which would also require additional capacity. To ensure long-term viability, comprehensive resignalling controlled from the East Midlands Signalling Centre would need to be seriously considered.

Eleven level crossings have been identified (previous experience elsewhere indicates that there are probably also other rights of way which have fallen into disuse or otherwise been overlooked), all of which will require risk assessment to determine the safety implications of increased line speeds. Depending on the outcome of these investigations, remedial work to eliminate the crossings or upgrade them to higher safety standards would almost certainly be required. Under current rules, all infrastructure, including earthworks and structures, will need to be assessed to ensure compatibility with standards for higher speed, which may also result in the need for additional remedial work, for example, increasing clearances through overbridges.

The removal of the east-to-north connection at Knighton Junction many years ago severed the direct link to and from Leicester station. The former alignment has been sold and extensively redeveloped, meaning reinstatement would be very expensive. New legal powers would also be required through the Transport & Works Act or Development Consent Order process. The alternative of reversing trains at Knighton South would not only further extend journey times, but would require additional infrastructure, with new legal powers if construction was required outside the current Limits of Deviation.

In summary, the reinstatement of passenger services between Leicester and Burton is technically feasible, but, in view of the current status and condition of the route, further investigative work will be required, including

- Detailed ground condition surveys to determine the extent of remedial works likely to be needed to stabilise the formation
- Other surveys to establish the suitability of the infrastructure to reliably accommodate the more intensive service levels
- A better definition of the market to be served and a clear understanding of the type of service required to exploit it (e.g. how many stations at what locations, minimum journey times required, origin and destination etc.)

Further investigation work is underway separate from this report.

10

“MAKING IT HAPPEN”

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10.1 Next Steps

The investment that will be required to improve and expand the network in order to facilitate the introduction of new services is of benefit not just to Leicestershire, but also to the country as a whole. Evidence-based lobbying of Central Government with the objective of restarting paused projects such as Midland Main Line electrification, and to make the case for including projects currently being considered in the settlements for CP6 and beyond, will be essential if the necessary enhancements are to be delivered. It is important to ensure that there is compatibility and commonality of purpose between the various Authorities and their Strategic Plans, so that a clear and compelling case is made to Central Government supporting the proposals and demonstrating the strategic benefits to be derived from them.

Steps to be taken to start the process include:

- Workshops with Northamptonshire, Warwickshire, Coventry and (potentially) other Authorities to establish common objectives and formulate a consistent and coherent approach for influencing Government and Network Rail decisions.
- Discussions with Network Rail and the Department for Transport regarding the conclusions from the various Strategic Plans, the priorities identified by the Authorities and the practicalities involved in developing and implementing the necessary enhancements required to deliver them.
- Discussions with Network rail and HS2 Ltd. regarding the relationship of the Strategic Plan objectives with HS2, and the opportunities for HS2 to provide at least some of the solutions to deliver them.

10.2 Opportunities to influence

There are a number of key milestones over the next twelve months which offer opportunities to influence Government and Network Rail decisions:

Priority	Timetable
West Midlands Route Study	Dec 2015 draft
HS2 Study on Toton Connectivity	Dec 2015
Post-HS2 Timetable Work ("Capacity Plus")	Jan 2016 draft
West Midlands ITT issued	Jul 2016
West Coast ITT issued	Nov 2016
East Midlands ITT issued	Dec 2016
Initial Industry Plan	Sep 2016
Cross Country ITT issued	Sep 2018

Appendix 1. Summary of Train Service Options

Destination	Estimated GVA (£m p.a)	Output	Improvements Required	Current Status
Sheffield, Leeds and North East England	40.9	Direct services via HS2	Junction between conventional network and HS2 at Toton. Rolling stock compatible with both conventional and High Speed networks.	Junction between networks not currently being considered by HS2 or Network Rail, but would seem to be physically possible. Rolling stock will be compatible with both networks as HS2 services to Newcastle are planned.
Swindon and Bristol	19.5	Hourly service via East West Rail (Bedford – Oxford)	Additional capacity at Leicester station. Additional capacity on MML between Kettering and Bedford. Completion of East West Rail (EWR) “Western Section” between Oxford and Bedford, including improved connections between EWR and MML. Additional capacity at Oxford. Electrification of MML, EWR and Great Western Main Line (GWML).	Additional capacity at Leicester proposed for CP6. Capacity and capability improvements and electrification on MML included in Network Rail’s plans for Control Period 5 (2014-19) or identified as potential candidate schemes for Control Period 6 (2019-24), but are currently “on hold” pending review. Oxford – Bletchley reopening and electrification currently in development phase for opening in 2019. Bletchley – Bedford upgrading and electrification proposed for CP6, but at relatively early stage. No firm proposals regarding improved connections at Bedford yet developed.

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Destination	Estimated GVA (£m p.a.)	Output	Improvements Required	Current Status
Sheffield, Leeds and North East England	17.4	Conventional rail link to interchange station at Toton, thence via HS2 services.	Construction of interchange station at Toton. Additional or diverted train services to provide link between Leicester and Toton.	Interchange facilities at Toton planned as part of fixed links to Derby and Nottingham, but not clear whether this includes suitable facilities to enable interchange with trains on Erewash Valley line.
Thames Valley	14.7	Hourly service via Coventry - Leamington	Additional capacity at Leicester. Grade-separation of routes at Nuneaton to avoid conflict with West Coast Main Line. Additional capacity at Coventry, particularly new platform if services are terminating. Additional capacity at Oxford. Electrification Leicester to Oxford via Leicester and Great Western Main Line (GWML).	Additional capacity at Leicester proposed for CP6. Capacity improvements and electrification on GWML have been included in Network Rail's plans for Control Period 5 (2014-19), but are currently "on hold" pending review. Oxford – Coventry electrification proposed as part of "Electric Spine" project for implementation in CP5 or CP6, but priority against other phases of this project unclear. Remodelling of Oxford station proposed for CP6.

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Destination	Estimated GVA (£m p.a.)	Output	Improvements Required	Current Status
Thames Valley	13.4	Hourly service via East West Rail (Bedford – Oxford)	<p>Additional capacity at Leicester station.</p> <p>Additional capacity on MML between Kettering and Bedford.</p> <p>Completion of East West Rail (EWR) “Western Section” between Oxford and Bedford, including improved connections between EWR and MML.</p> <p>Additional capacity at Oxford.</p> <p>Electrification of MML, EWR and Great Western Main Line (GWML).</p>	<p>Additional capacity at Leicester proposed for CP6.</p> <p>Capacity and capability improvements and electrification on MML included in Network Rail’s plans for Control Period 5 (2014-19) or identified as potential candidate schemes for Control Period 6 (2019-24), but are currently “on hold” pending review.</p> <p>Oxford – Bletchley reopening and electrification currently in development phase for opening in 2019.</p> <p>Bletchley – Bedford upgrading and electrification proposed for CP6, but at relatively early stage. No firm proposals regarding improved connections at Bedford yet developed.</p>
Manchester	9.1	At least hourly, either new local service, new London service or by extension of existing London – Sheffield service). May be routed direct via Dore South curve, via Sheffield, or via reopening of Matlock – Chinley line.	<p>Additional capacity at Leicester.</p> <p>Remodelling and resignalling at Derby to provide additional capacity.</p> <p>Electrification of MML.</p> <p>Resignalling and improvements on Hope Valley line (Dore to Chinley) or reopening of Matlock – Chinley route to provide additional capacity.</p> <p>Electrification of route to Chinley and Chinley to Hazel Grove, unless bi-modal (electro-diesel) traction provided, or service is diesel-operated as local Leicester – Manchester.</p>	<p>Additional capacity at Leicester proposed for CP6. MML electrification to Sheffield is in Network Rail’s CP5 plans, but currently “on hold” pending review.</p> <p>Derby resignalling is in CP5 plan, and further remodelling proposed for CP6.</p> <p>Capacity improvements (but not full resignalling) on Hope Valley route included in “Northern Hub” project in CP5.</p> <p>Electrification of Hope Valley being examined in Network Rail South Yorkshire Route Study.</p> <p>Reopening Matlock – Chinley not currently proposed. Previous studies indicate would not be straightforward project.</p>

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Destination	Estimated GVA (£m p.a.)	Output	Improvements Required	Current Status
London	6.9	Sub-60 minute journey time. At least one additional train per hour.	Increased maximum line speed south of Leicester. Electrification of MML.	Capacity and capability improvements and electrification on MML included in Network Rail's plans for Control Period 5 (2014-19) or identified as potential candidate schemes for Control Period 6 (2019-24), but are currently "on hold" pending review.
Leeds and North East England	6.4	At least hourly, either new local service, new London service or by extension of existing London – Sheffield service). May be routed via Derby, Nottingham or Toton.	Additional capacity at Leicester. Remodelling and resignalling at Derby to provide additional capacity. Electrification of Erewash Valley route if service routed via Nottingham or Toton Extension of MML electrification north of Sheffield to East Coast Main Line, unless bi-modal (electro-diesel) traction provided, or service is diesel-operated as local Leicester – Leeds - Newcastle.	Additional capacity at Leicester proposed for CP6. MML electrification to Sheffield is in Network Rail's CP5 plans, but currently "on hold" pending review. Derby resignalling is in CP5 plan, and further remodelling proposed for CP6. Electrification from Sheffield to East Coast Main Line via both Doncaster and Leeds being considered, but no firm proposals at present regarding implementation dates.
Sussex via Thameslink	4.0	Extension of some Thameslink services to Leicester to provide cross-London through trains to Gatwick Airport, Brighton and/or Sevenoaks.	Electrification of MML. Additional rolling stock, to long-distance standards & specification (potential use of existing Thameslink commuter-type stock is considered undesirable in view of distances involved).	Capacity and capability improvements and electrification on MML included in Network Rail's plans for Control Period 5 (2014-19) or identified as potential candidate schemes for Control Period 6 (2019-24), but are currently "on hold" pending review. New Thameslink stock on order, but is of high-density layout and may be unsuitable for Leicester services.

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Destination	Estimated GVA (£m p.a.)	Output	Improvements Required	Current Status
Norwich	1.5	Additional hourly service, giving improved half-hourly frequency to Melton Mowbray, Oakham and Peterborough.	Additional capacity at Leicester.	Additional capacity at Leicester proposed for CP6.
Burton-upon-Trent	0.34	Hourly or half-hourly Leicester – Burton service, either new local service or new London service.	Rebuilding Leicester – Burton freight line to full passenger standards. Potential works include resignalling, increased maximum line speed, re-doubling parts of existing single line and new stations at least at larger centres of population. Reinstatement of north curve at Knighton Junction likely to be required if journey times are to be competitive. Extensive earthworks likely to be required in view of known sub-structure problems on the route.	No detailed investigative work currently in progress or planned. GVA value identified appears unlikely to support major investment required.

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**CABINET – 1ST MARCH 2016****LOUGHBOROUGH TOWN CENTRE PEDESTRIANISATION TRIAL –
PUBLIC INQUIRY AND THE WAY FORWARD****REPORT OF THE DIRECTOR OF ENVIRONMENT AND TRANSPORT****PART A****Purpose of Report**

1. The purpose of this report is to update the Cabinet that the Public Inquiry into Experimental Traffic Regulation Orders facilitating the Loughborough Town Centre Pedestrianisation Trial, which was held at County Hall on 12th and 13th January 2016.
2. The report also considers the potential recommendations the Inquiry Inspector may make (at the time of writing the Inspector's recommendation is still awaited) and outline the necessary course of action to ensure that a suitable scheme of traffic management is in place when the experimental Traffic Regulation Orders (ETROs) associated with the trial expires on 30th April 2016. The report therefore seeks approval for the necessary Traffic Regulation Orders to be introduced and for the Director of Environment and Transport to be given delegated authority to do so given that the Inspector's recommendation may not be available by the date of the Cabinet meeting.

Recommendation

3. It is recommended that the Cabinet:
 - a) Notes the representations presented at the Public Inquiry and the Director's response as attached as Appendix A to this report;
 - b) Notes the Council's commitment to a package of remedial measures in support of Loughborough town centre bus services which facilitated the withdrawal of the two objections from Kinchbus and Arriva;
 - c) Authorises the making permanent of those elements of the Experimental Traffic Regulation Orders which are not subject to the Inspector's recommendation (i.e. to which no objections were received);

- d) Authorises the Director of Environment and Transport, in consultation with the County Solicitor, to make the ETRO's permanent, if so recommended by the Inspector;
- e) Authorises the Director of Environment and Transport, following consultation with the Cabinet Lead Member and the County Solicitor, to take any measures necessary to implement an appropriate traffic management scheme for Loughborough Town Centre upon expiry of the existing Experimental Traffic Regulation Order, noting that this will be either:-
 - (i) A scheme similar to the provisions of the existing ETROs, or
 - (ii) Amended arrangements as recommended by the Inspector in his report on the Public Inquiry.

Reasons for Recommendation

4. The Public Inquiry was triggered by three statutory objections, two of which were subsequently withdrawn. The one remaining statutory objection was considered by an Inspector on 12th/13th January, along with 29 additional representations that were made following the County Council's decision to proceed with the making permanent of the pedestrianisation trial and to hold an Inquiry.
5. The pedestrianisation trial has been implemented using three experimental TROs (ETROs), which are due to expire on 30th April 2016. The making permanent of the trial is dependent upon the Inspector's recommendation, which may or may not require an additional Traffic Regulation Order to be processed before the expiry date of the current ETROs.
6. There were no objections to the ETRO relating to the bus lane on Ashby Square/ Derby Square. This bus priority measure is of importance to local bus services and although it was delivered as part of the town centre pedestrianisation scheme, it can be implemented for the benefit of bus users irrespective of the Inspector's decision.
7. The decision as to whether or not to make Permanent TRO's is for the Council having considered the Inspector's recommendation(s). The Planning Inspectorate is aware of the expiry date of the ETROs but at the time of preparing this report officers have not received the Inspector's report. While the Inspector's report is expected before the end of April it is necessary to allow sufficient time to authorise the making of the permanent Orders within the requisite timescale. If the Inspector's report is received in time for the Cabinet meeting a further supplementary report will be submitted. Delegation to the Director will ensure that an appropriate scheme is in place.
8. The tight timescale means that it is necessary to request authority for the Director of Environment and Transport to put in place the appropriate TRO's as necessary, should the Inspector not recommend the existing ETRO's not be made permanent. This would be in consultation with the County Solicitor and the

Cabinet Lead Member. Accordingly, this would ensure that an appropriate scheme of traffic management is in place on the currently pedestrianised roads in Loughborough town centre. Otherwise, the roads included in the pedestrianisation trial will revert back to two-way traffic once the ETRO expires.

Timetable for Decisions (including Scrutiny)

9. The implementation of a permanent pedestrianisation scheme as per the trial, or an alternative traffic management scheme if recommended by the Inspector, needs to be complete before 1st May 2016, once the 18-month trial has expired. It is not possible to extend an ETRO beyond 18 months.
10. The Inspector's recommendation is expected within the required timeframe to allow the pedestrianisation trial to be made permanent or to be modified as the case may be. However, no date has been specified for the release of the Inspector's report.
11. If, upon consideration of the Inspector's recommendation, a modified TRO is required, any modifications would be subject to a statutory 21-day consultation period.
12. The Inspector's recommendation will be reported to the Cabinet, as soon as it is available.

Policy Framework and Previous Decisions

13. On 1st April 2014, the Cabinet resolved to approve a trial of 'no buses' within pedestrianisation of Market Place and Swan Street.
14. On 7th October 2015, the Cabinet approved the making permanent of the Loughborough Town Centre Pedestrianisation Trial and authorised a Public Inquiry to consider any outstanding statutory objections in addition to other evidence for and against the permanent continuation of the trial.
15. The Cabinet also authorised the Director of Environment and Transport to commence discussion with the three statutory objectors in order to seek possible mitigation measures to eliminate the need for a Public Inquiry. This resulted in an agreed package of remedial works, subject to necessary investigation and further surveys, which facilitated the withdrawal of two of the three statutory objections.
16. On 14th March 2000 the Cabinet authorised the Director to exercise the functions of the County Council under the Road Traffic Regulation Act 1984 and including and including the power, where a scheme has the support of the local Member(s) and the appropriate Cabinet Lead Members, to overrule objections. Where support or agreement is not forthcoming, the matter shall be referred for determination by Cabinet.
17. The scheme has the support of the local Members.

Resources Implications

18. Although two of the three statutory objections were withdrawn prior to the Inquiry, the receipt of a further 29 representations, 7 of which were personally addressed at the Inquiry, caused it to extend to a second day.
19. Currently, the cost of the Inquiry is anticipated to be in the region of £20,000, which includes the appointment of a Barrister to assist with the County Council's representation. This, along with some of the remedial works agreed with two of the statutory objectors, will be funded from the Capital Programme. The full extent of the remedial works is subject to further assessment and detailed design and therefore difficult to quantify.
20. In addition, physical works may be required as a result of the Inquiry and the full extent of the works and cost will become apparent upon publication of the Inspector's report. If required the necessary funding will be taken from the Advance Design block of the 2016/17 Environment and Transport Capital Programme.

Comments of the County Solicitor

21. The County Council was represented by a barrister, Mr Richard Langham at the Public Inquiry. Mr Langham pressed strongly that the Inspector recommend that the ETROs be confirmed without any modification.
22. The Inquiry focused on the statutory requirements of the Road Traffic Regulation Act specifically around how the scheme complied with the Council's duty to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway.
23. In addition to hearing evidence from the County Council, the Inspector was asked to consider all outstanding objections to the ETRO's in addition to an additional 29 representations that had been submitted. Of these, 15 were in support of the permanent continuation of the pedestrianisation scheme and 14 were against.
24. The County Council's case to the Inspector was that the ETRO's should be confirmed, which would require the making of a Permanent Order so it is in place before 1st May to thus continue in force indefinitely the provisions of the experimental Orders. In this instance, prior consultation would not be required. The right to challenge the Order however in the Courts would apply.
25. The Inspector may recommend the ETRO's be subject to modifications which would require further revised ETRO's. Any such modifications will need to be in place before 1st May 2016, when the current ETRO's expire.
26. The timescales for implementing a modified TRO are very tight and subject to the receipt of the Inspector's report. It is unlikely that there would be sufficient time to draw up, consult upon and resolve any objections to a modified TRO and implement a revised scheme before the expiry of the ETRO. For these reasons,

and coupled with the unknown extent of the modifications and its likely impact on all road users, it is recommended that any modifications are implemented by way of a further experimental TRO.

27. Those elements of the trial which are not subject to the Inspector's recommendation, such as the bus lane on Ashby Square, will now be the subject of a permanent Order.

Circulation under the Local Issues Alert Procedure

28. Mr Max Hunt CC, Mr P. G. Lewis CC, Mr J. Miah CC, Ms Betty Newton CC, Mr R. Sharp CC

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Part B

Scheme Background

29. The pedestrianisation of Loughborough town centre is a key feature of the Loughborough Town Centre Transport Scheme (LTCTS), the delivery of which has been supported by a contribution from the Department for Transport (DfT). The aim of this scheme was to reduce the traffic related problems and help Loughborough town centre retain its competitive economic position within the East Midlands.
30. The main element of the scheme was to construct an Inner Relief Road (IRR) in order to divert traffic from the town centre. The removal of traffic from the heart of the town allowed consideration of a pedestrianised town centre and since 2005, a number of options have been considered which allow limited or no vehicular access within the town centre.
31. In April 2014, the Cabinet decided that the town centre should be fully pedestrianised and resolved that a trial be undertaken, prohibiting all vehicles from the Market Place and part of Swan Street between the hours of 10am and 4pm and allowing access for cycles and service vehicles only outside of these times.
32. Two experimental Traffic Regulation Orders (ETROs) were implemented on 31st October 2014, which enabled the pedestrianisation trial to be undertaken. A third ETRO was introduced at the same time, allowing the introduction of bus priority measures on Ashby Square. The three ETROs are summarised as follows:
- a) The waiting and loading restrictions around the Market Place area;
 - b) The vehicular access restrictions / prohibition of traffic on Swan Street;
 - c) The new length of bus lane on Ashby Square at its junction with Frederick Street.
33. A plan illustrating the effects of the ETROs is attached at Appendix B.
34. These ETROs expire on 30th April 2016, when they must either be made permanent or be replaced with an alternative Traffic Regulation Order. Failure to do so would result in the traffic arrangement reverting back to as it was prior to the trial, i.e. two-way traffic with 24 access for loading/unloading along what has effectively been designed as a pedestrianised street.
35. The pedestrianisation and bus priority trials were subject to a six-month consultation between 31st October 2014 and 1st May 2015. The outcome of the consultation exercise, which included 48 objections (from 147 responses) was reported to the Cabinet on 7th October 2015.
36. In accordance with The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996, three of the objections received during the consultation had to be considered at a Public Inquiry. These objections were from

Kinchbus and Arriva, objecting to the impact of pedestrianisation on the passage of public service vehicles, and from HMS Pharmacy, a local business objecting to the access arrangements within the pedestrianised area, which prohibited access to their off-street loading/unloading facilities from the pedestrianised streets between the hours of 10am and 4pm. On 7th October, Cabinet resolved that the Director could make the necessary arrangements to proceed to a Public Inquiry, with a view to the permanent continuation of the pedestrianisation trial, should the objections not be withdrawn.

37. There were no objections to the bus priority trial.
38. Officers arranged with the Planning Inspectorate for an independent Inspector to chair the Public Inquiry and a date for the Inquiry on 12/13th January was fixed. Attempts were made to find a suitable venue to hold the Inquiry in Loughborough but none were available. On 25th November 2015 the County Council served the statutory notice of the Inquiry by posting to approximately 220 frontages within the scheme area and sent electronically and by post to the 147 respondents to the original six month ETRO consultation. Notices were also erected on site at prominent locations within the town centre. Arising from this notification, a further 27 representations were received for the attention of the Inspector; 15 in support of the scheme and 12 in opposition. A further two representations opposing the scheme were presented verbally at the Inquiry. At the same time as notification of the Inquiry date, the Council circulated the Inspector's pre-Inquiry Directions.
39. During the lead up to the Inquiry, discussions with the three statutory objectors were held in an attempt to mitigate the outstanding objections and avoid the need for an Inquiry to be held. The objections from Arriva and Kinchbus were withdrawn, upon agreement by the County Council to investigate and implement a package of mitigation measures to improve bus services in Loughborough town centre. The objection from HMS Pharmacy, a business on Baxter Gate, was not resolved.
40. The scheme timeline is summarised below:
 - a) 2005/06: Original consultation recommended a pedestrian scheme with a one-way trial for buses in a southbound direction;
 - b) 2012: Department for Transport (DfT) funding awarded;
 - c) March 2013: the Cabinet agree to further round of consultation considering two and one way bus trial in addition to full pedestrianisation;
 - d) April 2014: Results of consultation presented to the Cabinet, which decided upon a full pedestrianisation trial, prohibiting all vehicles from the Market Place between 10am and 4pm and allowing access for cycles and service vehicles only outside these times;
 - e) 31st October 2014: Pedestrianisation (and bus priority) trial implemented using an ETRO;

- f) May 2015: End of ETRO 6 month consultation period;
- g) 7th October 2015 – the Cabinet agree to making permanent the trial and to commence with arrangements for a Public Inquiry;
- h) December 2015 – Publication of AECOM Report (Loughborough Bus Trial Evaluation);
- i) 12th /13th January 2016 – Public Inquiry to hear evidence for/against the permanent continuation of the pedestrianisation trial.

Public Inquiry

41. Prior to the start of the Inquiry the Council's Statement of Case was prepared and served on the statutory objectors to comply with the Inspector's pre-Inquiry Directions. Subsequently the Council's evidence in the form of a detailed witness proof and supporting appendices was finalised and submitted to the Inspector and the statutory objectors.
42. The Inquiry was held at County Hall, Glenfield and was chaired by Martin Elliott. The Inquiry sat on Tuesday 12th January and on the morning of Wednesday 13th February 2016. The Cabinet lead member was present throughout much of the first day.
43. The County Council was represented by a barrister, Mr Richard Langham.

The Council's Evidence

44. The Council's evidence focused on the development of the scheme and how it complied with the Council's duty to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities. A summary of the Council's evidence is attached at Appendix C.
45. A copy of the outstanding objections was included in the Council's evidence, in addition to details of the discussions with the two bus operators Kinchbus and Arriva which resulted in the withdrawal of their objections during the lead up to the Inquiry.
46. During the trial, an independent consultant (AECOM) was commissioned to undertake an evaluation of the scheme. The evaluation looked at five specific areas; safety, economy, environment, public transport and public realm. A report was published in December 2015, outlining the impact of the scheme on each of these areas. This evaluation was included in the Council's evidence, and a copy of the Executive Summary is attached as Appendix D to this report.
47. The Inspector was advised that although there were some dis-benefits (including the relocation of bus stops) associated with the full pedestrianisation of the town centre, improvements to road safety, the environment and amenity, plus signs of

inward investment and economic development in the town centre had been observed and should therefore be taken into account.

48. In closing the Council's case, Mr Langham stated:

"while no solution is completely cost-free, the advantages of full pedestrianisation are so enormous and the disbenefits, by comparison, so modest that option C is by far the best of the available options and the one you should recommend the County Council to pursue".

Safety

49. There were some 87 road casualties on the A6 The Rushes / Swan Street / Market Place / High Street from 2000 to 2005, between its junctions with what is now the Inner Relief Road (IRR) (between Barrow Street and Bridge Street). Half of these casualties were either pedestrians or cyclists.
50. The IRR (the 'new' A6) opened in March 2014. On 6th July 2014 Swan Street was closed to traffic (initially for the construction of the pedestrianised area), with all through traffic being diverted onto the IRR. During the 17 month period between 6th July 2014 and 7th December 2015, 7 road traffic collisions occurred on the 'old' A6 (The Rushes / Swan Street / Market Place and High Street), resulting in nine casualties.
51. Of the 9 casualties, 4 were pedestrians and 2 were cyclists. Two of these pedestrians and one cyclist were injured in hit and run collisions. Both cyclists were involved in collisions at the High Street / Woodgate junction, one of which also involved a bus. The third pedestrian casualty was a result of a collision with a mobility scooter in an unspecified location on the Market Place.
52. While collisions have still occurred along what was previously the A6, pedestrianisation of the town centre has eliminated all risk of collision between pedestrians and buses on Market Place and part of Swan Street. Likewise, the removal of all other traffic from the pedestrian area between 10am and 4pm and the removal of all through traffic from High Street has significantly reduced the risk of a road traffic collision.
53. Vehicular contraventions have been reported to the Council, with the most commonly cited issue being the number of unauthorised vehicles travelling along High Street and Baxter Gate as an alternative way of joining the IRR or a route to the A60 towards the train station.
54. The Council has agreed to investigate the perceived contravention of the access restrictions on High Street and Baxter Gate as part of the mitigation measures agreed with the two local bus operators. Surveys are due to be carried out at the High Street/Woodgate junction and at the Baxter Gate/Inner Relief Road junction to ascertain the extent of the problem and identify possible remedial works.
55. It should also be noted that post implementation, the traffic signals along the IRR have not been operating to maximum efficiency. This was due to a technical

issue, which is currently being resolved. It is anticipated that the improvements will be finalised by the end of April at the latest, which will see improved traffic flow along the IRR and may encourage motorists to relocate from High Street/ Baxter Gate.

56. Traffic surveys have also indicated a high volume of cyclists travelling through the pedestrianised area between 10am and 4pm, when cycling is prohibited. This was raised at the Inquiry by the Cyclists' Touring Club (CTC), who advised that cyclists are using this route as there is no suitable alternative provision. The CTC also advised the Inspector that the alternative route was via the IRR although cycling provision had been provided on this route, it is sub-standard and disjointed, and that it was only a realistic alternative route for the most experienced cyclists that were prepared to cycle on the carriageway.

Economy.

57. The Loughborough BID (which represents around 600 businesses in the town) presented evidence at the Inquiry indicating that the pedestrianisation trial has afforded the greatest opportunity for the promotion and regeneration of Loughborough town centre and fully supported its introduction on a permanent basis. A copy of the statement presented by Loughborough BID is attached at Appendix E to this report.

58. In its submission, the BID made the following observations in relation to the economy:

(a) "It is difficult to demonstrate any precise correlation between town centre performance and whether or not buses run through a short stretch of the Market Place. The macro-economic forces affecting town centres are powerful and the situation in Loughborough needs to be seen in the context of falling footfall nationally and a strong and continuing trend towards on-line shopping. All of the advice to centres like Loughborough is that we have to offer an experience which is unique and different from that available in out of town centres and shopping malls and which gives people a reason for coming into town. The BID believes that a fully pedestrianised Market Place is an essential prerequisite to allow us to create the town centre experience through the imaginative use of a splendid public space. This would simply not be possible under either options A or B with buses running through the space".

(b) "Having said all that, there is compelling evidence that the performance of Loughborough Town Centre is remarkably strong, particularly when compared to the national average, and that improvements have continued since the completion of the road works and the start of the experimental TRO:

- i. Vacant units: The number of vacant units is at its lowest level since the BID was formed (in 2012). In November 2015 the number of vacant units was 50 or 8.3% compared with a high of over 70 units and a 13% rate. What is also encouraging is that 8 of the current vacant units are being fitted out for occupation.*

- ii. *Car Park Use: Car Park use in the Borough Council's main car parks has been the highest of any of the last 6 years in 8 out of the 12 months following the start of the experiment. Car park use in 2015 was 8.6% higher than in 2014.*
- iii. *Footfall: In Loughborough, footfall in Q1 2015 was -1% compared with the previous year, + 3% in Q2 and +2% in Q3. This compares with a 1.9% fall in UK footfall in 2015. In Christmas week 2015 (21st to 27th December) footfall in Loughborough was + 3.0% compared to 2014, whereas footfall across the UK was - 2.3%".*

59. Despite these figures, when AECOM asked a selection of retailers about the impact of pedestrianisation on the town centre economy, almost half felt that it was quieter than it was a year ago. Conversely, three quarters of the public who were surveyed felt that the town centre was just as busy, or even busier, than it was a year ago.
60. The relocation of bus stops to Lemyngton Street on the eastern edge of the town has undoubtedly increased the level of pedestrian activity along the already pedestrianised Church Gate.
61. The town centre pedestrianisation (and the opening of the Inner Relief Road) has facilitated the development of the former hospital site on Baxter Gate. A new multi-million pound cinema and leisure complex is due to open on this site in spring 2016.
62. The period of the ETROs has been a period when many town centres have not been thriving. From the evidence provided, Loughborough appears to be doing better than average. Footfall is generally up (nationally this is not the case) and vacancies are down.
63. Whilst it cannot yet be said that full pedestrianisation has clearly *caused* overall economic gains, the evidence is encouraging and provides no reason whatever not to continue with full pedestrianisation.

Environment

64. The removal of traffic from the Market Place has reduced the level of noise pollution, particularly during the daytime. This would worsen if buses were reinstated in the Market Place. Furthermore, pollution has been removed from those areas with the greatest concentration of pedestrians walking around.
65. Preliminary readings suggest a large improvement in air quality at the monitoring sites on High Street and Baxter Gate. If buses were allowed southbound through the Market Place, this would involve 29 trips an hour past these sites, with a potentially significant effect on air quality.

Bus Services

66. The relocation of several bus stops onto Lemyngton Street was the main catalyst for objecting to the scheme, with 31 of the 48 original objections to the ETRO citing this as a factor. This stop is used by the 126/127 (Arriva), X27 (Paul Winson) and Skylink Derby (Kinchbus) services only (note that the X27 also stops on Baxter Gate, which is 140m from the centre of the market, compared to 330m for the Lemyngton Street stop).
67. Whilst it is not denied that there is some effect on users of services which used to go through Market Place and now have to use stops in Lemyngton Street, in the overall context, this effect is modest and is nothing like sufficient to outweigh the overwhelming benefits of full pedestrianisation. Furthermore, this stop is conveniently placed for the new cinema / restaurant complex scheduled to open on Baxter Gate in spring 2016.
68. A number of objectors argued that buses should be allowed back through the Market Place and stop on Swan Street or High Street because the alternative route via Lemyngton Street exceeds the 200m recommended walking distance to the market. In response, the Council argued that the majority of people would consider that a bus stop having almost all of the important destinations in a town centre within a 400m radius to be very well located.
69. There are several operators which provide services to Loughborough but only two, Arriva and Kinchbus, objected to full pedestrianisation and their objections were subsequently withdrawn following negotiations and agreement of a package of measures to address their concerns over service reliability.
70. Other claims made before the trial was introduced, such as the severance of cross-town services, have not been realised. And whilst there has been a loss of the Paul Winson service 4 (Shepshed – Loughborough), the introduction of the Arriva 16 in September 2015 now serves part of this route. Furthermore, in response to customer feedback the Arriva 16 has been recently rerouted to serve Ashby Square, which is closer to the Loughborough market area than the route which was originally adopted.
71. Despite pedestrianisation, there continues to be a very good level of access to Loughborough by bus.

Public Realm

72. It was presented to the Inspector that full pedestrianisation scored highly in terms of public realm (publicly owned streets, pathways, right of ways, parks, publicly accessible open spaces and public/civic building and facilities) when compared to the previously considered options of allowing buses in the Market Place, as documented in the AECOM evaluation report.

73. It was also suggested that the score awarded for the public realm should in fact be higher than documented in the evaluation report because a scenario with no vehicles within a pedestrianised area is about as good as it can be.

Representations

74. A total of 29 representations were presented to the Inspector, 27 leading up to the Inquiry and two at the Inquiry. 15 supported the permanent continuation of the scheme, whilst 14 were in opposition.

75. Representations in support of the scheme were received from the Loughborough BID, the Storer and Ashby Road Residents' Group (SARG), the Forest Road and Holywell Area Residents Group (FRHARG), Nicky Morgan MP and a number of local residents. A sample of the comments received in support of the scheme is provided below:

- *“Loughborough is already becoming a more pleasant place to shop and conduct business since buses and cars stopped using the town centre”*
- *“As a pensioner I feel much safer with the removal of through traffic”.*
- *“I've seen many changes but the most recent, the pedestrianisation of the Town Centre has, for me, been the biggest improvement”.*
- *“To be able to walk freely between shopping areas is so much nicer than negotiating traffic”.*
- *“It makes the town 'united”.*
- *“The pedestrianisation has been a major step forward in the development of the town centre”.*
- *“It has created a safe, clean and low air pollution area which has much improved the shopping experience in Loughborough”.*
- *“To allow buses back into the market place would be a very retrograde step”.*
- *“I am a bus user and find catching the bus on Lemyngton Street no problem at all and while getting to the bus stop I have discovered shops I previously didn't know about”.*

76. A sample of the comments opposing the scheme is provided below:

- *“The buses should come through the town where they are more convenient for bus passengers”.*
- *“The improved bus facilities offer no improvement on what was there before”.*

- *“Pedestrianisation has created much longer bus routes and the relocation of bus stops has severed connectivity between services. Bus users are now using the car as it is more convenient”*
- *“The re-routing of both buses and traffic has resulted in a marked decrease in footfall and trade across the town”*
- *“Lemyngton Street bus stop is too far away, particularly for disabled and elderly passengers”.*

77. A summary of the representations received by the inspector, including those that were heard at the Public Inquiry, and a copy of the Director’s responses is attached as Appendix A to this report.

Representations heard by the Inspector

78. Of the 29 representations, one supporter (Loughborough Business Improvement District (BID)) and 6 objectors were in attendance at the Inquiry. All parties presented their case to the Inspector and were given the opportunity to examine each other’s evidence.

Loughborough BID (supporter)

79. Evidence in support of the scheme was heard from the Loughborough BID which seeks to promote and improve the town centre and to increase footfall and trade to the benefit of businesses and the public. Its views on the local economy are given at paragraphs 57-58 above.

80. In addition to the evidence suggesting an increase in footfall, increased car park usage and reduction in retail vacancy rates (as previously noted), the BID also highlighted the safety and environmental benefits brought about by the pedestrianisation trial. It was also supportive of the new environment which allowed pedestrians to move freely between destinations that were previously segregated by the A6.

Market Trader (Objector)

81. For clarification, it was noted that the views of market trader were of a personal nature and did not reflect the views of the Market Traders Federation.

82. The market trader was generally supportive of full pedestrianisation but objected to the loss of the bus stop and the lack of a replacement facility to serve the weekly market, which has reportedly led to a drop in trade. It was argued that the scheme favoured development and regeneration on the northern side of the Market Place/Swan Street at the expense of the area to the south where the weekly market is held.

83. The Inspector was told that the removal of bus stops from Market Place and their relocation to a point of greater distance from where the market is held has led to a reduction in the number of elderly visitors to the town, many of whom were

regular visitors to the market. It was argued that a new bus route serving the Wards End area should be considered in order to increase footfall at the market.

84. In defence, the Council submitted that existing bus routes were not under consideration as part of the ETRO and that bus operators could review or add services were it was felt that there was sufficient demand.

Cyclists' Touring Club – CTC (*objector*)

85. It was argued that cycling should be permitted at all times through the pedestrian zone, and that this would not be to the detriment of pedestrian mobility. It was also presented to the Inspector that most cyclists choose to go through the pedestrianised area as it is much safer than the alternative route along the Inner Relief Road.
86. The CTC representative argued that cycling infrastructure along the IRR was disconnected and in some places, hazardous.
87. Disabled cyclists were also discussed. With the current situation, disabled cyclists were not able to walk through the pedestrianised area with their cycle/trike between 10am and 4pm, nor were they able to use the alternative facilities on the Inner Relief Road due to the inadequate design.
88. In defence, the Council argued that cycling infrastructure on the IRR was not for the Inspector to determine. However, it was suggested that the Inspector may want to reflect upon this in his final recommendation. Furthermore, it was argued that cyclists would not be contained if allowed into the pedestrianised area and would be free to cycle at will. Due to the level of pedestrian activity in Loughborough town centre, this could generate a high level of conflict. Issues over pedestrian/cyclist rights of way were also noted.
89. The objector also presented evidence on how the scheme had affected local bus routes, and that it had made it difficult to access the railway station. Furthermore, the relocation of a number of bus routes onto Lemyngton Street was too far from the town centre, particularly for elderly and disabled passengers, and the replacement bus stop and facilities were poorly designed.

Campaign for Better Transport (CBT) (*objector*)

90. A case for allowing buses to travel through the pedestrianised area was presented by the Chairman of the CBT, citing Regent Street, Hinckley as a local example where this had been applied successfully.
91. In defence, BID noted that Castle Street in Hinckley was the main shopping street and that buses did not use this road.
92. The CBT argued that full pedestrianisation had resulted in longer, slower, less reliable journeys for bus passengers and that punctuality had been affected, causing frequent delays for passengers.

Resident A (objector)

93. Resident A is a disabled resident of Loughborough. The inspector was told of the difficulties in accessing the town centre by bus due to the relocation of bus stops from the Market Place. The Inspector was also advised that connections had been severed because of the new route options and pressed that buses should be allowed back through the Market Place.
94. It was also presented to the Inspector that the pedestrianised area was no better than the pre-trial situation as the camber of the road made it difficult to get around. It was claimed that the new bus stop facilities were unsuitable for disabled passengers, the shelters offered little protection and bus stop information was not prominent enough for partially sighted passengers.
95. The issue of disabled cyclists was also discussed as before.

Resident B (objector)

96. Resident B lives in Shepshed and frequently travels into Loughborough for business and leisure purposes. The Inspector was informed of the difficulties caused by the increased walking distance to the town centre following the relocation of some bus stops onto Lemyngton Street. Exeter and Newcastle were cited as examples whereby buses were allowed to proceed within a pedestrianised area and it was argued that Loughborough should adopt this system too.

Resident C (objector)

97. Resident C provided a verbal representation at the Inquiry. Resident C is a Leicester resident and argued that the Loughborough bus services were poor, particularly during the evening. It was claimed that the Lemyngton Street bus stop was too far from the town centre for some passengers, in particular the elderly and disabled.
98. Resident C objected to the scheme and said that buses should be allowed through the pedestrianised area, which would improve bus services and connectivity.
99. It was claimed that the scheme encouraged car usage and increased pollution around the town.

The Statutory Objections

100. Three objections received during the 6 month ETRO consultation period fell within Regulation 9(3) of The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 and therefore had to be considered at a Public Inquiry. Relating to the ETROs, these Regulations apply where the effect of the Order prohibits the passage of a local bus service and the operator has made an objection, and where the effect of the Order is to prohibit loading and

unloading between the hours of 10am and 4pm and where an objection has been made in relation to this.

101. These objections, referred to as 'statutory objections' were from two local bus operators, Kinchbus and Arriva, and from a business located on Baxter Gate, HMS Pharmacy.
102. The two bus operators wished to retain one-way access for buses within the pedestrianised streets and objected on the grounds that full pedestrianisation was affecting service delivery and patronage. There was also a dislike of the Lemyngton Street bus stop as it was considered to be remote from the town centre.
103. The owner of HMS pharmacy objected to full pedestrianisation as it prevented vehicular access to their rear car park on Market Place between the hours of 10am and 4pm.
104. As previously mentioned, both bus operators withdrew their objections prior to the Inquiry, upon an agreement by the Council to investigate and deliver a package of mitigation measures to improve bus services within the town.
105. No such resolution was achieved with the owner of HMS Pharmacy who, during a telephone conversation with the Council in December 2015, advised that the business would not be sending a representative to the Inquiry but still wished for their objection to be considered by the Inspector. A copy of the objection is attached at Appendix F.
106. In mitigation, the Council advised that daytime loading/unloading requirements had been accommodated through the installation of a loading bay outside the pharmacy on Baxter Gate. The Inspector was advised that would be difficult to accept that this was not an adequate arrangement and that it would be unreasonable to try to accommodate the request for allowing access into the pedestrianised area between 10am and 4pm as it would set a precedent for other businesses using the Market Street car park.

Mitigation Measures – Bus Operators

107. Kinchbus and Arriva were invited to discuss their concerns with the Council and to ascertain whether there was a desire to withdrawn their objection in exchange for a series of improvements to bus facilities in the town centre.
108. On 15 December 2015 the Director of Environment and Transport met with representatives of Kinchbus and Arriva Midlands to discuss a package of mitigation works. The Council offered to:
 - (a) Investigate the issue of unauthorised traffic using Baxter Gate and High Street and implement suitable measures that assign bus priority on these routes;

- (b) Review pedestrian signage and where appropriate, introduce finger posts directing pedestrians to the Lemyngton Street, Baxter Gate, The Rushes and High Street bus stops;
- (c) Review passenger/public information and the provision of an additional totem at the Lemyngton Street bus stop, subject to approval from Charnwood Borough Council;
- (d) In collaboration with the bus operators, to review the positioning and design of the waiting facilities at the Lemyngton Street bus stop;
- (e) Monitor congestion monitoring at the Derby Road / Belton Road junction with a view to introducing bus detection or priority measures where feasible;
- (f) Implement measures to address congestion at Bridge Street / Derby Road junction, including works to alleviate the congestion caused by traffic joining the IRR from the Tesco car park.

109. Upon receipt of this offer, Arriva and Kinchbus both confirmed in writing the withdrawal of their objections (on 24th December and 30th December 2015 respectively).

110. It is envisaged that survey work for the above measures will be carried out during February / March 2016.

Conclusion

111. Although the Inspector's report is still awaited, the Council strongly pressed the benefits brought about by the scheme and that the ETROs should be made permanent.

112. Despite the objections received, there is an overall majority for the permanent introduction of the scheme. Likewise, the withdrawal of the objections from the two bus operators and the seeming lack of objection from local businesses about the impact of the scheme, suggest that there is an appreciation of the positive impact that the pedestrianisation trial has brought about.

113. Cross-town bus services severance concerns have been unfounded, and whilst the Lemyngton Street bus stop is not yet much used, it is used by a limited number of through-services. Health and safety considerations for all town centre pedestrians have been considerable.

114. The Loughborough BID presented a cogent account of the economic situation within the town, and whilst it may never be possible to attribute Loughborough's comparative economic success to the pedestrianisation trial itself, there are certainly no signs of harm being caused by the scheme.

115. At the Inquiry the CTC and from Resident A pressed for cyclists to be permitted within the pedestrianised area at all times, at this may have a bearing on the Inspector's final recommendation.

116. Should the recommendation be to implement a modified scheme of traffic management in the town centre, a new Experimental TRO (s) would need to be introduced. As there are some elements of the ETRO which are not subject to the Inspector's review, such as the bus lane on Ashby Square / Derby Square to which there were no objections, it is recommended that these elements should be made permanent.
117. Where the Inspector recommends the ETRO's be made permanent the necessary Permanent Orders will be made. These would be subject to a challenge period of 6 weeks to the High Court.
118. There is no evidence to suggest that the bus lane trial on Ashby Square / Derby Square should not be made permanent. There have been no objections to this element of the scheme and it is of benefit to all services using this route, including the recently rerouted Arriva 16.
119. As the legal Orders pertaining to the town centre pedestrianisation expire at the end of April 2016, it is imperative that the Cabinet agrees the proposed way forward, allowing sufficient time for making any relevant legal Orders and arranging physical works to be implemented in light of the Inspector's recommendation.

Equality and Human Rights Implications

120. There has been no change to the Council's position in seeking to make the Order permanent. Therefore, the Equalities and Human Rights Impact Assessment screening that was previously submitted with the Cabinet report of 7th October 2015 is still relevant and is attached at Appendix G.
121. The scheme will reduce conflict between motor vehicles and pedestrians within the town centre and improve the ease of movement for those on foot. The main shopping area is now completely traffic-free between 10am and 4pm and therefore much safer and more pleasant than before the scheme was introduced.
122. The removal of the bus stop from the Market Place has increased the walking distance for some passengers using the services that terminate on Lemyngton Street. In order to assist passengers using this stop, premium bus shelters with seating, passenger information and level boarding facilities have been provided. Footways are much wider and there is no change in level between the footway and carriageway.
123. A formal complaint was also made that the Council had failed its duties under the Equality Act to consider indirect discrimination upon the disabled and elderly user groups. This claim was dismissed on 27th January 2015 by the Local Government Ombudsman.

Environmental Impact

124. The trial has had a positive impact on vehicle emissions and noise pollution in the heavily pedestrianised area within the immediate vicinity of the town centre.

Background Papers

Report to the Cabinet - 6 March 2013 "Loughborough Town Centre Transport Scheme Approval of Bus Trial"

<http://politics.leics.gov.uk/ieListDocuments.aspx?CId=135&MId=3630&Ver=4>

Report to the Cabinet - 7 March 2006 "Transport Proposals for Central Loughborough"

[http://politics.leics.gov.uk/Published/C00000135/M00001407/AI00012767/\\$TransportProposalsforCentralLoughborough.doc.pdf](http://politics.leics.gov.uk/Published/C00000135/M00001407/AI00012767/$TransportProposalsforCentralLoughborough.doc.pdf)

Loughborough Town Centre Consultation Report – March 2006

http://www.leics.gov.uk/consultation_report.pdf

Report to the Cabinet - 23 November 2007 "Transport Proposals for Central Loughborough"

[http://politics.leics.gov.uk/Published/C00000135/M00001973/AI00017857/\\$ItemKTransportProposals.doc.pdf](http://politics.leics.gov.uk/Published/C00000135/M00001973/AI00017857/$ItemKTransportProposals.doc.pdf)

Report to the Cabinet – 1st April 2014 "Loughborough Town Centre – Bus Trial Consultation"

[http://politics.leics.gov.uk/Published/C00000135/M00003989/AI00037531/\\$11LBoroTownCentreBusTrial.docxA.ps.pdf](http://politics.leics.gov.uk/Published/C00000135/M00003989/AI00037531/$11LBoroTownCentreBusTrial.docxA.ps.pdf)

Report to the Cabinet – 7 October 2015 "Loughborough Town Centre Pedestrianisation Trial - Feedback from Consultation and the Way Forward"

[http://politics.leics.gov.uk/Published/C00000135/M00004504/AI00045322/\\$CabinetReport.docA.ps.pdf](http://politics.leics.gov.uk/Published/C00000135/M00004504/AI00045322/$CabinetReport.docA.ps.pdf)

Appendices

Appendix A - Summary of Representations and Officer Response

Appendix B – ETRO Traffic Regulation Order Plan

Appendix C – Leicestershire County Council – Public Inquiry Summary of Evidence

Appendix D – Loughborough Trial Evaluation – Final Report (Executive Summary - AECOM

Appendix E – Statement from Loughborough BID

Appendix F – Statutory Objection (HMS Pharmacy)

Appendix G – EHRIA Screening Assessment

Supporter / Objector	Present at Inquiry ?	Comments	Officer Response
Supporter 1 (local resident)	No	The scheme should be made permanent. Footfall is greater and the atmosphere, both socially and in terms of air quality in the town centre, is greatly improved. It is a more pleasant place to shop and conduct business since buses and cars stopped using the town centre. As a pensioner I feel much safer with the removal of through traffic.	
Objector 1 (local business)	No	My business is on Swan Street yet I have never been consulted or asked my opinion of the project. I am not in favour of this pedestrianised zone as I feel it was more beneficial to my business when cars were able to pass by the shop as well as pedestrians. Furthermore we have a constant battle with delivery drivers unable to work out where they can and can't pull up to deliver goods.	All affected properties received 2 hand delivered letters about the ETRO. Parking was not allowed on Swan Street before the town centre was pedestrianised so allowing cars to drive past will have no bearing on passing trade.
Supporter 2 (local resident)	No	I have lived in Loughborough for 50 and the town centre pedestrianisation has been the biggest improvement that I have seen. To be able to walk freely between shopping areas is so much nicer than negotiating traffic. It's safer and cleaner and overall adds to the attractiveness of the Town. Lemington Street isn't a vast distant from the Market Place and sits on the edge of the shopping areas. Allowing buses back through will once again split the town in half. I can easily walk within a couple of minutes to the relocated bus stops through a particularly attractive shopping area. Please don't be swayed by the few objectors. Loughborough Town Centre is more attractive and safer without traffic going through the middle. It's working well. I love it.	
Supporter 3	No	Keep full pedestrianisation. To allow anything through totally	

(local resident)		defeats the object. Buses can pick up and drop off in the High St and if they go through The Rushes there are bus stops outside Wilkinsons. Keep it traffic free.	
Supporter 4 (local resident)	No	<p>Not all bus services use Lemyngton Street and stop on High Street, which is closer to the town centre. The stops on Baxter Gate are convenient for the new cinema. Arriva have chosen deliberately to employ a convoluted route for the 126/127 whereby they turn right out of Bridge Street onto Derby Road, then left onto Regent Street and then a most difficult right turn onto Ashby Road. This misses the alternative to turn left out of Bridge Street onto Swan Street with the opportunity to collect passengers in Swan Street and then Ashby Square. In my opinion the bus companies are creating their own problems in an effort to bring passengers to heel and speak out in their favour.</p> <p>The High Street from Leicester direction is signed as for access only yet is abused on a monumental scale by all and sundry</p>	The use of High Street by unauthorised traffic is being investigated as part of remedial measures agreed with the two bus operators.
Objector 2 (local resident)		<p>The scheme has caused congestion on peripheral routes such as Meadow Lane. Pollution levels may be down in the town but it is worse on outer roads where there are many schools and residential areas. The relocated bus stops are too far from the town for my elderly mother. Most older people cannot vote or voice their opinion as they cannot use a computer. Any voting should have been carried out in strategic places in the town where folk can have easy access. Even someone with a clip board at the bus stops.</p>	<p>Traffic signals on the IRR have not been operating as efficiently as possible due to a technical issue. Steps have already been taken to address this but further work is required in order for a system of joined-up traffic signal control, which will be fully functional by April 20156. Vehicle emissions have been drastically reduced in those areas with the greatest concentration of pedestrians. The IRR will reduce congestion in the town centre. Unlike the previous route (along Swan Street), it has been designed to cater for the current level of traffic.</p>

<p>Supporter 5 (local resident)</p>	<p>No</p>	<p>Loughborough town centre is safer and more pleasurable. Yet again it is bus companies who want to turn the centre into a free for all!! Why can buses not turn left from Bridge Street instead of right, which would bring them closer to the shopping centre, and then along Ashby Square as they did before pedestrianisation .To allow buses through the centre of town middle again would be dangerous for pedestrians who now enjoy the freedom of the town centre.</p>	
<p>Supporter 6 (local resident)</p>	<p>No</p>	<p>The removal of all traffic, including buses from the town centre makes for a very pleasant and safer experience. There is obviously less pollution and traffic noise. If the buses were reintroduced, it would be one every 3 minutes. Obviously this would make it more dangerous for pedestrians, there would be more pollution with the buses belching out toxic diesel emissions. The town should continue to be traffic free for the benefit of the people of Loughborough.</p>	
<p>Supporter 7 (local resident)</p>	<p>No</p>	<p>The decision should take into account the large numbers of residents who walk into and around town and not just the convenience and profits of the bus companies. Most of us support the town centre pedestrianisation. It is a vast improvement and has greatly improved the town centre. The space can be used for extending the market and for other events drawing people into the town. We maintain that any current decrease in footfall and bus usage is due to the effect of austerity on people's buying power and that things would be even worse without pedestrianisation. We enjoy the freedom to walk round the middle of town. Shopping at the weekly markets is now enhanced, and the town centre has a much more friendly, cohesive feel. No longer do we need to carefully consider where and how we cross the A6, as there is no traffic impeding our way</p>	<p>A period of six months was allowed for representations to be made.</p>

		and demanding priority. The return of frequent buses would greatly negate that improvement. Buses travelling through the middle of town would make life more difficult for many people including parents with prams/ buggies, senior citizens, and particularly difficult for disabled residents and partially sighted and blind pedestrians. Bus operators could make certain bus routes more convenient for the town centre. I deplore that such a short time was offered for objection to allowing buses through the middle of town. Only support for buses has been encouraged. We have suggested that the deadline should be extended.	
Supporter 8 (local resident)	No	I readily accept that a relatively small number of people find the new siting of bus stops inconvenient but I strongly feel that they are being used by the bus companies to support their case for bus access. On the other hand, there is an even stronger case for the protection of the safety and health of the pedestrianized area of Loughborough market place. The pedestrianisation has been a major step forward in the development of the town centre. It has created a safe, clean and low air pollution area which has much improved the shopping experience in Loughborough.	
Supporter 9 (local resident)	No	It is a pleasurable experience to visit Loughborough town centre now that we, as pedestrians do not have to suffer the fumes from the traffic and it makes the town 'united' instead of being divided by the A6 and it is so much safer. Allowing buses through the area is a recipe for disaster and when other vehicles see buses using the High Street they will surely follow. A lot of vehicles choose to still use the High Street and Baxter Gate rather than joining the new road on Leicester Road despite of a sign clearly stating they shouldn't.	High Street is also being monitored, as agreed as part of the mitigation works agreed with the two bus operators. Action will be taken as appropriate.
Supporter 10 (local	No	The decision must take into account the large numbers of residents who walk, cycle or drive into and around town and not	

<p>residents' association)</p>		<p>just those who access the town by bus or operate bus services. The topic of town centre pedestrianisation and implementation options has been discussed at a number of our meetings, and our submission summarises the overwhelming majority of views. We supported the trial of no buses through the pedestrianised area and feel it has been a great improvement in the amenity, cohesion and feel of the town centre. The extended pedestrianised area has been a vast improvement and has created a lovely town centre. The space has enabled the extension of the market activities and other event use. Shopping at the Saturday and Thursday markets is now much better, and the town centre has a much more friendly, cohesive feel. The new pedestrianised centre is very nice and we enjoy the freedom to walk round the middle of town without having to worry about buses.</p> <p>We support permanent pedestrianisation of Loughborough town centre. Buses through the middle would make it more difficult for all groups of pedestrians which include parents with prams or buggies, senior citizens and particularly difficult for disabled residents and partially sighted and blind residents and visitors. In short, buses being allowed back in would be very negative to the improvement already achieved.</p> <p>We believe that bus companies could have been significantly more co-operative in their efforts to make the new pedestrianised system workable and change their routes so they are more convenient for the town centre.</p>	
<p>Objector 3 (local resident)</p>	<p>No</p>	<p>Buses and cars do not mix very well on the IRR. Bus users are forced to use Church Gate and cross the road (forcing the car traffic to constantly stop at the pedestrian controlled traffic lights). Worse the bus stop where the relief road joins the A6 causes car</p>	<p>It isn't possible to provide a lay-by at all bus stops so in some instances, traffic may have to pass a stationary bus or wait until the bus moves on. No problems have</p>

		<p>traffic in the left lane to move out into the right lane in order to pass the stationary bus, an accident waiting to happen. The buses should come through the town where they are more convenient for bus passengers.</p>	<p>been reported regarding this arrangement on the IRR, which is wide enough in most places to allow vehicles to pass a stationary bus.</p>
<p>Objector 4 (Campaign for Better Transport)</p>	<p>Yes</p>	<p>The scheme actively penalises bus users by requiring them to walk much longer distances to and from their buses than was previously the case. Those using the southbound bus stop on Lemyngton Street are required to cross a busy road, having adverse implications for people with disabilities. The airport bus stops here and people don't realise that this is the town centre bus stop. This scheme has resulted in longer, slower, less reliable journeys for bus passengers. It also impacts on the punctuality of all services, causing frequent delays. This may impact on the viability of local businesses by putting some of their customers off from trying to get to them. Buses should be allowed through with a pinch point or rising bollards in the middle of the road, a method adopted in Hinckley town centre. This is a safe system which works perfectly well by allowing buses to serve the street safely, using on street bus stops, without isolating, or making things more difficult for, anyone.</p>	<p>A limited number of services use the Lemyngton Street stop, most of which are through services to Leicester. The new pedestrian crossing allows passengers to cross the IRR safely and walk along the pedestrianised Church Gate to the town centre. Pedestrian signage to /from Lemyngton Street is being looked at as part of the remedial works agreed with the bus operators. The bus operators didn't provide specific figures about punctuality or journey times. The new route along the IRR is an increase of 400m. However, this route is less congested than the old A6 and traffic flows more freely. Buses, if allowed in the pedestrian area, would be limited to 5mph. General traffic is now being reinstated in Hinckley town centre at the request of businesses. Furthermore, shops are concentrated on Castle Street, which is not on a bus route.</p>
<p>Objector 5 (CTC)</p>	<p>Yes</p>	<p>The former proposal had been to restrict motor vehicles in Loughborough town centre but not cycles. There was no consultation on removing cyclists from the town centre. The alternative route via the IRR is substandard, cyclists cannot get to toucan crossings, the Fennel Street cycle lanes are narrow and</p>	<p>The scheme has been introduced using an experimental Traffic Regulation Order. Legally, the consultation period commences once the restrictions are in place and it isn't necessary to conduct any</p>

		<p>frequently parked up by disabled motorists. Cyclists have difficulty getting from Bridge Street to Fennel Street and turning right from Bridge Street into Derby Road. The exit from the Toucan crossing at this junction is dangerous. LCC's Equality response ignores disabled cyclists who cannot dismount and walk through the closed section.</p> <p>When cycling on High Street you are often intimidated by motor vehicles illegally using it as a rat run. The contra flow cycle lane on Baxter Gate is often blocked by parked cars, and general enforcement is a problem.</p> <p>Cycling is allowed within the pedestrian zone on Bell Street, Wigston.</p> <p>The improved bus facilities offer no improvement on what was there before. The bus shelters are worse. The Lemyngton Street stop is too far from the town centre and is not signposted. The bus stop exceeds the recommended 200m to facilities as published in DfT guidance. Connections to the train station are poor.</p>	<p>prior consultation. The decision to remove all vehicles (including cyclists) from the pedestrian zone was made at the Cabinet meeting of 1st October 2014 on the basis of the level of support for this option. Cycle facilities have been provided on the new section of the IRR. Other cycle routes are outside the scope of the ETRO.</p> <p>The misuse of High Street is being looked in to as part of the mitigation works agreed with the two bus operators. As are the signing issues relating to the Lemyngton Street bus stop. Likewise, a double yellow line has recently been painted on Baxter Gate to discourage parking in the cycle lane. Town centre parking restrictions are routinely enforced.</p> <p>Pedestrian / cycle activity is much lower on Bell Street when compared with Swan Street, and the level of potential conflict therefore greatly reduced. The Lemyngton Street bus stop is used by a limited number of services, most of which are through-routes. It is 330m from the centre of the market but conveniently located for other facilities such as The Rushes and the new Cinema on Baxter Gate, which does not have a car park.</p>
<p>Supporter 11 (local</p>	<p>No</p>	<p>High Street, Baxter Gate and lower Market Place were identified as having two of the four worst air-quality hotspots in</p>	

<p>residents' association)</p>		<p>Leicestershire and Loughborough was designated an Air Quality Management Area (AQMA). The scheme was designed to address this issue. Any back-tracking to allow buses back into the market place would be a very retrograde step and may be in breach of what was agreed with the DfT in terms of scheme funding. I much prefer the pedestrianised market place and the traffic free area. I think it is healthier!</p>	
<p>Objector 6 (local resident)</p>		<p>Pedestrianisation has created much longer bus routes and the relocation of bus stops has severed connectivity between services. Bus users are now using the car as it is more convenient. Lemyngton Street is too far from the town centre and exceeds maximum walking distances set out by the DfT. The County Council neglected its public sector equality duty under Section 149 of the Equality Act 2010 and failed to make reasonable adjustments to remove barriers for disabled people. This is important given that 54% of bus users are concessionary pass holders who are either disabled or elderly. The Equalities Questionnaire only considered pedestrians, whereas bus users are the only pedestrians affected by the decision of whether or not to exclude buses. Bus stops are no better than before and seats are unusable as they are too low and tilt backwards. The shelters also get wet when it rains and provide little shelter from the wind. We had better shelters previously. There are no longer any number flags on the shelters which makes it difficult to identify the right stop, especially if in a hurry or partially sighted. If you live on the south of the Market Place there is now no bus service to and from the train station or University, whereas before you would have merely crossed the road. Now you have to walk considerably further. Before pedestrianisation a bus went into the hospital; This was</p>	<p>Much of the complaint directed at bus services/ operators and outside of the scope of the ETRO. There is no evidence to suggest a modal shift from buses to the car. Buses remain well used. When interviewed as part of the AECOM study, there was no consensus amongst bus passengers about the location of bus stops in relation to the town centre. Whilst the Lemyngton Street stop is argued to be remote from the town centre, the disabled parking bays just across the road on Church Gate are always well used. It is also conveniently placed for The Rushes and the Baxter Gate cinema. The Ombudsman considered the Council's actions under the Equalities Act and found no fault with the Council's actions. Parking restrictions are routinely enforced. The misuse of High Street may be a consequence of the traffic signal timings on the IRR, which is in the process of</p>

		<p>discontinued as there wasn't time. Parking restrictions are seldom enforced, particularly during evenings and weekends.</p> <p>Unauthorised traffic regularly uses High Street / Baxter Gate.</p> <p>The council should remove complete pedestrianisation by allowing buses through, as was promised in their bid for funding application.</p>	<p>being rectified. The Council has agreed to look into this due to its potential impact on bus services, and will take appropriate action if necessary.</p>
<p>Objector 7 (local resident and business property owner)</p>	No	<p>The location of the Inquiry is remote from Loughborough. This restricts the right of the public to attend, especially those bus users without personal transport and therefore most affected by the Inspector's decision.</p> <p>Buses are delayed in Baxter Gate by local authority waste collection lorries. This has a knock-on effect on bus timetables.</p> <p>The Leymington Street bus stop is too far from the valued independent retail shops in Devonshire Square, Wards End and Bedford Square. Trade in these areas has suffered .</p> <p>There has been an increase in car use and parking requirement as a direct consequence of the bus trial. This is polluting and causes congestion.</p> <p>The re-routing of both buses and traffic has resulted in a marked decrease in footfall and trade across the town, as indicated by our tenants. Our tenants and ourselves are all BID members, but contrary to the decision of BID's executive board, we do not support the pedestrian area becoming permanent.</p>	<p>A suitable venue was not available in Loughborough on those dates where an Inspector was available.</p> <p>The Council is not aware of any problems with refuse collections however your observations will be reported to Charnwood Borough Council.</p> <p>4. High St & Ashby Square stops are still used by many services. No specific information received to confirm decline in trade on Devonshire Square, Wards End & Bedford Square.</p> <p>5. Increase in car use is unsubstantiated. Agreed, use of some car parks has increased but this may be due to the new/preferred 'pay on exit' system or motorists changing their parking habits. It does not necessarily mean that car use has increased.</p> <p>Marked decrease in footfall and trade is not substantiated. Where are the three businesses located? Why have they not contacted us directly?</p>
<p>Objector 8</p>	Yes	<p>I frequently travel into Loughborough town centre for business</p>	<p>Lemyntgon St stop is as close as</p>

<p>(Shepshed resident)</p>		<p>and leisure. Before the flow of traffic was restricted in Swan Street it was possible for passengers travelling towards Leicester to board and alight from buses close to the Market Place. These bus users now have to walk 330 metres (via Churchgate) to or from the new bus stop in Lemington Street, which is difficult for those with mobility problems. During the planning of the pedestrianisation of Swan Street, either insufficient attention was given to bus stops and routings or the restriction of buses was not considered in the early stages. Rather than recommending that the experimental orders be made permanent, some bus movements should be permitted.</p>	<p>practicably as possible to the town centre, taking into account the route chosen for this service. Bus operators regularly review and change their routes in response to customer demand. The rerouting of service 16 is one such example which was diverted along Ashby Square / Derby Square last month in response to customer complaints that buses on this route stopped too far from the town centre.</p>
<p>Objector 9 (Loughborough & District Cycle Users Campaign)</p>	<p>No</p>	<p>There was no prior consultation about banning cyclists in the pedestrianised area. Prior to these orders no consultation took place about the banning of cycles, only about buses, and we received assurances that cycles would not be restricted on this route. We believe that cycles should be free to use this route and no evidence has been produced to show any adverse effects from allowing them to do so. Disability scooters provide a higher level of threat to pedestrians than cycles. We wish to draw the attention of the inspector to a CTC document, which states that cyclists and pedestrians are able to interact far more harmoniously than is often thought. Surveys show that ‘perceived’ conflict between pedestrians and cyclists is often much worse than ‘real’ conflict. They also show that the majority of pedestrians are not much concerned about sharing with cyclists - those who raise strong objections to shared use are very much a minority voice. The Cycle Infrastructure Design document (DfT, 2008) states “It can be contentious to reintroduce cycling into vehicle restricted areas (VRAs) but, as these areas are often prime destinations</p>	<p>The scheme has been introduced using an experimental Traffic Regulation Order. Legally, the consultation period commences once the restrictions are in place and it isn’t necessary to conduct any prior consultation. Assurances about cyclists being allowed to cycle through the pedestrian zone were given at the time when bus access was also to be permitted. Cyclists are banned from cycling through the adjacent Market Place between 10 and 4 (and for a longer duration on Market days), so the new restriction is consistent with established practices. Conflict between pedestrians and cyclists may well be a ‘perceived’ problem. However, the interaction of 20,000 pedestrians with in excess of 200 cyclists</p>

	<p>where shops and services are located, good cycle access is desirable. Where new vehicular restrictions are to be introduced, serious consideration should always be given to retaining cycle access”</p> <p>Also a Traffic Advisory Leaflet (TAL) published by the Department of Transport in 1993, summarised research from the Transport Research Laboratory on cycling in pedestrian areas. It said that:</p> <ul style="list-style-type: none"> • Observation revealed no real factors to justify excluding cyclists from pedestrianised areas, suggesting that cycling could be more widely permitted without detriment to pedestrians. • A wide variety of regulatory and design solutions exist to enable space to be used safely and effectively in pedestrianised areas. • Pedestrians change their behaviour in the presence of motor vehicles, but not in response to cyclists. • Cyclists respond to pedestrian density, modifying their speed, dismounting and taking other avoiding action where necessary. • Collisions between pedestrians and cyclists were very rarely generated in pedestrianised areas (only one pedestrian/cyclist incident in 15 site years) in the locations studied. • Where there are appreciable flows of pedestrians or cyclists, encouragement to cyclists to follow a defined path aids orientation and assists effective movements in the area. At lower flows, both users mingle readily. <p>We do not believe that the current ban is justifiable and that an economic case, based on expenditure in local shops and the market, for the banning of cycles and buses from using this route has been made. We advocate allowing cycles and buses to use this route for a trial period of 6 months to enable a proper comparison to be made. In addition people with disabilities use both buses and cycles to access the town centre. These have</p>	<p>per day (as counted during recent surveys) would lead to a greater level of risk than perhaps encountered in other pedestrian areas which were not formerly used as a through route. In fact, a large number of cyclists are using the pedestrian zone as a through route rather than for shopping, hence the ‘prime destination’ argument presented in the 2008 document is not entirely relevant.</p> <p>The TAL referred to is 23 years old and whilst this may still be a current document, the concept of shared spaces is a more recent development and may not therefore be a true reflection on the interaction between different user groups.</p> <p>The Council has considered disabled access as part of its EHRIA review.</p>
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		been adversely affected and we believe that this amounts to discrimination against them.	
Supporter 12 (Nicky Morgan MP)	No	<p>I am strongly in favour of the Loughborough town centre pedestrianisation being confirmed. The scheme meets the council's original aim of improving air quality for pedestrians and reducing congestion in Loughborough. Allowing buses back through the pedestrianised area would only impact on the Arriva 126/ 127 Southbound service, the Skylink southbound service and the Sprint service from the university campus to the station. All other routes remain unaffected by moving to Options A or B. The huge disadvantage of buses coming back through the newly pedestrianised area is that it would render that space completely unusable for events, activities and performance. It will reintroduce a barrier to free movement across the town centre and one of the most frequent comments I now hear about Loughborough is just how "joined-up" the town centre now feels without the A6 acting as a barrier.</p> <p>I hope the County Council will introduce a common regime which applies to the whole of the Market Place, including the new area. This would enable use of the whole area on market days for special events.</p> <p>I have seen Loughborough town centre becoming more vibrant and successful and in December 2015 we had the lowest town centre vacancy rate since the Loughborough BID was formed in 2011. Loughborough is holding its own against nearby city and town centres but clearly this is an ongoing issue and having stability now for town centre businesses is very important.</p> <p>Attendance at Christmas 2014 events held in the town centre was up (16,000 people attended the Christmas lights switch on which is a 15% increase from 2013) and a number of the town's leading</p>	

		retailers and food and drink outlets have reported increased sales to me. I await the 2015 figures.	
Supporter 13 (Loughborough BID)	Yes	<p>Love Loughborough, the Loughborough Business Improvement District (BID), was established in 2012 following a vote of businesses in the BID area which covers Loughborough Town Centre. The BID represents the 600 businesses in the area. Its purpose is to promote and improve the town centre and to increase footfall and trade to the benefit of businesses and the public alike.</p> <p>Refer to Appendix E for a full commentary from Loughborough BID. In summary:</p> <p>In addition to the evidence suggesting an increase in footfall, increased car park usage and reduction in retail vacancy rates, the pedestrianisation trial has also brought about safety and environmental improvements within the town. The new environment allows pedestrians to move freely between destinations that were previously segregated by the A6.</p>	
Objector 10 (Hathern resident)	No	I am in favour of allowing buses both ways through the pedestrian area. The removal of buses has resulted in a far greater walking distance between the bus stop and Tesco.	This bus service no longer uses the bus stops on Swan Street.
Objector 11 (local resident)	No	There is a need for bus stops to be closer to the town centre, particularly for the mobility impaired. The bus stops at the eastern end of the Market Place provided such a facility, and were much used. For this reason I am totally opposed to the ban on buses through Loughborough town centre. This does not mean that other traffic must also be permitted. I cite the West Bridgford pedestrianisation scheme as an example where cars are banned but buses are permitted.	The Lemyntgon St stop is as close as practicably as possible to the town centre for buses that use this route. These stops are only used by 4 of the towns many services. Under the options for allowing buses through the pedestrianised area, it was always proposed for the bus stop within the Market Place to be removed. West Bridgford is not comparable as it hasn't been pedestrianised (i.e. it retains a separate carriageway and footway) and

			hence pedestrians/vehicles do not share the same space.
Supporter 14 (local resident)	No	Initially, the market seemed quieter but now it seems very busy and new shops have opened in the town. The buses are busy and there is no evidence of decline in patronage. The overall effect that I have noticed is to make visiting Loughborough town centre a much safer and enjoyable experience than hitherto and I am whole-heartedly in favour of it continuing. The only small criticism is that crossing Baxter Gate near its junction with the High Street can be a bit hazardous and would benefit from a controlled crossing (such as a "Pelican" crossing) although this would probably not be needed if the "access only" restriction at the south end of the High Street were to be enforced.	A crossing point is being investigated. The unauthorised use of High Street is also being monitored, as agreed as part of the mitigation works agreed with the two bus operators. Action will be taken as appropriate.
Objector 12 (local resident)	No	Lemyngton Street bus stop is too far away, particularly for disabled and elderly passengers	Lemyntgon St stop is as close as practicably as possible to the town centre for the 4 bus services which choose to operate on this route.
Supporter 15 (Mountsorrel resident)	No	Please do not reopen the bus and car route through the centre of Loughborough. Shopping there is a pleasure now as people are able to move freely from one side to the other without dodging buses and cars, also trying to catch a bus outside the Halifax building society was impossible and dangerous with people trying to pass by as people were trying to get off and on buses! Catching the bus on Lemyngton Street is no problem at all and while getting to the bus stop I have discovered shops I previously didn't know about.	
Objector 13 (Leicester City resident)	Yes	Verbal Representation. Loughborough bus services are poor, particularly during the evening. The Lemyngton Street bus stop is too far from the town centre for some passengers, in particular the elderly and disabled.	The timing of buses is an issue for the bus operators to consider. Lemyntgon St stop is as close as practicably as possible to the town centre for the 4 bus services

		<p>Allowing bus services back through the Market Place would improve bus services and connectivity.</p> <p>The scheme encourages car usage and increased pollution around the town.</p>	<p>which choose to operate on this route.</p> <p>Although car park usage has increased, this could be attributed to a number of factors including an overall increase in visitors to the town centre and a revised charging regime in the Council owned car parks.</p>
<p>Objector 14 (Market Trader)</p>	<p>Yes</p>	<p>Verbal representation.</p> <p>Generally supportive of full pedestrianisation but objection to the loss of the bus stop and the lack of a replacement facility to serve the weekly market, which has reportedly led to a drop in trade. It was argued that the scheme favoured development and regeneration on the northern side of the Market Place/Swan Street at the expense of the area to the south where the weekly market is held. It was argued that a new bus route serving the Wards End area should be considered in order to increase footfall at the market.</p>	<p>Existing bus routes were not under consideration as part of the ETRO and that bus operators could review or add services were it was felt that there was sufficient demand.</p>

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- Key:**
- Denotes parking bay control change over point
 - No waiting at any time & no loading at any time
 - No waiting at any time
 - No waiting Mon-Sat, 8am-6pm
 - On street parking bay (see individual labels for details)
 - Bus stop (See label for specific controls)
 - Pedestrian Zone
Prohibition of all vehicles 10am-4pm
 - Access permitted for loading and cycles, 4pm-10am
 - One way traffic. Arrow denotes direction of permitted flow for all traffic
 - Priority route through traffic signals for buses only
 - Contraflow permitted for cycles. Arrow denotes direction of flow.

Leicestershire County Council

ENVIRONMENT AND TRANSPORT DEPARTMENT

PHIL CROSSLAND
DIRECTOR

TRAFFIC & SAFETY GROUP

TRAFFIC MANAGEMENT

LOUGHBOROUGH INNER RELIEF ROAD (TOWN CENTRE)

EXPERIMENTAL TRAFFIC REGULATION ORDERS

DRAWING NUMBER: TM4145/04

SCALE: NTS

PREPARED BY: M. ALCHER

CHECKED BY: M. PAULYMAN

APPROVED BY: M. PAULYMAN

COUNTY HALL, GLENFIELD, LEICESTER, LE15 9RL

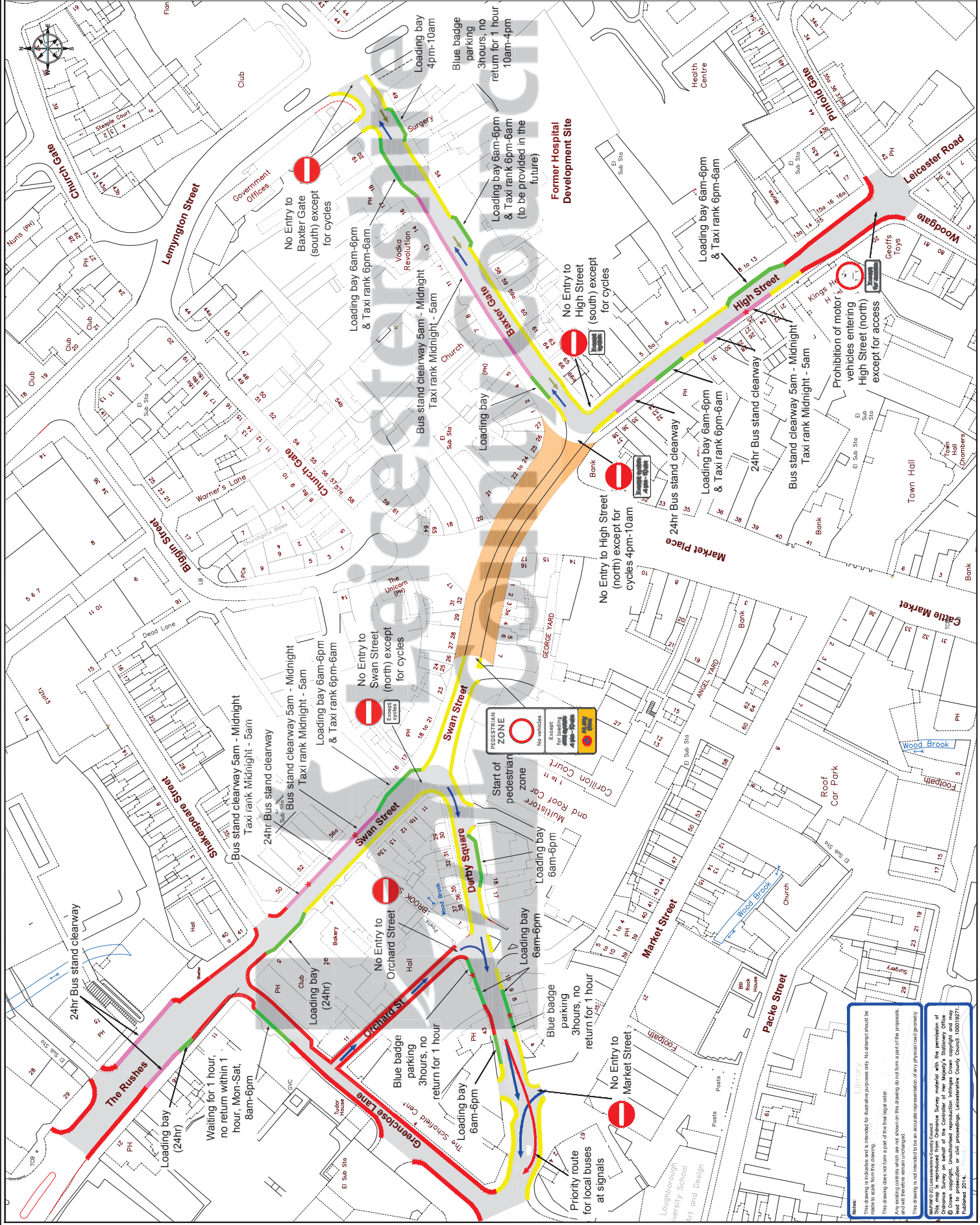
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Tel: 01533 050101

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Notes:

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This drawing is not intended to be an accurate representation of any physical road geometry.

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LEICESTERSHIRE COUNTY COUNCIL

TRAFFIC REGULATION ORDERS SUMMARY PROOF OF EVIDENCE

The Leicestershire County Council (Various Roads, Loughborough, Borough of Charnwood) (Imposition of Waiting and Loading Restrictions) Experimental Order
2014

The Leicestershire County Council (Various Roads in Loughborough, Borough of Charnwood) (Various Restrictions of Movement and Contraflow Cycle Lane)
Experimental Order 2014

Public inquiry – 12th January 2016

1.0 Witness details

- 1.1 My name is Aimi Ducker. I am a Senior Engineer within the Design and Delivery section of Leicestershire County Council. I set out my experience and qualifications in my full proof.

2.0 Introduction and Context

- 2.1 Three Experimental Traffic Regulation Orders were implemented on 31st October 2014, allowing parts of Loughborough town centre to become pedestrianised following the completion of an Inner Relief Road.
- 2.2 The construction of the Inner Relief Road and the pedestrianisation of Swan Street and Market Place has been a long term aspiration of Charnwood Borough Council and Leicestershire County Council. At the end of 2011, the Department for Transport allocated £14.76 million to enable the delivery of this scheme. This was intended to bring about health and safety benefits for pedestrians in the town centre, reduced congestion and improved public transport facilities and to remove severance caused by the presence of a principal route through the heart of the town so as to stimulate regeneration of the town centre, leading to economic growth and inward investment.
- 2.3 Initially, consideration was given to allowing buses through the pedestrianised part of the town. However, there was considerable local support for complete pedestrianisation.

3.0 Loughborough Pre-Pedestrianisation

- 3.1 Prior to the pedestrianisation of Swan Street and Market Place, some 12,000 vehicles and 20,000 pedestrians travelled along or across these roads on a daily basis. These roads constituted the A6 and separated the two main shopping districts within the town, and created a hostile, unsafe and unhealthy environment for pedestrians.
- 3.2 A partial Inner Relief Road existed to the east of the town centre but this was unsuitable as an alternative through route.
- 3.3 Although a number of bus routes operated within the town centre, town centre access was dominated by the car. In addition, poor quality waiting facilities and passenger information did little to encourage private car users to switch to public transport.
- 3.4 The lack of adequate footway width also caused overcrowding at the town centre bus stops. Cyclists had limited route options to take and were often in conflict with both the general traffic and pedestrians.
- 3.5 Several pedestrianised spaces existed within the town. In addition two shopping precincts - on either side of the A6 - were fully pedestrianised.

4.0 History of Present Scheme

- 4.1 The completion of the Loughborough Inner Relief Road has been an aspiration since the 1970s, when it first appeared in the Charnwood Local Plan as part of an inner circulatory road. Land for the Inner Relief Road (IRR) was protected in the Borough of Charnwood Local Plan adopted in 2004, and it was identified in the County Council's Local Transport Plan for the period 2006 to 2011.
- 4.2 Consultation carried out in 2005 revealed a strong level of public support for an IRR. Furthermore, the full pedestrianisation of the town centre was

favoured amongst the majority of respondents, albeit with a new bus station located conveniently for the town centre.

- 4.3 A bus station in Loughborough was effectively ruled out at the end of 2005.
- 4.4 The Inner Relief Road was completed in 2014. This meant that it became possible to contemplate pedestrianisation of the town centre.
- 4.5 A round of consultation took place at the end of 2013 (in fact the third such consultation) on three possible options for pedestrianisation and bus access within the town centre – two-way buses, one-way buses and no buses. The majority of respondents, or 57.5%, supported complete pedestrianisation.
- 4.6 Although officers were concerned that complete pedestrianisation might threaten the future of bus services, the Council's Cabinet were willing to accept the risk in light of the potential economic benefits brought about by full pedestrianisation.
- 4.7 The trial of full pedestrianisation came into effect on 31st October 2014.

5.0 Experimental Traffic Regulation Orders

- 5.1 Full pedestrianisation and associated measures are delivered by three experimental Traffic Regulation Orders. One provides for a new bus lane on Ashby Square. A second prohibits all vehicles from proceeding along parts of Swan Street and the Market Place between 10am and 4pm, and allows access for loading and unloading, for cyclists and for servicing outside of these times. This Order also restricts car use of High Street and Baxter Gate, enabling buses to make use of the enhanced bus stop facilities with minimal conflict from general traffic, and also provides a contraflow cycle lane on Baxter Gate. The third experimental Order provides for a series of waiting restrictions and parking places in order to maintain the effective movement of traffic within the town centre whilst providing appropriate parking and loading facilities at convenient locations.

6.0 Performance Criterial and Independent Review

- 6.1 In 2014 a consultant was appointed to review the success of the pedestrianisation, looking specifically at the five key areas of safety, public realm, bus services, the environment and the economy.
- 6.2 The results showed a marked improvement in the public realm and the local environment, in addition to a reduction in traffic accidents on Swan Street and the Market Place. Benefits to the economy were more difficult to quantify and whilst there appears to be an improvement in the retail vacancy rates, there was a feeling amongst some retailers that footfall was lower following the introduction of pedestrianisation. However, there is clear evidence of inward investment in the town, with the current construction of a new Cinema and Restaurant complex on Baxter Gate.
- 6.3 Whilst there has been a significant investment in improved bus stops and facilities for bus passengers, the removal of buses from Swan Street and the Market Place generated a number of negative comments from the bus operators and passengers. The removal of the Swan Street southbound and the Market Place northbound bus stops has resulted in an increased walking distance to some of the town centre shops and facilities for some passengers. The use of the new southbound stop on Lemyngton Street is of particular concern. Likewise, the bus operators claim that the increased journey time arising from the new town centre routes has reduced punctuality.

7.0 Representations and objections

- 7.1 During the 6 month period allowed for objections (31st October 2014 to 1st April 2015), 147 responses were received, with 98 (or 67%) in favour of permanent full pedestrianisation. Support was received from Charnwood

Borough Council and the Loughborough Business Improvement District, in addition to Nicky Morgan MP, County Councillors and a local Residents Association.

- 7.2 48 objections were received, with 31 of these citing problems with the new bus stops being further away from the town centre. Other objectors complained about the impact on bus services and its effect on town centre trade, and the prohibition of cyclists from the pedestrianised area between the hours of 10am and 4pm.

8.0 R9(3) objections

- 8.1 R9(3) objections were received from two bus operators, Kinchbus and Arriva, and HMS Pharmacy, a business on Baxter Gate.
- 8.2 The two bus operators wished to retain one-way access for buses within the pedestrianised streets and objected to full pedestrianisation on the basis that service delivery was suffering as a consequence. There was also a dislike of the Lemyngton Street bus stop.
- 8.3 Following the Council's decision to propose to make permanent orders, negotiations have taken place with the two bus companies. As a result, both companies have now indicated that they wish to withdraw their objections, upon presentation of a package of acceptable mitigation measures for the town.
- 8.4 Unfortunately, no resolution has been achieved with the owner of HMS Pharmacy. However a loading bay has been provided at the front of the pharmacy on Baxter Gate to address the need for daytime loading and unloading facilities.
- 8.5 The Council gave Notice of the Public Inquiry on 25th November 2015. In response, a further 22 representations have been submitted. Of these 13 are

in favour of the permanent continuation of full pedestrianisation and 9 are against.

9.0 Enabling Legislation

- 9.1 The proof explains how the three ETROs achieve objectives authorised by s1 and s122 of the RTRA 1984.
- 9.2 The Council has also considered its duties under the Equalities Act 2010. A complaint was made to the Local Government Ombudsman claiming that the Council had failed to discharge its duties under the Act in relation to the full removal of buses from the town centre. Upon investigation however, the Ombudsman found no fault in the Council's actions.

10.0 Conclusions

- 10.1 Over the years, there has been continued and increased support for the full pedestrianisation of Loughborough Town Centre. The introduction of a trial basis has taken years of hard work and dedication and has been made possible by the availability of government funds.
- 10.2 The trial has led to a significant improvement in the environment of the town centre and has received very widespread support. There is no evidence that any material harm has been caused by full pedestrianisation. The town centre continues to be well served by bus services.
- 10.3 Two r9(3) objections from bus operators have been withdrawn following an offer of proposed mitigation measures.

- 10.4 The one remaining statutory objector, whilst inconvenienced by pedestrianisation of the Market Place, is able to continue loading and unloading immediately outside its business premises.
- 10.5 The independent evaluation of the pedestrianisation trial noted the positive effects of pedestrianisation in terms of the health and safety of pedestrians in the town centre, in addition to significant public realm enhancements. The full measure of these benefits can only be achieved by full pedestrianisation: the reintroduction of buses along Swan Street and Market Place would be detrimental to each of these factors.
- 10.6 The County Council decided to propose that full pedestrianisation be made permanent because it considered that the benefits of full pedestrianisation substantially outweigh the inevitable inconvenience to bus traffic (and to Mr Modi) and cannot be achieved in any other way.
- 10.7 The Council therefore asks the Inspector to recommend that the provisions of the three Experimental Traffic Regulation Orders be made permanent.

Executive Summary

Background

Construction of the Loughborough Inner Relief Road was completed in early March 2014 and this enabled general traffic to be re-routed away from the former A6 which passed through the northern part of Loughborough Market Place.

Whilst most traffic will be permanently barred from using the revised Market Place, in order to determine whether bus services should be allowed continued access, Leicestershire County Council (LCC) consulted on three options regarding future bus operation:

- Option A – Buses allowed through Market Place in both directions.
- Option B – Southbound buses only allowed through Market Place.
- Option C – No buses allowed through Market Place.

LCC considered the results of the consultation on 1st April 2014 and resolved that there should be a trial of Option C (no buses allowed through Market Place).

In the light of the above decision, an Experimental Traffic Regulation Order (ETRO) has been implemented on roads in Loughborough town centre for a period of 18 months. This ETRO stops all traffic (except emergency vehicles) using part of Swan Street between 10am and 4pm. Outside of these hours, access is restricted to vehicles being used for loading / unloading, servicing and cyclists.

Purpose of Report

In order to understand both the benefits and disadvantages of Option C, the County Council commissioned AECOM to:

- Establish a process of evaluating the impact of the Scheme.
- Gain an understanding of the current picture regarding the impact of the Scheme and the resulting pros and cons that the decision (on a trial basis) to prohibit buses from the Market Place has had on all relevant stakeholders.

Methodology

The methodology adopted within this report considers both the process used to arrive at the trial option, and the impacts of the Scheme in terms of:

- Economy;
- Safety;
- Public Transport;
- Environment; and
- Public Realm.

In considering the above, data has been obtained from a variety of stakeholders including local bus operators, LCC, Charnwood Borough Council and the Loughborough Business Improvement District (BID). Several snap-shot surveys have also been undertaken to capture the views of retailers near the scheme, bus users, and those members of the public using the scheme area.

Findings

Process Evaluation

It is clear that the process followed by LCC was appropriate for a Scheme of this nature:

- Officer reports followed established planning & transport policy and the business case submission to the Department for Transport (DfT).
- There is agreement that the consultation provided sufficient opportunity for the public and key stakeholders to make their views known.
- Members enacted their democratic right to seek further public engagement at key decision points, and to ultimately amend the trial option from that recommended by their Officers.

Economy

There is no clear picture with regards to the economic impact of trial Option C; however, analysis shows the following:

- there is no clear trend (up or down) in vacancy rates (this is against a national picture of significant retail growth since 2011). Notwithstanding this, there does appear to have been a recent reduction in vacancy rates within the BID area;
- footfall has been relatively stable since 2013, though now appears to be increasing based on the latest data;
- Car park usage is at its highest level for 5 years.
- The market Federation indicated that 80% of those it polled are now opposed to trial Option C.
- Of retailers, there is a large proportion who now think that the trial option has worsened this area of Loughborough and that the town is quieter than one year ago.
- Conversely, the majority of members of the public who expressed a view said that the town centre is now busier than a year ago.

Safety

This was a key issue for all stakeholders when debating the continued use of Swan Street by buses. Given the decision to run trial Option C, the focus has moved from the collection and analysis of actual data (which would have been collected for both Options A and B) to more generalised findings on the potential safety of Options A and B. For example, it can be seen that:

- There had been collisions on the old A6 involving buses and pedestrians and therefore the baseline test is one in which such incidents were occurring.

- There are other examples in the UK where buses (and trams) are allowed into otherwise pedestrianised areas.
- There is little nationwide evidence on the safety performance of allowing buses into pedestrianised areas (given that this arrangement is uncommon).
- There is a strong public perception that introducing buses into Swan Street would make the area less safe than under the current regime.

Public Transport

Option C centred the trial onto the potential impacts on bus services. From the information obtained from operators and bus users, it can be seen that:

- The impact of the scheme has not been to sever cross-town services (but this may occur in future).
- Patronage has decreased for both Kinchbus and Arriva.
- The percentage of late running services (Arriva) has worsened when compared with 2013.
- Key issues for operators relate to impacts on southbound services.
- Bus stop locations would have altered under all the Options under consideration (A, B & C). However:
 - the key issues for bus users relate to the location of the Lemyngton Street bus stop, and general uncertainty about using the new bus stop locations;
 - differences in distance from the new / former bus stop locations to key services and facilities are marginal (with the exception of the Lemyngton Street stop); and
 - bus stop locations continue to offer good access to key town centre destinations when compared with the location of competing car parks, with the exception of the Lemyngton Street stop).
- Bus users are split on their overall opinion of the scheme, with the scheme scoring highly but with no consensus on new bus stop convenience.
- Bus stop locations continue to offer good access to key town centre destinations when compared with the location of competing car parks, with the exception of the Lemyngton Street stop).

It can therefore be identified that Option A (or B) would be the best option from the perspective of bus operators and bus users.

Environment

Based on the data available, it can be reasonably assumed that:

- The Scheme (Option C) has resulted in an improvement in air quality and the noise environment (in the immediate vicinity of Swan Street).
- There would be little difference in terms of noise when comparing Options A and B.

Public Realm

In terms of the Public Realm, Option C is clearly the better option as:

- Ratings for the Scheme from bus users and general members of the public are high.
- An assessment of the pedestrian environment (using a nationally recognised standard assessment technique) has identified that Option C provides a better PERS benchmarking score than either Options A or B.

Conclusions

Cabinet members considered the results of the consultation (held in 2013) and felt that, on balance, the additional economic benefits arising from the pedestrianisation i.e. a traffic free public space for six hours a day, outweighed the risk in reducing the bus network serving the town centre and disadvantaging bus users.

Based on the evidence collected to date, a conclusive decision cannot be drawn with respect to the efficacy of trial Option C, in comparison with the likely effects of operating Options A or B. There are, however, a number of key points that can be made:

- There is no clear evidence whether the operation of trial Option C has had a positive or negative effect on Loughborough's economy.
- The issue of road safety remains one of conjecture, however, there is a clear public perception of increased risk should either Option A or B be introduced by LCC.
- Option C scores more favourably in terms of environment and public realm factors (when considering the specific setting of Swan Street / Market Place).
- Options A and B score more favourably for bus operators and (some) bus users (who constitute a large group of people accessing the town centre, albeit that the benefits accrue mainly to those currently using the Leymington Street stops, i.e. Option B).

Whilst acknowledging that there has been an impact on bus operators and those bus users that require use of the Leymington Street bus stop, when weighed against the other key findings of the report, the conclusion of this evaluation is that:

- There is no clear evidence to suggest that the current traffic arrangements (Option C) should be altered.

THE LEICESTERSHIRE COUNTY COUNCIL (VARIOUS ROADS, LOUGHBOROUGH,
BOROUGH OF CHARNWOOD) (IMPOSITION OF WAITING AND LOADING RESTRICTIONS)
EXPERIMENTAL ORDER 2014

THE LEICESTERSHIRE COUNTY COUNCIL (VARIOUS ROADS, LOUGHBOROUGH,
BOROUGH OF CHARNWOOD) (VARIOUS RESTRICTIONS OF MOVEMENT AND CONTRA-
FLOW CYCLE LANE) EXPERIMENTAL ORDER 2014

**STATEMENT BY LOVE LOUGHBOROUGH – THE LOUGHBOROUGH BUSINESS
IMPROVEMENT DISTRICT (BID)**

Background

Love Loughborough, the Loughborough Business Improvement District (BID), was established in 2012 following a vote of businesses in the BID area which covers Loughborough Town Centre.

The BID represents the 600 businesses in the area. Its purpose is to promote and improve the town centre and to increase footfall and trade to the benefit of businesses and the public alike.

Ever since the formation of the BID we have played a full part in the consultation process on the Loughborough Transport Scheme, comprising the Inner Relief Road and the improvement works through the town centre. We consistently supported the overall scheme because of the significant benefits we believe it brings to the town centre as a whole in terms of regeneration and economic growth potential.

On the Options put forward for bus movement through the Market Place, we were strong advocates and supporters of Option C – no buses through Market Place. We were therefore very pleased when the County Council backed option C at its Cabinet meeting in April 2014 as the basis for the Experimental Traffic Regulation Order and again in October 2015 when the Cabinet decided to take the steps necessary to make the Order permanent.

It is clear that support for the scheme has grown over the years as people and businesses became more aware of its benefits. In the original consultation in 2006, 56% of respondents supported a bus-free solution. By the 2013 consultation, this figure had risen to 57.5%. In the latest consultation (based on 12 months' experience of the scheme in operation) the number in favour had risen to 67%. People like the scheme and want it made permanent. This is the BID's view too.

The County Council's consultants, Aecom, have identified 6 criteria against which the scheme should be judged – Safety, Ease of Movement, Public Realm, Bus Services, Economy and Environment. We agree with that approach and our comments below address each of those criteria in turn.

Safety

There can be little doubt that Option C, with no buses going through, will be safer than either Options A or B. This is because the presence of bus movements in an otherwise pedestrian area is bound to increase the potential for conflict between pedestrian and bus movements. With no buses, there is certainty, and people are free to move through the Market Place confident that no vehicles will be coming through. We appreciate that cycles and service vehicles are permitted before 10.00

am and after 4.00 pm, but that is the same regime that operates in the rest of the Market Place. People are used to it and these are the quietest times in terms of pedestrian movement.

As the Director of Highways and Transport noted in his report to Cabinet in October 2015 “the removal of buses from the Market Place has eliminated all risk of collision between pedestrians and buses and removal of other traffic except for loading has significantly reduced the risk of collision with other motor vehicles within the most heavily pedestrianised part of the town”.

Ease of Movement

Again, Option C offers the best outcome for pedestrians in terms of ease of movement across and through the Market Place. One of the key benefits from the scheme from the BID’s point of view was to join together the two halves of the town centre, separated for so long by the very heavy traffic on the old A6 which passed right through the Market Place. Option C means that pedestrians are able to move freely through the Market Place at any point they choose. Our footfall counters demonstrate that the most significant increases in footfall have taken place at the bottom of Church Gate and Biggin Street at the Market Street end. The key attractors in terms of footfall are the Rushes Centre east of the old A6 and the Carillon Centre/Market Place west of the old A6. These are now easily and conveniently linked as a result of Option C. We understand that Options A and B would have directed pedestrians to crossing points near the junctions of Biggin Street and Baxter Gate rather than the free movement along desire lines allowed by Option C.

For people with disabilities or with limited mobility, the existence of a traffic free, level, paved pedestrian area offers a much safer and more convenient arena for movement than one with buses going through and raised kerb lines. Movement for those in wheelchairs or on mobility scooters is significantly easier.

For cyclists, the ability to use the Market Place, free from buses, before 10 and after 4 is a significant benefit.

For vehicular movement, all three Options banned general traffic from the Market Place and restricted access in High Street and Baxter Gate.

Public Realm

Again, there can be no doubt that Option C has created a piece of public realm which has hugely enhanced the town centre experience. The new area of pedestrianisation now completes the pedestrianisation of the whole Market Place and enables it to function as a single space. It has created a public space which offers huge potential for events, activities and performance and which is the envy of many other towns. The BID will renew its efforts to persuade the County Council to apply a common regulatory regime to the whole of the Market Place to ensure that it realises its full potential.

We fully endorse the comments of the Director of Highways and Transport on this topic in his report to Cabinet last October:

“The current situation clearly offers the most attractive pedestrian experience when compared to the pre-trial situation and to either of the options that allow buses to proceed

through the Market Place. It shows a marked improvement in all assessment areas, suggesting that the scheme has successfully met all objectives in this area”.

Bus Services

The BID has always made the case that it is important to compare the impact of Option C with the impact of Options A and B rather than with the situation before the Town Centre Scheme. All three Options involved the removal of the bus stop in the Market Place and the stop outside the Halifax Building Society. It was therefore inevitable, under all three Options, that bus stops would be relatively more remote from the centre of the Market Place.

We believe that, for the majority of bus services, the revised routes and stops on High Street, Baxter Gate, Swan Street, Fennel Street and Ashby Square offer equally good accessibility to the town centre for the bus companies and their customers with walking distances comparing favourably with those offered under Options A and B.

We submitted detailed measurements of all bus stop distances from the centre across the three Options and compared them with the pre-scheme situation to demonstrate this point (attached). We did recognise that there is one particular service (the Arriva 126/127 southbound service to Leicester) where the nearest stop to the town centre is significantly further away than it would have been under Options A or B. However, even for this service, the distance from the Lemyngton Street stop to the Market Place is only 275 metres compared with 168 metres for the stop under Options A and B. We do not believe that to be an unacceptable distance. However, in recognition of the potential concerns, we did make several suggestions to the County Council and the bus companies about how bus stops and routes could be revised to improve the situation (attached).

Having said all that, we are very pleased to learn that the bus companies have now withdrawn their objections to the ETRO, presumably in response to modifications agreed with the County Council to routes and/or stops. We hope that the removal of the major objections, coupled with the widespread public support for the trialled option and the County Council’s desire to see it confirmed will persuade the Inspector to recommend the confirmation of the Order.

Economy

From the BID’s point of view, one of the core reasons for supporting Option C is the belief that it offers the best prospects for the promotion and regeneration of Loughborough Town Centre by linking together the two halves of the Town Centre and by creating a first-class public space for the staging of events, activities and performance and for the simple enjoyment of the people of Loughborough.

Of course, it is difficult to demonstrate any precise correlation between town centre performance and whether or not buses run through a short stretch of the Market Place. The macro-economic forces affecting town centres are powerful and the situation in Loughborough needs to be seen in the context of falling footfall nationally and a strong and continuing trend towards on-line shopping. All of the advice to centres like Loughborough is that we have to offer an experience which is unique and different from that available in out of town centres and shopping malls and which gives people a reason for coming into town. The BID believes that a fully pedestrianized Market Place is an essential prerequisite to allow us to create the town centre experience through the imaginative use of a

splendid public space. This would simply not be possible under either options A or B with buses running through the space.

Having said all that, there is compelling evidence that the performance of Loughborough Town Centre is remarkably strong, particularly when compared to the national average, and that improvements have continued since the completion of the road works and the start of the experimental TRO:

Vacant units: The number of vacant units is at its lowest level since the BID was formed. In November 2015 the number of vacant units was 50 or 8.3% compared with a high of over 70 units and a 13% rate. What is also encouraging is that 8 of the current vacant units are being fitted out for occupation.

Car Park Use: Car Park use in the Borough Council's main car parks has been the highest of any of the last 6 years in 8 out of the 12 months following the start of the experiment. Car park use in 2015 was 8.6% higher than in 2014.

Footfall: In Loughborough, footfall in Q1 2015 was -1% compared with the previous year, + 3% in Q2 and +2% in Q3. This compares with a 1.9% fall in UK footfall in 2015. In Christmas week 2015 (21st to 27th December) footfall in Loughborough was + 3.0% compared to 2014 whereas footfall across the UK was - 2.3%

Environment

On this topic we can do no better than to quote the comments of the Director in his report to Cabinet last October:

“Preliminary readings suggest a large improvement in air quality at the monitoring sites on High Street and Baxter Gate. The removal of traffic from the Market Place has reduced the level of noise pollution, particularly during the daytime. It is also reasonable to assume that the reinstatement of traffic along Swan Street would impact negatively on the air quality and level of noise pollution currently experienced in the immediate vicinity”.

Conclusions

We believe that, taking all 6 of the accepted criteria for testing into account, the experimental scheme (Option C) performs better than either of the other two options. In the light of this, the widespread support of the public and the business community and the withdrawal of the major objections to the scheme, we urge the Inspector to support the continuation of the ETRO scheme and to recommend to the County Council that it should be made permanent.

We realise it is not part of the Inspector's remit to look at the overall regulatory regime across the whole Market Place but we request that he asks the County Council to undertake an early review with the aim of having a common regime in place.

Loughborough BID Company Ltd.

January 2016

Nearest bus stops to centre of Town (Old Market Place Bus Stop)

Service	Before	Distance to Market Place	Option A	Distance to Market Place	Difference From Before	Option B	Distance to Market Place	Difference From Before	Option C	Distance to Market Place	Difference From A/B
Kinch 5 Northbound	Market Place	0m	High Street	60m	+ 60m	High Street	60m	+ 60m	High Street	60m	None
Kinch 5 Southbound	Halifax	66m	Swan Street	146m	+ 80m	Swan Street	146m	+ 80m	Swan Street	146m	None
Kinch 11/12 Northbound	Market Place	0m	High Street	60m	+ 60m	High Street	60m	+ 60m	High Street	60m	None
Kinch 11/12 Southbound	Halifax	66m	Swan Street	146m	+ 80m	Swan Street	146m	+ 80m	Swan Street	146m	None
Arriva 126/7 to Leicester	Halifax	66m	Swan Street	168m	+ 102m	Swan Street	168m	+ 102 m	Lemyngton Street	275m	+107m
Arriva 126/7 to Shepshed	High Street	93m	High Street	126m	+ 33m	High Street	126m	+ 33m	High Street	126m	None
Sprint to Station	Halifax	66m	Swan Street	165m	+ 99m	Swan Street	165m	+ 99m	Baxter Gate	258m	+ 93m
Sprint to Campus	Ashby Square	277m	Swan Street	164m	- 113m	Swan Street	164m	- 113m	Swan Street	- 113m	None
Skylink to Leicester	Halifax	70m	Swan Street	190m	+ 120m	Swan Street	190m	+ 120m	Lemyngton Street	268m	+ 78m
Skylink to Airport	High Street	82m	High Street	82m	0	High Street	82m	0	High Street	82m	None

THE LEICESTERSHIRE COUNTY COUNCIL (VARIOUS ROADS, LOUGHBOROUGH, BOROUGH OF CHARNWOOD) (IMPOSITION OF WAITING AND LOADING RESTRICTIONS) EXPERIMENTAL ORDER 2014

THE LEICESTERSHIRE COUNTY COUNCIL (VARIOUS ROADS, LOUGHBOROUGH, BOROUGH OF CHARNWOOD) (VARIOUS RESTRICTIONS OF MOVEMENT AND CONTRA-FLOW CYCLE LANE) EXPERIMENTAL ORDER 2014

SUPPLEMENTARY STATEMENT BY LOVE LOUGHBOROUGH – THE LOUGHBOROUGH BUSINESS IMPROVEMENT DISTRICT (BID)

Background

The County Council appointed Aecom to undertake an evaluation of the ETRO trial. The BID only received Aecom's Final report on 4th January. We would be grateful if the following comments on it by the BID could be taken into account.

Executive Summary

In the executive summary the report says "Of retailers, there is a large proportion who now think that the trial option has worsened this area of Loughborough and that the town is quieter than one year ago".

Looking at the economy section, the findings of the snapshot survey don't appear to justify this as the headline conclusion. In the first place only 25 businesses out of 81 completed the survey. Secondly, the figures in the pie charts say the following:

Support or Oppose? – 40% oppose, 60% supported or neither

Worse or better? – 44% worse, 56% better or no change

Quieter or busier? 48% quieter, 52% busier or just as busy.

The statement that there is a "large proportion" who think the town is worse or quieter is misleading. It gives the impression that the majority of the retailers directly affected are against the scheme. This is not the case. There is an even larger proportion who feel that the town is better or unchanged and who think that the town is busier or just as busy.

Public Transport

In the summary on public transport the report says "It can therefore be identified that Option A (or B) would be the best option from the perspective of bus operators and bus users". We understand the conclusion in terms of the bus operators, but are not convinced that the same can be said of bus users. The bus users were not asked how they rated the three options. They were asked their views on the trial scheme and the impact it had. In that regard they rated the scheme highly (7 out of 10). 66% said that the scheme had improved or substantially improved the situation. 21% thought there had been no change. Only 12% thought it worse. We cannot know what they would have said if Option A or B had been implemented. Bus passengers are pedestrians and shoppers too so their

comments might reflect an overall balance of their experience. The bus stops were relocated in all three options, removing the Swan Street and Market Place stops in each case. The general public was strongly in support of the trial scheme (giving it a score of 8 out of 10). 78% of the general public felt that the town was just as busy or busier than before. Even the bus operators gave the scheme a score of 5 out of 10.

Economy

In the Economy section the report says “It is noted, however, that many of the vacant retail units relate to changes in national shopping chains (such as HMV, Blockbuster etc.) that are unrelated to the performance of Loughborough itself”. That comment is true when the units became vacant but both those examples (the HMV and Blockbuster units) have now been re-occupied. Again, three units in the heart of the Market Place vacated by nationals (Dorothy Perkins, Top Shop and Dolland and Aitcheson) have also been re-occupied. This does make a positive statement about the attractiveness of the town. All the units mentioned have been re-occupied since the completion of the road works.

The report says that “Option A and B score more favourably for bus operators and (some) bus users (who constitute a large group of people accessing the town centre.....)”. Aecom do acknowledge that the surveys may have over-estimated the proportion of bus users. We think they have too. There was a comprehensive survey of the catchment area population by NEMS Market Research in 2013 for Peter Brett and Associates as part of their Retail and Town Centre Study for Charnwood Borough Council. That was based on a telephone survey of 900 residents. That showed that for food shopping 87.3% of journeys are made by car and 2.8% by bus. For clothes and shoe shopping 78.3% of journeys are made by car and 12.7% by bus. The National Travel Survey, England, 2013 says that for shopping 66% of trips are made by car, 21% on foot and only 9% by bus. For commuting, 69% of trips are by car, 9% on foot, 9% by rail and only 7% by bus.

Love Loughborough BID

January 2016

LOUGHBOROUGH TOWN CENTRE ETRO

SUGGESTIONDS FROM LOVE LOUGHBOROUGH BID

1. Control of Traffic through High Street and Baxter Gate

It is quite clear to anybody familiar with Loughborough that the intention of making High Street and Baxter Gate essentially bus only except for access is simply not working. Regular observation confirms that through traffic is using these streets both by traffic continuing straight ahead at the Southfields Road junction or by traffic turning left from Wood Gate into High Street.

We believe that this is partly because local traffic ignores or is unaware of the restrictions but mainly due to the inadequate signage. There needs to be much clearer signage at both the Southfields Road/Leicester Road junction and at the Wood Gate/Leicester Road junction. This should take the form of large, clear signage saying something like "No Entry - Buses only (except for access)". We think this should be reinforced with some design features such as a narrowing of the entrance into High Street and/or a different road surface or colour. Those using parking areas accessed off High Street should have to exit towards Baxter Gate.

The Traffic signals at the Baxter Gate junction with the new road should be set to favour the movement through the junction of buses, possibly with a bus- activated system. Consideration should be given to introducing two lanes to allow easier movement of buses through the junction.

The Loading bays at the bottom of Baxter Gate (near the High Street junction) would work well if properly enforced. Too often they are used by unauthorised vehicle either causing delivery vehicles to use the double yellow lines thus preventing buses from negotiating the turn into Baxter Gate or unauthorised traffic parking on the yellow lines with a similar effect. We realise that enforcement is a matter for the Borough Council bus we urge the County Council, as the Highway Authority, to work with the Borough Council to ensure firm enforcement of these regulations.

2. Control of Traffic through the pedestrianized area

It is also clear to people in Loughborough that there is significant use of the pedestrianized area by unauthorised traffic. It is a very common sight to see Heavy Goods Vehicles and delivery vehicles driving through. Cyclists routinely ignore the controls. It is clear that some through goods vehicles are confused by their sat-nav systems. We urge the County Council to ensure that information on the new road system is fed through to the appropriate agencies so that systems can be updated. However, it is also clear that people are confused by inadequate or unclear signage. Instructions for cyclists are particularly unclear. Some clearly think that "except cyclists" means they are exempt from the controls. Although some improvements have been made at the entrance to the pedestrianized area we believe more could be done through signage, design of entrance features and a different road surface or colour. In particular, we believe the carriageway should be block paved and set at the same level as the rest of the pedestrianized area. We believe that number plate recognition cameras should be installed.

One of the main reasons for our support for full pedestrianisation was the potential to make full use of the area for events, promotions and activities. We want the pedestrianised Market Place to be controlled as a single entity with the same regulatory regime operating throughout the area as it does in the original pedestrianized area on Market Days and major event days. We want to be able, for example, to spread the Market across the new area or to use it for rides, installations, staging or performance and we need a revised TRO to achieve that.

3. Traffic into Pinfold Gate

We believe there is a case for allowing traffic to enter Pinfold Gate from Wood Gate and thereby gain access on to the new road via Aumbery Gap. We believe there is room there for a safe slip road to be created. This would allow traffic from Wood Gate to easily access the new road compared with the current awkward right into Leicester Road then left into the new road. Currently traffic is not doing that but turning left into High Street and on to the new road via Baxter Gate. WE would hope that parking and delivery arrangements could be maintained in Pinfold Gate

4. Signage and Design generally

We believe there needs to be a review of signage throughout the area affected by the ETRO to ensure that there is no confusion. Entrances to the bus only areas need to be designed in a way that makes clear there is no access for through traffic. The entrances at the start of the new pedestrianized areas at both Swan Street and High Street need to be marked with more substantial features and perhaps narrowed down and emphasised with different surface treatments. We hope that the promised pedestrian crossing between Lloyds and Denhams is implemented

5. Operation of Traffic Lights

We think that the operation of all the traffic light sequences needs to be reviewed to ensure the smooth movement of traffic around the town. In particular we would like to see bus-activated operation at key locations such as the top of Baxter Gate and at Ashby Square. There is frequently congestion at the Bridge Street/ Fennel Street junction and also at Bridge Street/Derby Road

6. Southbound Arriva Services

We recognise that the operation of the Arriva southbound services has been affected by the location of the new bus stop at Lemyngton Street. In fact, this stop is only about 270 metres from the bottom of the Market Place – and only about 125 metres further away than the stops on High Street would have been if Options A or B had been implemented. However, we recognise that there is an issue of perception and a feeling from some that the stop is disconnected from the town centre. We think there are several options to address this:

- a. Currently, the southbound Arriva service uses Regent Street and Derby Road before turning into Bridge Street. This means negotiating awkward junction movements at each end of Regent Street where there are no traffic signal controls. This allows them to use the stop at Tanvic Tyres, but this stop, too, is awkward for the Town Centre. We suggest that the service should use Broad Street instead of Regent Street. Access into Broad Street is easier and access out is traffic light controlled. This route is actually nearly 100 metres shorter than the Regent Street route. It would require new bus stops but we

suggest that a stop could be created on Broad Street near the Sainsbury's exit (some changes to parking would be required and possibly to the carriageway) or on Bridge Street outside the Travelodge where a bus lay by could easily be created.

- b. Another option would be for the service to run down Ashby Road and then turn left into Greenclose Lane, left into The Rushes and then right into Bridge Street (the light sequence there may need to be adjusted). This would allow the service to use the existing bus stops at Greenclose Lane outside Sainsbury's or on The Rushes near the Thai Grand. Both of those are more convenient for the Town Centre than the Tanvic Tyres stop.
- c. A third option involves inserting a loop into the route by turning right into Leicester Road from the new road and then via High Street and Baxter Gate back to the new road. This would add about 800 metres to the route but on a 35 km route we don't think this is a big issue. It would allow the service to use the High Street and Baxter Gate stops which would be much more convenient for bus users.
- d. Other options might include using the same route currently used by the Kinch cross-town service i.e. via The Rushes, Ashby Square, Frederick Street and Browns Lane and rejoin the A6 at Wood Gate. A more radical re-route would be via Epinal Way (where the College and University could be served by a new stop) and then Forest Road, Wood Gate, High Street and Baxter Gate which would allow the stops on those streets to be used. Again, this option would only add about 800 metres to the route.
- e. Several People have suggested that Baxter Gate and High Street could become two-way for buses only. We recognise there are some technical issues with carriageway width and turning circles at the High Street/Baxter Gate junction but we think the feasibility of this should be investigated.

7. Northbound Arriva Services

We understand from Arriva that they find that the route through the Bridge Street junction into Derby Road and then into Regent Street is often congested and affects the reliability of the service. Also, turning out of Regent Street into Ashby Road can be very difficult.

We think there is a solution to this which will be much better for the service in terms of efficiency and also allow more convenient pick up and drop off points for bus users. We suggest that the service turns left from Bridge Street into The Rushes and joins the Ashby Road via Derby Square and Ashby Square. This would be much more efficient and allows a choice of bus stops to be brought into consideration – stops outside the Rushes Centre, stops at Wilko or stops in Ashby Square outside the Griffin. This route is less than 250 metres longer than the current route used by Arriva, but much more efficient and customer friendly in our view

8. Funding of Changes

We appreciate that there will be costs associated with some of our suggestions above. However, we were assured by Pete Price (then Assistant Director Highways and Transport) that there were sufficient funds available and unspent from the Department of Transport funds for the whole Town Centre Improvement scheme which would be ear-marked for any required adjustments or modifications to the final scheme. We would be grateful for an assurance that this is still the case.

Love Loughborough, November 2015

With regards the Loughborough town centre transport scheme, i wish to make representation regarding the restrictions.

My business is the retail pharmacy at HMS Pharmacy, 4 Baxter Gate,
Loughborough, LE11
1TG

I usually park my car at the back of the premises with the entrance being the ally-way on the side of MacDonalds. I do medical deliveries to patients homes throughout the day so need access in the restricted part of the scheme throughout the day as I load my car from the back. I have tried loading from the front of the shop but being the pharmacist I often get stopped by patients and so have had on several occasions been issued with a parking ticket.

Apart from myself my neighbours are take-away businesses and are also delivering throughout the day so they need access. Their names are listed at the end of this email. Saturdays is a particular problem when I finish at 1-2pm and need to come from the parking into the main pedestrian area either to turn left onto Baxter Gate or right towards Ashby Square.

The following businesses are affected and need exemption

HMS Pharamacy
Maxin Chicken
Doner Master
Burtons

Kind Regards

HMS Pharamcy

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Appendix G

**Equalities and Human Rights Impact
Assessment**

**LOUGHBOROUGH TOWN CENTRE
PEDESTRIANISATION TRIAL –
FEEDBACK FROM CONSULTATION**

Environment and Transport Department

September 2015

Equality & Human Rights Impact Assessment (EHRIA)

This Equality and Human Rights Impact Assessment (EHRIA) will enable you to assess the **new, proposed or significantly changed** policy/ practice/ procedure/ function/ service** for equality and human rights implications.

Undertaking this assessment will help you to identify whether or not this policy/ practice/ procedure/ function/ service** may have an adverse impact on a particular community or group of people. It will ultimately ensure that as an Authority we do not discriminate and we are able to promote equality, diversity and human rights.

Before completing this form please refer to the EHRIA [guidance](#), for further information about undertaking and completing the assessment. For further advice and guidance, please contact your [Departmental Equalities Group](#) or equality@leics.gov.uk

***Please note: The term 'policy' will be used throughout this assessment as shorthand for policy, practice, procedure, function or service.*

Key Details	
Name of policy being assessed:	LOUGHBOROUGH PEDESTRIANISATION TRIAL – FEEDBACK FROM CONSULTATION
Department and section:	Environment and Transport – Traffic Management
Name of lead officer/ job title and others completing this assessment:	Aimi Ducker – Senior Engineer, Traffic Management
Contact telephone numbers:	0116 3057943
Name of officer/s responsible for implementing this policy:	n/a.
Date EHRIA assessment started:	12/08/15
Date EHRIA assessment completed:	10/09/15

Section 1: Defining the policy

Section 1: Defining the policy

You should begin this assessment by defining and outlining the scope of this policy. You should consider the impact or likely impact of the policy in relation to all areas of equality, diversity and human rights, as outlined in Leicestershire County Council's Equality Strategy.

1	<p>What is new or changed in this policy? <i>What has changed and why?</i></p> <p>This EHRIA relates to the pedestrian trial that is currently being carried out in Loughborough town centre, which forms the latter part of the Loughborough Town Centre Transport Scheme.</p> <p>The scheme saw the completion of the Loughborough Inner Relief Road (LIRR) in 2014, and the rerouting of through-traffic away from the town centre. The removal of traffic from Swan Street and Market Place presented an opportunity to pedestrianise the town centre, and to consider whether local buses should be allowed access.</p> <p>Following a consultation in 2005/06, the pedestrian zone was originally designed to allow access for buses in one direction only. However, the Cabinet on 6 March 2013 agreed to a further consultation on allowing buses through a pedestrianised market place. This led to three options being drawn up: <i>option A) two-way bus access; option B) one-way bus access; and option C) no buses.</i></p> <p>The professional officer opinion was to pursue option A (two-way buses). However, the consensus amongst local elected representatives and local businesses, but excluding bus operators, was a preference for option C (no buses) and on 1st April 2014, the Cabinet approved a pedestrianisation trial based on option C.</p> <p>An Experimental Traffic Regulation Order (ETRO) was processed, enabling the pedestrianisation trial to run from 31st October 2014 for a maximum of 18 months. Any objections made within the first six months of the trial would be considered, along with any general comments received during the trial period. Additional evidence gathered during the trial would also be analysed in order to determine whether the pedestrianisation trial should be made permanent.</p> <p>The pedestrianisation of Market Place/Swan Street and the pedestrianisation trial includes the following features:</p> <ol style="list-style-type: none"> a) No buses travelling on Swan Street / Market Place; b) Full pedestrianisation of Market Place and the southern section of Swan Street between the hours of 10:00am and 4:00pm; c) Restricted vehicular access on Market Place and the southern section of Swan Street between the hours of 4:00pm and 10:00am, with access for cyclists, service vehicles and deliveries only. Emergency vehicles
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	<p>have access at all times;</p> <ul style="list-style-type: none"> d) Prohibiting all vehicles from travelling northbound along Swan Street and Market Place (except cyclists, who are allowed to proceed northbound after 4pm and before 10am only); e) New bus stops on High Street, The Rushes, Fennel Street and Lemyngton Street to accommodate the rerouting of local buses around the town centre; f) Improvements and more spacious, high quality bus shelters at bus stops on High Street/Baxter Gate and The Rushes/Derby Square, including improved timetable/route information and clear signing with level boarding to help all passengers. <p>This scheme was regarded by the Leicester and Leicestershire Economic Partnership (LLEP) as a key initiative to unlock the economic growth potential of Loughborough town centre and surrounding communities. It also contributes to the proposed transport Improvements outlined for Loughborough under the County Councils third Local Transport Plan (LTP3).</p>
2	<p>Does this relate to any other policy within your department, the Council or with other partner organisations? <i>If yes, please reference the relevant policy or EHRIA. If unknown, further investigation may be required.</i></p> <p>Refer to previous Equality Questionnaire (31st March 2009, updated 8th February 2013) prepared for the Loughborough Town Centre Transport Scheme.</p> <p>The Loughborough Town Centre Improvement Scheme is listed in the second LTP3 Implementation Plan 2014-2017. The transport improvements contribute to all of the LTP3 priorities.</p> <p>Reference should also be made to the Equalities Impact Assessment (March 2011) and the Human Rights Act Assessment (July 2013) for LTP3.</p>
3	<p>Who are the people/ groups (target groups) affected and what is the intended change or outcome for them?</p> <p>All users of the highway are affected by the pedestrian trial and related pedestrianisation of Swan Street / Market Place.</p> <p>The removal of traffic from Swan Street and Market Place between the hours of 10am and 4pm has created a safe and attractive environment for people shopping, working and living in the town centre. This is a benefit to all footway users, but in particular the young, aged, and those with mobility issues. It eliminates all potential conflict with vehicles and will reduce the number of accidents in the town centre. Outside of these hours, the road layout will ensure that any essential traffic proceeds through the pedestrian area at a reduced speed. Again, this will benefit those on foot, particularly the young, elderly and those with mobility issues.</p> <p>The significant reduction in vehicle flows through the town centre has also eliminated most traffic noise and exhaust emissions, particularly during those hours of peak pedestrian activity. Health benefits will be experienced by those</p>

	<p>visiting or working in the town centre.</p> <p>Removing all traffic from the middle of the pedestrian zone encourages community cohesion, allowing pedestrians to move more freely between the two sides of the town centre. Furthermore, the absence of any traffic affords greater opportunity to utilise the area for social events.</p> <p>It is recognised that the removal of the bus stops from Swan Street and Market Place may result in a slightly greater walking distance into the town centre for some passengers. This is particularly pertinent for the elderly or those with mobility impairments. Consequently, replacement bus stops have been provided as near as practicably possible to the market place in order to minimise the extra walking distance. An analysis of walking distances has been undertaken and, with the exception of the Lemyngton Street stops, there is little difference in the walking distance between the old / new bus stops and the main facilities within the town centre.</p> <p>The removal of a busy road and all associated traffic from the heart of Loughborough has provided a far better environment for those approaching on foot. Pedestrian routes from the new/refurbished bus stops on The Rushes and High Street into the town centre are now completely traffic-free and therefore safer, healthier and much more pleasant than before. Likewise, footways are much wider and there is no change in level between the footway and carriageway. The pedestrian route from the new bus stops on Lemyngton Street into the Market Place utilises a new pelican crossing before passing through two existing traffic-free streets (Churchgate and Biggin Street lower).</p> <p>All new bus stops have been designed to a very high standard and are furnished with covered seating and new passenger information. Furthermore, all new bus stops have been designed to facilitate level boarding.</p> <p>Town centre routes have not been severed as part of the trial and therefore there has been no economic impact on bus passengers as a whole.</p> <p>The Loughborough Town Centre Transport Scheme is expected to facilitate the economic regeneration of the town. However, some businesses located in the pedestrianised area may have to modify their servicing and/or loading behaviour in light of the restricted access arrangements that accompany the Pedestrian trial. The window of opportunity for loading activity has been reduced by 2.5 hours per day. However, the restrictions implemented during the pedestrian trial allow for loading during the morning and evening peak, just before many businesses open/close. This was not permitted before the trial was implemented and is an improvement for the businesses.</p>		
<p>4</p>	<p>Will this policy meet the Equality Act 2010 requirements to have due regard to the need to meet any of the following aspects? (Please tick and explain how)</p>		
<p>Eliminate unlawful discrimination, harassment and victimisation</p>	<p>Yes</p>	<p>No</p>	<p>How?</p>

Advance equality of opportunity between different groups	Yes		Improvements to walking The proposals will provide improved facilities for people with visual impairments.
Foster good relations between different groups		No	

Section 2: Equality and Human Rights Impact Assessment (EHRIA) Screening

Section 2: Equality and Human Rights Impact Assessment Screening

The purpose of this section of the assessment is to help you decide if a full EHRIA is required.

If you have already identified that a full EHRIA is needed for this policy/ practice/ procedure/ function/ service, either via service planning processes or other means, then please go straight to [Section 3](#) on Page 7 of this document.

Section 2

A: Research and Consultation

5.	Have the target groups been consulted about the following?	Yes	No*
	a) their current needs and aspirations and what is important to them;	Yes	
	b) any potential impact of this change on them (positive and negative, intended and unintended);	Yes	
	c) potential barriers they may face	Yes	
6.	If the target groups have not been consulted directly, have representatives been consulted or research explored (e.g. Equality Mapping)?	n/a	
7.	Have other stakeholder groups/ secondary groups (e.g. carers of service users) been explored in terms of potential unintended impacts?	Yes	
8.	*If you answered 'no' to the question above, please use the space below to outline what consultation you are planning to undertake, or why you do not consider it to be necessary.		

Other Information:

The proposals have been designed taking account of current national guidance.

Pre-scheme notification letters were hand delivered to 222 properties within the scheme area some 4 months before the Trial came into effect, allowing potential issues to be identified and mitigation measures to be put into place prior to scheme implementation. Copies were also sent to key stakeholders for information and dissemination.

All frontages and key stakeholders received a further consultation letter prior to the trial coming into effect at the end of October 2014. Issues were raised during the 6 month consultation and have been considered or mitigated as part of finalising the scheme.

Additional stakeholder and service user surveys have also been commissioned in order to assess the wider implications of the scheme. These surveys directly targeted bus passengers, shoppers and local businesses.

In addition, views were sought from John Storer Charnwood of Loughborough, who support individuals, groups and organisations involved in community action, including running a community transport service.

Details of the Pedestrianisation trial were posted in the Loughborough Echo on 24th October 2014, and all relevant scheme documents will remain available for public inspection on the Council's website, at the Council Officers, and at the offices of Charnwood Borough Council. These documents will be available for inspection for the duration of the trial.

The consultation did not show an overwhelming negative response from those respondents who identified themselves as having a long term illness or disability. Indeed of 231 respondents in that category, 106 supported Option C and 107 supported Option A.

At an early stage of the consultation, a challenge to the way the County Council had handled the decision-making process was taken to the Local Government Ombudsman.

The Ombudsman reported:

- *I am satisfied that the Council's decision makers had sufficient information before them about the likely impact on disabled people when deciding whether or not to bar bus access to Market Place. The Council's consultation took proactive steps to seek the view of disabled people, and incorporated the responses it received into the officer's report which was presented to the scrutiny committee and cabinet.*
- *I am also satisfied the Council took account of its public sector equality duty by undertaking an equalities questionnaire to establish whether or not a full equality impact assessment was necessary.*

In her conclusion, the Ombudsman reported that

- *I am satisfied the Council has demonstrated it had due regard for its duties*

	<p><i>under the Equality Act needing to conduct an equality impact assessment. Its consultation actively sought the views of disabled people, and the responses it received were detailed in the officer's report in some detail. Further attention was given to the matter through the equalities questionnaire, and the final decision was taken by decision makers who are trained in their duties under the Equality Act.</i></p> <ul style="list-style-type: none"> <i>I have found no fault in the Council's actions</i>
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Section 2			
B: Monitoring Impact			
9.	Are there systems set up to:	Yes	No
	a) monitor impact (positive and negative, intended and unintended) for different groups;	Yes	
	b) enable open feedback and suggestions from different communities	Yes	
Note: If no to Question 9, you will need to ensure that monitoring systems are established to check for impact on the protected characteristics.			
Section 2			
C: Potential Impact			
10.	Use the table below to specify if any individuals or community groups who identify with any of the ' protected characteristics ' may <u>potentially</u> be affected by this policy and describe any positive and negative impacts, including any barriers.		
		Yes	No
	Age	Yes	
			Comments
			<p>The Scheme will remove conflict between pedestrians and motor vehicles during the day, and significantly reduce the level of conflict in the evening when access to the pedestrian zone is restricted to a limited number of vehicles. This is of benefit to all pedestrians, but to particularly to vulnerable road users including those with mobility issues. Wider footways, removal of full height kerbs and improved bus stop facilities will assist pedestrian mobility.</p> <p>Bus stops have been removed from the Market Place, which</p>

			<p>may be less convenient for passengers who previously boarded and alighted here. Although the replacement stops on The Rushes and High Street have very little impact on the overall walking distance to key facilities within the town, the new stop on Lemyngton Street is further from the Market Place. In order to assist passengers using this stop, premium bus shelters with seating, passenger information and level boarding facilities have been provided. Suitable crossing facilities have been provided along the walking route, the majority of which utilises an existing pedestrianised space which is more conducive to pedestrian mobility.</p>	
	Disability	Yes	<p>Footway widening, kerb removal within pedestrian zone and new pedestrian crossing facility - as above.</p> <p>Bus stop has been removed from the Market Place but replaced with fully accessible facilities.</p>	
	Gender Reassignment		No	
	Marriage and Civil Partnership		No	
	Pregnancy and Maternity		No	
	Race		No	
	Religion or Belief		No	
	Sex		No	
	Sexual Orientation		No	
	Other groups e.g. rural isolation, deprivation, health inequality, carers, asylum seeker and refugee communities, looked after children, deprived or		Yes	<p>Reductions in noise pollution and vehicle emissions leading to potential health benefits to local communities.</p>

	disadvantaged communities			
	Community Cohesion		No	
11.	<p>Are the human rights of individuals <u>potentially</u> affected by this proposal? Could there be an impact on human rights for any of the protected characteristics? (Please tick)</p> <p>Explain why you consider that any particular <u>article in the Human Rights Act</u> may apply to your policy/ practice/ function or procedure and how the human rights of individuals are likely to be affected below: [NB. Include positive and negative impacts as well as barriers in benefiting from the above proposal]</p>			
		Yes	No	Comments
Part 1: The Convention- Rights and Freedoms				
	Article 2: Right to life		No	
	Article 3: Right not to be tortured or treated in an inhuman or degrading way		No	
	Article 4: Right not to be subjected to slavery/ forced labour		No	
	Article 5: Right to liberty and security		No	
	Article 6: Right to a fair trial		No	
	Article 7: No punishment without law		No	
	Article 8: Right to respect for private and family life		No	
	Article 9: Right to freedom of thought, conscience and religion		No	
	Article 10: Right to freedom of expression		No	
	Article 11: Right to freedom of assembly and association		No	
	Article 12: Right to marry		No	
	Article 14: Right not to be discriminated against		No	
Part 2: The First Protocol				
	Article 1: Protection of property/ peaceful enjoyment		No	
	Article 2: Right to education		No	

	Article 3: Right to free elections		No	
Section 2				
D: Decision				
12.	Is there evidence or any other reason to suggest that:	Yes	No	Unknown
	a) this policy could have a different affect or adverse impact on any section of the community;		No – taking account of the proposals being developed with reference to current national guidance, and the proposed mitigation identified above.	
	b) any section of the community may face barriers in benefiting from the proposal		No	
13.	Based on the answers to the questions above, what is the likely impact of this policy			
	No Impact <input type="checkbox"/>	Positive Impact <input checked="" type="checkbox"/>	Neutral Impact <input type="checkbox"/>	Negative Impact or Impact Unknown <input type="checkbox"/>
Note: If the decision is 'Negative Impact' or 'Impact Not Known' an EHRIA Report is required.				
14.	Is an EHRIA report required?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>	

Section 2: Completion of EHRIA Screening

Upon completion of the screening section of this assessment, you should have identified whether an EHRIA Report is required for further investigation of the impacts of this policy.

Option 1: If you identified that an EHRIA Report is required, continue to [Section 3](#) on Page 7 of this document to complete.

Option 2: If there are no equality, diversity or human rights impacts identified and an EHRIA report is not required, continue to [Section 4](#) on Page 14 of this document to complete.

Section 4: Sign off and scrutiny

Upon completion, the Lead Officer completing this assessment is required to sign the document in the section below.

It is required that this Equality and Human Rights Impact Assessment (EHRIA) is scrutinised by your [Departmental Equalities Group](#) and signed off by the Chair of the Group.

Once scrutiny and sign off has taken place, a depersonalised version of this EHRIA should be published on Leicestershire County Council's website. Please send a copy of this form to louisa.jordan@leics.gov.uk, Members Secretariat, in the Chief Executive's department for publishing.

Section 4

A: Sign Off and Scrutiny

Confirm, as appropriate, which elements of the EHRIA have been completed and are required for sign off and scrutiny.

Equality and Human Rights Assessment Screening

Equality and Human Rights Assessment Report

1st Authorised Signature (EHRIA Lead Officer): Aimi Ducker

Date: 10/09/2015

2nd Authorised Signature (DEG Chair)

**CABINET – 1ST MARCH 2016****LEICESTERSHIRE AND RUTLAND LOCAL SAFEGUARDING CHILDREN
BOARD AND SAFEGUARDING ADULT BOARD BUSINESS PLANS
2016/17****REPORT OF THE INDEPENDENT CHAIR OF THE LEICESTERSHIRE AND
RUTLAND LOCAL SAFEGUARDING CHILDREN BOARD (LRLSCB) AND
SAFEGUARDING ADULT BOARD (LRSAB)****PART A****Purpose of the Report**

1. The purpose of this report is to set out the draft proposed Business Plans for the LRLSCB and LRSAB for the year 2016/17. These are for consultation and comment by the Cabinet. This also provides an opportunity for the Cabinet to reflect on whether the reports identify matters that it, as the Executive for the County Council, wish to address in relation to the effectiveness of safeguarding within the work of the Authority.

Recommendations

2. It is recommended that the Cabinet comments on the proposed Business Plans 2016/17 for the LRLSCB and LRSAB, particularly in relation to the business of the County Council in 2016/17.

Reasons for Recommendations

3. It has been considered good practice in Leicestershire to submit both the Annual Reports and Business Plans to the Cabinet and to the Overview and Scrutiny Committees for the LRSAB as well as the LRLSCB.
4. This report enables the Cabinet to comment on the draft Business Plans and to consider whether they identify matters that it wishes to address in relation to the effectiveness of safeguarding within the work of the Authority.
5. The Annual Report of the LRLSCB and LRSAB was considered by the Cabinet on 11th September 2015 and emerging priorities for the new Business Plan for 2016/17 were discussed at that meeting. The views expressed by the Cabinet at that stage were fed into the formative process for the Plan and are reflected in the final versions of the Plans which are attached as Appendices 1, 2 and 3.

Timetable for Decisions (including Scrutiny)

6. The LRLSCB and LRSAB Business Plans will be the subject of wide-ranging consultation between January and March 2016 across the partnership of stakeholders that form the two Boards.

7. The LRLSCB Business Plan was considered by the Children and Families Overview and Scrutiny Committee on 18th January 2016. The LRSAB Business Plan was considered by the Adults and Communities Overview and Scrutiny Committee on 19th January. Both Committees also received the LRLSCB/LRSAB Joint Business Plan. All three Business Plans will also be considered by the Health and Wellbeing Board on 10th March 2016.
8. Any proposed additions or amendments to the Plans made by the Cabinet and other parties to the consultation will be reported to the Boards on 15th April 2016.

Policy Framework and Previous Decisions

9. The LRLSCB and LRSAB are statutory bodies. Local authorities have a duty to ensure that the Boards are enabled to operate effectively. It is a requirement of Working Together 2015 (Government guidance on inter-agency working on children's safeguarding) to submit the Annual Reports to the Leader of the Council, and it has been deemed good practice to consult on the Business Plans since these form the core of the annual reporting process. In addition we have always included the full Cabinet in this reporting.
10. The Annual Report of the LRLSCB and LRSAB was last reported to the Cabinet in September 2015.

Resources Implications

11. Both the LRLSCB and LRSAB operate with a budget to which partner agencies contribute under an agreed formula that reflects their size, operating budgets and legal safeguarding responsibilities.
12. The total budget within which the Boards operate is £486,140. The LRLSCB has a budget of £343,030 and the LRSAB a budget of £102,610. In addition the Boards receive £40,500 from the community safety partnerships to support the undertaking of Domestic Homicide Reviews. Leicestershire County Council contributes £123,390 to the LRLSCB and £52,830 to the LRSAB. In addition the County Council hosts the Safeguarding Business Office and supports the Board and Executive meetings.

Circulation under the Local Issues Alert Procedure

13. None.

Officers to Contact

Paul Burnett, Independent Chair, LRLSCB and LRSAB
Safeguarding Business Office, Leicestershire County Council
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Jon Wilson, Director of Adults and Communities
Adults and Communities Department
Tel: 0116 305 7454 Email: jon.wilson@leics.gov.uk

PART B**Background****Statutory Framework**

- 14 The LRLSCB is a statutory body established as a result of Section 13 of the Children Act 2004 and currently operates under statutory guidance issued in Working Together 2015. Whilst there is no statutory requirement to report the annual business plan to scrutiny it has been considered best practice in the past so to do.
- 15 The LRSAB became a statutory body on 1st April 2015 as result of the Care Act 2014. The Act requires that it must lead adult safeguarding arrangements across its locality and oversee and coordinate the effectiveness of the safeguarding work of its member and partner agencies. It requires the LRSAB to develop and actively promote a culture with its members, partners and the local community that recognises the values and principles contained in 'Making Safeguarding Personal'. It should also concern itself with a range of issues which can contribute to the wellbeing of its community and the prevention of abuse and neglect, such as:
- the safety of people who use services in local health settings, including mental health
 - the safety of adults with care and support needs living in social housing
 - effective interventions with adults who self-neglect, for whatever reason
 - the quality of local care and support services
 - the effectiveness of prisons in safeguarding offenders
 - making connections between adult safeguarding and domestic abuse.

These points have been addressed in drawing up our Business Plan for 2016/17.

- 16 SABs have three core duties. They must:
- develop and publish a strategic plan setting out how they will meet their objectives and how their member and partner agencies will contribute;
 - publish an annual report detailing how effective their work has been
 - commission safeguarding adults reviews (SARs) for any cases which meet the criteria for these.

It is the first of these duties to which the Business Plan relates since this plan essentially outlines our strategy for improvement.

Formulation of the Business Plans for 2016/17

- 17 As in 2015/16 the LRLSCB and LRSAB have formulated individual business plans supplemented by a joint plan that addresses priorities they will share. This is intended to secure a balance between achieving a strong focus on both children's and adult safeguarding issues and recognising that some safeguarding matters require approaches that cross-cut children and adult services and focus on whole family issues.
- 18 The future improvement priorities identified in the Annual Reports for 2014/15 have been built into the Business Plans for 2016/17. In addition to issues arising from the

Annual Report the new Business Plans' priorities have been identified against a range of national and local drivers including:

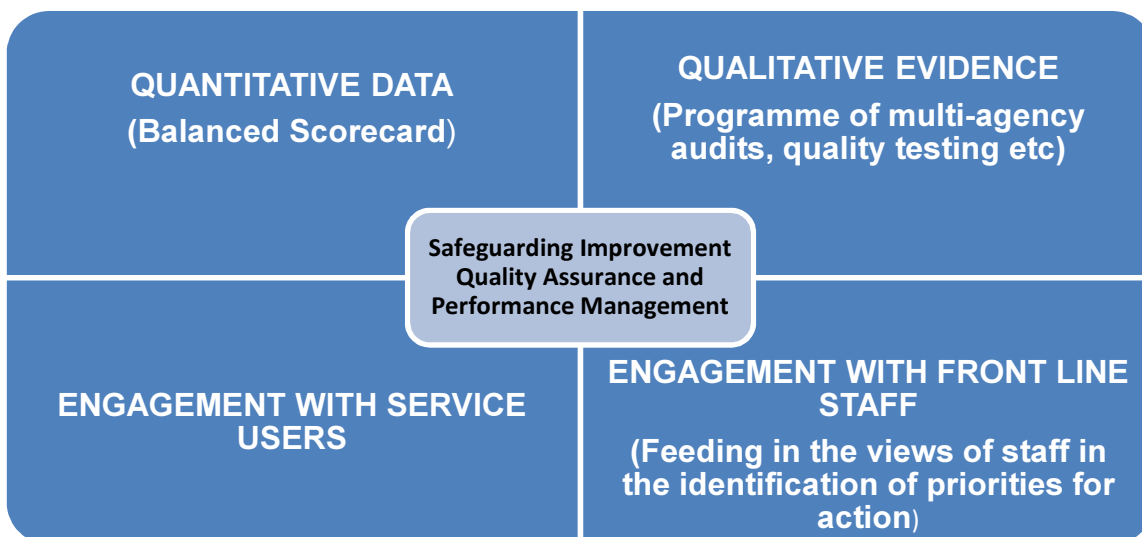
- national safeguarding policy initiatives and drivers;
- recommendations from regulatory inspections across partner agencies;
- the outcomes of serious case reviews, serious incident learning processes, domestic homicide reviews and other review processes both national and local;
- evaluation of the business plans for 2015/16 including analysis of impact afforded by our quality assurance and performance management framework;
- best practice reports issued at both national and local levels;
- the views expressed by both service users and front-line staff through the Boards' engagement and participation arrangements.

19. The new Business Plans have been informed by discussions that have taken place in a number of forums since the autumn of 2015. These include:
- a. the annual Safeguarding Summit of chief officers from partner agencies held on 13th November 2015
 - b. meetings of the Scrutiny Panels in both Leicestershire and Rutland at which both the LRLSCB and LRSAB Annual Reports 2014/15 and future priorities for action have been debated;
 - c. meetings of the Leicestershire and Rutland Health and Well-Being Boards at which both the LRLSCB and LRSAB Annual Reports 2014/15 and future priorities for action have been debated;
 - d. discussions within individual agencies.
20. Business Plan priorities were debated at the Children and Families Scrutiny Committee and the Adults and Communities Overview and Scrutiny Committee in September 2015 and the issues raised have been incorporated into the draft Business Plans which, as stated, were also considered by the Committees in January 2016.
21. The proposed strategic priorities, priority actions and key outcome indicators set out in the new Business Plans were formulated through the annual development session of the two Safeguarding Boards held on 25th November 2015.

Business Plans 2016/17

22. We have adopted a new approach to our business planning this year moving away from the five strategic priorities that have been in place for the last three years and focusing on areas that we have identified as priorities for development and improvement. At the Development Day the Boards identified areas in which we had reached good levels of performance and agreed that these would not be included in the Business Plans but rather monitored through a core quality assurance and performance management framework to ensure performance remained at levels judged to be good or better. By focusing the Business Plans on areas identified for improvement we also hope better to target work on a reduced number of priorities in recognition of the need to be SMART (Specific, Measurable, Assignable, Realistic, and Time-related) at a time of increasing pressures on capacity.

23. The specific priorities that have arisen for the LRLSCB are:
- Early Help
 - Evidencing the impact of the threshold protocol and outcomes from our learning and improvement framework (including Serious Case Reviews and Domestic Homicide Reviews)
 - Signs of Safety [approach to child protection casework]
 - Child Sexual Exploitation (CSE)
 - Neglect
24. The priorities that have arisen for the Joint part of the Business Plans are:
- Domestic Abuse
 - Reducing safeguarding risk arising from mental health issues – including monitoring of the implementation of the Mental Capacity Act and Deprivation of Liberty Safeguards (DoLS) and its application to 16-18 year olds
 - PREVENT [DfE advice on preventing children and young people from being drawn into terrorism]
25. The specific priorities that have arisen for the LRSAB are:
- Building Resilient Communities - that can safeguard themselves but know how to report risk when it arises
 - Securing consistent application of safeguarding thresholds
 - Championing and securing the extension of Making Safeguarding Personal (a sector-led initiative to develop an outcomes focus to safeguarding work) across the partnership to improve service quality and outcomes for service users
 - Assuring robust safeguarding in care settings – including health care at home, residential and nursing care settings
 - Tackling neglect and omission.
26. Consideration is also being given to whether, in the light of current international issues we should include a priority that considers safeguarding risks that may be faced by refugees. The Cabinet may wish to express a view on this point.
27. Against each of these priorities the Boards are in the process of identifying key outcomes for improvement and the actions that will need to be taken over the next year to achieve these improved outcomes. These are set out in the draft Business Plans attached.
28. The Quality Assurance and Performance Management Framework for the Boards will be revised to ensure that they reflect the new Business Plans and enable ongoing monitoring of performance of core business that is not covered in the business plan. The final framework will be signed off by the Boards at their meetings on 15th April 2015 but the Cabinet may wish to comment on specific indicators and evidence it would wish to include. Quality Assurance and Performance Management will continue to be framed around our 'four-quadrant' model as set out below:



29. A further change to our Business Plan this year is that against all priorities for action we will include cross-cutting themes that must be addressed both to strengthen safeguarding practice and also secure stronger evidence of impact for the quality assurance framework. The cross-cutting themes are set out in the grid below.

Priorities for improvement	Learning and Improvement drivers	Audit implications	User views and feedback	Workforce implications	Communications implications
Priority 1					
Priority 2					
Priority 3					

These cross-cutting activities will be agreed by those mandated to lead on each specific priority.

30. The views of a range of forums are being sought on the Business Plans, including the Executives, relevant Scrutiny bodies, and the Health and Wellbeing Boards in both local authority areas.

Consultations

31. All members of the Boards and their organisational Executive bodies have had opportunities to contribute to and comment on earlier drafts of the Business Plans and discussions have been held with service users in both local authority areas to enable them to contribute their views.
32. The new Business Plans have been informed by discussions that have taken place at a number of forums since autumn 2015 including:
- a. The annual Safeguarding Summit of chief officers from partner agencies in November 2015;

- b. Meetings of the Overview and Scrutiny Committees in both Leicestershire and Rutland;
- c. Meetings of the Leicestershire and Rutland Health and Wellbeing Boards;
- d. Discussion within individual agencies.

Comments of the Children and Families and Adults and Communities Overview and Scrutiny Committees

33. The Business Plans were well received by both Committees at their meetings in January and both welcomed the alignment of the work of the two Boards as evidenced through the joint part of the Business Plan. The Adult and Communities Overview and Scrutiny Committee supported the suggestion that the safeguarding boards scrutinise and monitor local arrangements for refugees to determine whether they experience any safeguarding risk and, if so, to secure appropriate responses.
34. The Children and Families Overview and Scrutiny Committee expressed concern about whether core safeguarding functions not included in the newly-styled business plan framework would be robustly and rigorously monitored. We assured the Committee that our new Quality Assurance and Performance Management framework would comprise two distinct elements: that which was specifically designed to test the impact of our work against Business Plan priorities and; that which would the Boards to monitor the effectiveness of core business beyond the Business Plans.
35. In addition the Children and Families Overview and Scrutiny Committee was concerned to ensure that outcomes and impact measures to be developed alongside each business plan priority should be SMART and explicit about what 'good' or 'outstanding' performance would comprise.
36. Clearly we would wish to confirm that SMART targets and performance indicators will be developed alongside the business plans in the context of the four-quadrant framework set out in paragraph 28 above. The work to develop the performance framework for 2016/17 is still in progress with individual leads for each priority developing outcome and impact indicators for consideration by the two Boards in April. We will ensure these are shared with both the Cabinet and the Overview and Scrutiny Committees when this work is finalised to ensure these bodies are confident in our arrangements.

Background Papers

Report to the Children and Families Overview and Scrutiny Committee on 18th January 2016 "Leicestershire and Rutland Safeguarding Children Board Draft Business Plan 2016/17" and minutes of that meeting

<http://cexmodgov1/ieListDocuments.aspx?CId=1043&MId=4485>

Report to the Adults and Communities Overview and Scrutiny Committee on 19th January 2016 "Safeguarding Adult Board Business Plans 2016-17" and minutes of that meeting

<http://cexmodgov1/ieListDocuments.aspx?CId=1040&MId=4518>

Appendices

Appendix 1 - LRLSCB Business Plan 2016/17

Appendix 2 – LRLSCB and LRSAB Joint Business Plan 2016/17

Appendix 3 – LRSAB Business Plan 2016/17

Equality and Human Rights Implications

37. The LRLSCB /LRSAB seek to ensure that a fair, effective and equitable service is discharged by the partnership to safeguard vulnerable children, young people and adults. At the heart of their work is a focus on any individual or group that may be at greater risk of safeguarding vulnerability and the performance framework tests whether specific groups are at higher levels of risk. The Annual Report and Business Plans 2016/17 will set out how the partnership will seek to engage with all parts of the community in the coming year.

Partnership Working and associated issues

38. Safeguarding is dependent on the effective work of the partnership as set out in national regulation, Working Together 2015, published by the Department for Education and the Care Act 2014 and by the Care Act 2014.

LRLSCB

1st DRAFT

BUSINESS PLAN 2016/17

Notes: Please read!

- 1 The first section of this draft business plan is configured in a conventional way – it is aimed at the Board and the Executive group.**
- 2 Between the two sections are some notes suggesting how subgroups / task and finish groups should use the second section**
- 3 It is a first draft and therefore not complete.**
- 4 It will require significant input from subgroups.**

The consultation plan for the business plan will include:

Subgroups

The executive and Board membership

Childrens Scrutiny meetings in Leicestershire and Rutland LAs

Adults and communities scrutiny meetings in Leicestershire and Rutland

Cabinet in Leicestershire and in Rutland

LSCB Priority 1 Owner – TBC

Secure robust and effective arrangements to tackle Child Sexual Exploitation, Missing and Trafficking

PRIORITY	What are we going to do?	How are we going to do it?	Who is responsible?	When is it going to be done by?	Impact / what difference has it made?	Progress made
To broaden awareness raising activity in relation to CSE, trafficking and missing whilst targeting identified underrepresented groups	<p>Implement the CSE, Trafficking and Missing Sub Group communications strategy</p> <p>Revise, update and deliver the training strategy</p>	Develop a programme of communication activity and training initiatives appropriate and relevant to a wide range of individuals and groups	<p>CSE, Trafficking and Missing Sub Group</p> <p>CSE Communications Coordination Group</p> <p>Training Sub Group</p> <p>CSE Coordinator</p> <p>SEG</p>	September 2016	<p>Improved levels of awareness</p> <p>Increased referrals from a wider range of agencies</p> <p>Increased levels of participation in training</p> <p>Increased reporting of concerns by underrepresented groups</p> <p>Improved public trust and confidence</p>	
To reduce the number and frequency of missing episodes for children deemed to be at highest risk of harm	Partners meet their statutory duties in relation to children returning from missing episodes including where CSE is a potential or	<p>Develop and implement a specialist response to those children at the highest risk</p> <p>Ensure learning from</p>	<p>CSE Sub Group</p> <p>SEG</p>	December 2016	<p>Improve the response to children and young people by understanding causes of missing episodes</p> <p>Reduce the number of</p>	

	known risk factor	return interviews is collated and acted upon			repeat missing episodes Reduce impact of risky behaviours associated with missing episodes such as CSE, criminality and substance misuse	
To seek assurance that the implementation of the Strategic partnership Development Fund (SPDF) CSE programme leads to enhanced safeguarding outcomes for children	Implement the 13 projects linked to the programme arising from the SPDF Ensure linkage between implementation of the SPDF programme and the LSCB CSE, Trafficking and Missing Strategy	Identify audit opportunities to test improved safeguarding outcomes Monitor and review progress of programme implementation	CSE, Trafficking and Missing Sub Group CSE Executive Group SPDF Programme Board SEG	September 2016	Improved professional and public confidence.	
To provide effective support and recovery services for victims of CSE and their families that meet the spectrum of their needs	Post abuse services are sufficient and effective	Review current commissioning arrangements to determine whether they are well planned, informed and effective Assess and evaluate the sufficiency of current services to offer specialist interventions specifically post	CSE Executive Group	December 2016	Local services match local need	

		abuse Ensure the needs of children and young people are represented in the Health and Well-Being Strategy use support				
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LSCB Priority 2 Owner – TBC

To maximise the impact of learning from SCRs and other reviews

PRIORITY	What are we going to do?	How are we going to do it?	Who is responsible?	When is it going to be done by?	Impact / what difference has it made?	Progress made
To ensure that recommendations from SCR and other reviews locally and nationally are disseminated, acted upon and positively impact on the quality of safeguarding services and their outcomes for children, young people and families. These would include	Identify the key learning and action points arising from local and national SCRs Disseminate relevant recommendations and learning points to those that need to implement and secure improvement. Ensure that appropriate workforce	Agree plan of action for improvement. Devise and implement communications and engagement activity to secure staff awareness. Trigger appropriate workforce development activity.	SCR Subgroup Communications and Engagement Subgroup Training and Development Subgroup	April/May 2016 June 2016 July 2016		

<p>issues identified from both National and Local SCR's:</p> <ul style="list-style-type: none"> • Young people 'Suicide and Self Harm • Bruising to non – mobile babies • Effective Information Sharing • Case Supervision • Vulnerable Looked after children • Transient families • Domestic Abuse in families with children 	<p>development takes place to ensure staff can implement required change.</p> <p>Agree a quality assurance and performance management framework to test impact on service quality and outcomes for children, young people and families.</p>	<p>Audit to test outcomes following implementation of recommendations.</p> <p>Hold Review learning events.</p>	<p>Safeguarding Effectiveness Group</p>	<p>Spring 2017</p>		
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LSCB Priority 3 Owner - TBC

To champion and support the extension of Signs of Safety (SoS) across the Partnership and secure assurance of the effectiveness of multi-agency processes/working and evidence of positive impact for service users.

PRIORITY	What are we going to do?	How are we going to do it?	Who is responsible?	When is it going to be done by?	Impact / what difference has it made?	Progress made
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<p>Through Signs of Safety to secure improvement in multi-agency practice across the child's journey through early help, child protection and care to attain improved outcomes for the children and families supported</p>	<p>Quantify the means by which SoS can support improved safeguarding practice in areas previously identified as requiring improvement. Formulate a multi-agency programme of action to embed SoS across the partnership in both Leicestershire and Rutland possibly through a Multi-Agency Task and Finish Group</p>	<p>Undertake a deliberative enquiry session at Board to confirm key practice improvement priorities and multi-agency framework for collective delivery of SoS.</p>	Board	April 2016		
	<p>Monitor and evaluate the impact of the Innovation Programme in Leicestershire and enable learning to be disseminated in support of the roll out of SoS in Rutland.</p>	<p>Agree strategy and action plan for implementation of multi-agency delivery of SoS.</p>	Development and Procedures Subgroup/Multi-agency Task and Finish Group	July 2016		
	<p>Quality assure and performance manage SoS in both authorities to test the impact on key areas of targeted improvement</p>	<p>Ensure the delivery and evaluation of a workforce development programme to support effective implementation and improvement thought SoS.</p>	Training and Development Group	September 2016 – March 2017		
		<p>Design and agree quality assurance and performance management framework to test</p>	Safeguarding and Effectiveness Group	July 2016		

		impact.				
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LSCB Priority 4 – Owner: TBC

Be assured that thresholds for services are understood across the partnership and applied consistently.

<p>Be assured that multi agency understanding of LA thresholds (Leicestershire and Rutland) is robust and that implementation is consistent across all agencies. These would include the following issues:</p> <ul style="list-style-type: none"> • LCC – Early Help occasionally not escalating cases soon enough • LCC – Child Protection Conference repeats. • LCC – CSE. Higher level of consciousness required across service including First Response Children’s Duty. 	<p>Test multi-agency understanding and application of safeguarding thresholds (Leicestershire and Rutland) through the four quadrant QAPM framework.</p>	<p>Audit referrals to First Response in Leicestershire and Childrens Duty and assessment Team in Rutland</p>	<p>Safeguarding Effectiveness Group</p>	<p>March 2017</p>		
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<ul style="list-style-type: none"> • Rutland – Joint working in respect of S. 47 • LCC/Rutland – Shared language and decision making regarding the use of ‘No Further Action’ to referrals 						
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LSCB Priority 5 – Owner:TBC

Be assured that Early Help Service are effectively coordinated across the LSCB partnership and secure outcomes that reduce pressure on child protection and care services

<p>Be assured that Early Help services are coordinated effectively across the LSCB partnership in Leicestershire and Rutland to maximise impact on service quality and outcomes for children and families.</p>	<p>Review the map of service provision across early help in both local authorities and ensure there is coherence and co-ordination of provision.</p> <p>Test the impact of early help in terms of safeguarding service quality and outcomes for children and families through an agreed multi-agency QAPM framework .</p> <p>Identify any areas for improvement and secure assurance these are acted on.</p>	<p>Regular partnership reporting to the Executive on multi-agency performance in early help.</p> <p>Regular analysis of QAPM outcomes.</p>	<p>Safeguarding Effectiveness Group</p>	<p>March 2017</p>		
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LSCB Priority 6 – LLR lead is Rama Ramakrishnan (NSPCC)

To be assured that the LLR Neglect strategy increases understanding, identification, risk assessment and management of Neglect and reduces prevalence in Leicestershire & Rutland

(Identifying neglect earlier within families, supporting parents to enable change through partnership working, in order to reduce the impact of neglect on the emotional and physical wellbeing of children).

PRIORITY	What are we going to do ?	How are we going to do it?	Who is responsible ?	When is it going to be done by?	Impact / what difference will it make?	Progress made
Be assured that the LLR Neglect Strategy is effective in safeguarding children in Leics & Rutland	Develop and publish Neglect Strategy	Consultation with LLR Neglect Reference group members and national resources	LLR Neglect Reference Group Chair Rama Ramakrishnan (NSPCC)	March 2017	Create a standard to identify, risk assess and manage Child Neglect	Current draft completed 10/12/15
Seek assurance that the LLR Neglect Toolkit is effective in safeguarding children in Leics & Rutland	Development and Launch Neglect Toolkit	LLR-wide Frontline Practitioner Survey to gather evidence on existing ways in which neglect is identified, risk assessed and managed.	LLR Neglect Reference Group, Task & Finish Group Chair Julie Quincy (CCG Hosted Safeguarding Team)	Toolkit launch (early 2016)	Improved and consistent identification, risk assessment and management of Child Neglect across LLR partnership	

					agencies	
Seek assurance that LLR neglect procedures are effectively safeguarding children in Leics & Rutland	Procedures – promote LLR Practice Guidance to ensure buy-in of frontline practitioners Review and update LLR procedures	Promote LLR Practice Guidance Promote local dispute resolution process to consider neglect cases where appropriate protection is not achieved	LLR Neglect Reference Group Chair Rama Ramakrishnan (NSPCC)	March 2017		

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LSCB AND SAB
1st DRAFT
BUSINESS PLAN 2016/17

Notes: Please read!

- 1 The first section of this draft business plan is configured in a conventional way – it is aimed at the Board and the Executive group.**
- 2 The second section is based on the grid developed at the Board development session and is intended to provide a framework for subgroups and task and finish groups to populate their action plans, showing how the priorities within this plan will be achieved.**
- 3 Between the two sections are some notes suggesting how subgroups / task and finish groups should use the second section**
- 4 It is a first draft and therefore not complete.**
- 5 It will require significant input from subgroups.**
- 6 All of the priority ‘owners’ suggested are unconfirmed and have not been approached or asked.**

The consultation plan for the business plan will include:

Subgroups

The executive and Board membership

Childrens Scrutiny meetings in Leicestershire and Rutland LAs

Adults and communities scrutiny meetings in Leicestershire and Rutland

Cabinet in Leicestershire and in Rutland

Joint Priority 1 Owner – David Sandall ?

Domestic Abuse

PRIORITY	What are we going to do ?	How are we going to do it?	Who is responsible ?	When is it going to be done by?	Impact / what difference will it make?	Progress made
A} Create Pathway for Victims, Children and Young people and seek assurance that the safeguarding elements of the pathway are robust.	Monitor the progress of the creation of the pathway by the DVSG	Ask for assurance that the work is completed and the pathway is effective; to be reported to the executive group every quarter Establish data set for performance report	Chair of DVSG via David Sandall?	March 2017		
B) Create pathway for perpetrators	Ask the DVSG to consider creating or further developing a pathway for perpetrators	Ask for assurance that the work is completed and the pathway is effective; to be reported to the executive group every quarter Establish data set for performance report	Chair of DVSG via David Sandall?	March 2017		

Joint Priority 2 - Owner Rachael Garton?

Mental Health

PRIORITY	What are we going to do ?	How are we going to do it?	Who is responsible ?	When is it going to be done by?	Impact / what difference will it make?	Progress made
A} Suicide	<p>Consider establishing a mental health sub group if this issue isn't currently within the remit of an established group.</p> <p>The subgroup will Review the existing local suicide prevention plan to assess it's effectiveness in relation to children, young people and adults safeguarding.</p> <p>The subgroup will develop an appropriate action plan to address any identified weaknesses,</p>	<p>This column to be determined by the subgroup / lead , in conjunction with a board officer.</p>	<p>Rachel Garton</p>	<p>March 2017</p> <p>March 2017</p>		
B) Self Harm	<p>Consider establishing a mental health sub group if this issue isn't currently within the remit of an established group.</p> <p>Understand the current information and resources available to children, young people and adults on Self</p>	<p>This column to be determined by the subgroup / lead , in conjunction with a board officer.</p>	<p>?</p>	<p>March 2017</p>		

	Harm. Including what to do if someone you know is self-harming.					
C) MCA DOLS	<p>Consider establishing a mental health sub group if this issue isn't currently within the remit of an established group.</p> <p>For the subgroup to ensure that the workforce across both Childrens and Adults services have an appropriate understanding of mental capacity act and deprivation of liberty safeguards</p>	This column to be determined by the subgroup / lead , in conjunction with a board officer.	?	March 2017		
D) Emotional Health and Wellbeing pathway	<p>Consider establishing a mental health sub group if this issue isn't currently within the remit of an established group.</p> <p>To be assured that the safeguarding elements of the transformation plan for mental health and wellbeing effectively safeguards children, young people and adults (including transitions)</p>	This column to be determined by the subgroup / lead , in conjunction with a board officer.	?	March 2017		
E) CAMHS	Consider establishing a mental health sub group if this issue isn't currently within the remit of an established group.	This column to be determined by the subgroup / lead , in conjunction with a board officer. 'Better Outcomes'	?	March 2017		

	To seek assurance that the CAMHS review will result in better safeguarding outcomes for children and young people.	to be agreed between the subgroup and the Board.				
F) Learning Disability pathway	Consider establishing a mental health sub group if this issue isn't currently within the remit of an established group. The LLR Health and Social Care Learning disability pathway planned within the BCT programme is being developed. The Board needs assurance that the safeguarding elements of services and pathway are robust.		?	March 2017		

Joint Priority 3 Owner – Jane Moore?

Prevent - Should this be a priority or BAU

PRIORITY	What are we going to do ?	How are we going to do it?	Who is responsible ?	When is it going to be done by?	Impact / what difference will it make?	Progress made
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Prevent	Seek assurance that the Prevent actions agreed by the Boards (shown on the right) are delivered effectively.	b) That the Joint LSCB/SAB section receive quarterly reports on Prevent; c) That bespoke training be offered to members of the LSCB/SAB Board, Executive and Subgroups; d) That LSCB members promote WRAP sessions to educational institutions.		March 2017		
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LSCB Priority 1 Owner – Lesley Hagger and Tim O Neil ?

Child Sexual Exploitation, missing and Trafficking

PRIORITY	What are we going to do ?	How are we going to do it?	Who is responsible ?	When is it going to be done by?	Impact / what difference will it make?	Progress made
To be populated by Victor, Andy Sharp and Bally						

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LSCB Priority 2 Owner – Chris Nerini

Impact of learning from SCR and other reviews

PRIORITY	What are we going to do ?	How are we going to do it?	Who is responsible ?	When is it going to be done by?	Impact / what difference will it make?	Progress made
Recommendations from SCR and other reviews locally and Nationally are disseminated and the impact of the learning is evidenced.	Review SCRs published nationally, Disseminate relevant recommendations and learning points. Audit to test outcomes following implementation of recommendations. Hold SCR learning events.			March 2017		

LSCB Priority 3 Owner - ??

**Multi Agency awareness and understanding of Signs of Safety
To champion and test the**

PRIORITY	What are we going to do ?	How are we going to do it?	Who is responsible ?	When is it going to be done by?	Impact / what difference will it make?	Progress made
Improve Multi Agency awareness and understanding of Signs of Safety	Develop a multi-agency briefing session and disseminate across the LSCB partnership		??	March 2017		
Do we need an additional priority on safeguarding of increasing numbers of young refugees and asylum seekers ?						
Early Help						

Neglect

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Thresholds

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SAB Priority 1 Owner Jon Wilson

Hidden harm in the community

PRIORITY	What are we going to do ?	How are we going to do it?	Who is responsible ?	When is it going to be done by?	Impact / what difference will it make?	Progress made
<p>Referral rates have until recently shown higher rates of referrals in relation to Care Providers (although this has levelled out.) The Board should now see an increase in community based referrals.</p>	<p>The Board to interrogate referral information and data. Establish if members of the public and Service Users ' know what is abuse/harm If necessary Initiate an awareness raising campaign</p>	<p>Survey public understanding of safeguarding adults (abuse and harm) Production of posters and leaflets</p>	<p>??</p>		<p>An increase in community based referrals</p>	

SAB Priority 2 Owner – Jon Wilson

Thresholds

PRIORITY	What are we going to do ?	How are we going to do it?	Who is responsible ?	When is it going to be done by?	Impact / what difference will it make?	Progress made
Increase Multi agency understanding of Safeguarding thresholds	Test out how thresholds are applied. Identify gaps in knowledge about thresholds? Thresholds document updated and agreed multi-agency	Audit to establish current understanding.				
<p>SAB Priority 3 Owner - Carmel O Brien?, or Carol Ribbins</p> <p>Making Safeguarding Personal</p>						
PRIORITY	What are we going to do ?	How are we going to do it?	Who is responsible ?	When is it going to be done by?	Impact / what difference will it make?	Progress made
Embed principles of MSP across the SAB partnership	Increase understanding and competence in the use of Making Safeguarding Personal	Create a multi-agency task and finish group to lead on this priority				

Guidance for identified sub group Chairs for each of the Safeguarding Boards business plan priorities.

You have been requested to Chair a sub group relating to an identified priority in the 2016/17 Business plan.

As part of each priority, individual actions have been identified by the Board in order for the priority to be effectively managed and the Board to be assured of outcomes and impact.

You may identify further actions that are required to complete the work.

A Safeguarding Board member has been identified as the Board lead for each priority.

You are asked to consider the following issues when completing and reporting on actions to the Safeguarding Board.

Considerations	Notes
LEARNING AND IMPROVEMENT	<ul style="list-style-type: none"> ➤ What should be considered from local and National reviews including SCRs, SARs, Audits . ➤ Also consider how evidence of impact can be captured.
COMPETENT CONFIDENT WORKFORCE	<ul style="list-style-type: none"> ➤ How are staff informed about changes that are made to policy , ➤ procedure or practice as a result of your groups work.
VOICE OF THE SERVICE USER	<ul style="list-style-type: none"> ➤ Information gathered from service user to inform your work. What do they say needs to change? ➤ How will communicate the outcomes to service users?
DATA	<ul style="list-style-type: none"> ➤ How will the Board be assured of the outcomes and impact of your work? ➤ Consider data for the performance management report that would support improvements in performance. ➤ Consider case file audit when changes have been implemented
INFORMATION SHARING REQUIREMENTS	<ul style="list-style-type: none"> ➤ What are the barriers (if any) to sharing information for example when someone has Mental Capacity and doesn't want you to do anything? ➤ How do we resolve these difficulties?

JOINT PRIORITIES

PRIORITY	ACTIONS REQUIRED	LEARNING AND IMPROVEMENT (Reviews, SCRs, SARs, Audits, Impact Evidence)	COMPETENT CONFIDENT WORKFORCE	VOICE OF THE SERVICE USER	DATA What is needed?	Information sharing requirements
<p>1 Domestic Abuse</p> <p>a) Pathways for Children, young people, victims etc.</p>	<p>Finish and embed the DV pathway for Children and YP</p> <p>Assurance that Domestic Abuse Pathway considers all routes in</p>	<p>Draw out recommendations from DHRs locally, regionally, and nationally, and the Home Office repository for guidance</p> <p>To assure learning is embedded carry out Multi-agency audit, including MARAC</p>	<p>Test via Outcome of audits</p> <p>Use different Methods of communication with frontline staff</p> <p>Assurance about cascading of knowledge</p>	<p>Gather via Data from IDVAs</p> <p>Data from UEVA</p> <p>DHRs</p> <p>CPCs</p>	<p>MARAC meetings and outcomes</p> <p>MAPPA meetings and outcomes</p> <p>Use of DASH Feedback from operation encompass</p>	DV ISA?
<p>b) Pathways for perpetrators</p>	<p>Will need to be developed in partnership with DVSB for Leicestershire and Rutland</p>		<p>Care pathway and knowing how to act → clarity around process and procedure</p>			DV ISA?
<p>2 Mental Health</p> <p>a) Suicide</p>	<p>To be assured that the Suicide prevention plan includes action for preventing Children and young people suicide. Regular updates on the implementation and</p>	<p>Review learning from local and national SCRs</p> <p>Have oversight of the Suicide prevention</p>	<p>Build confidence on what to do following suicide. Increase knowledge and bring together staff as an expert</p>	<p>Feedback and engagement from service user through service user groups</p> <p>Multi-agency</p>	<p>Review what is already collected. 'Don't reinvent the wheel'.</p> <p>How much are we doing?</p>	

	effectiveness of the suicide prevention Plan.	strategy.	resource hub. Provide advice, information, education	feedback and engagement needed (not just reviews)	What is the result of what we are doing? What does user think? Are staff delivering? (survey) Are we doing what we should be doing against procedures? (audit)	
b) Self-Harm	Understand the current information and resources available to children, young people and adults on Self Harm. Including what to do if someone you know is self- harming.		Provide information for staff on self harm within young people	Both Leicestershire and Rutland youth councils have asked that Self Harm be prioritised by the LSCB.	Feedback from children and young people.	
c) MCA, Dols and court of protection– embedding understanding	Receive assurance reports from MCA / DoLS and the new Transitions project		Better understanding of mental health by staff including the use of: <ul style="list-style-type: none"> • Thresholds • MCA 	Learn from the feedback provided by Making Safeguarding Personal.		
d) Emotional Health and Wellbeing pathway	To be assured that the transformation plan for Mental Health and Wellbeing effectively	Assured that lessons from Verita report, QSG etc. are	Better Care Together providing better multi-agency	Identify the standard of how the service user is engaged /	Work more closely with BCT For BCT – having safeguarding	

	<p>safeguards children and young people, including children and transition to adults</p>	<p>being addressed. Pathways have taken outcomes and evidence in new pathways of addressing gaps in assurance</p>	<p>approach Assured that LSCB Workforce Plan and BCT Workforce Plan informs training. Cross check with Competency Framework. Include voice of the Workforce – how competent and confident do they feel?</p>	<p>voice captured Different / relevant cohorts to each step of the pathway</p>	<p>indicators for the work streams. Seek assurance that agencies are identifying the right indicators.</p>	
<p>e) CAMHS</p>	<p>To be assured that the review of CAMHS continues and appropriate changes are identified .</p> <p>No place of Safety in UHL Child Mental Health?</p>		<p>Dependant on the review of CAMHS</p>	<p>Gain feedback directly from young people using CAMHS services.</p>	<p>Work more closely with BCT</p> <ul style="list-style-type: none"> * Reduction in admission to Tier 4 * Crisis minimised * More shift downwards to T3, T2, T1 <p>Reduction in use of place of safety (Section 46, PPO) 100% of children and young people – tier 4 are in the right setting</p> <p>K.L.O.E (Key lines of Enquiry)</p> <p>Demographics of population re targeting of</p>	

					services?	
f) Learning disability pathway	??					
3 Prevent	<p>Refresh of strategy across LLR - Making it real</p> <p>To be assured that the LLR prevent strategy is embedding effectively.</p> <p>PREVENT for Primary Schools – enabling them to ‘talk about it’</p>	To learn from the National Prevent strategy	All appropriate staff trained within the scope of the strategy	Gain feedback from Children, young people and adults on their awareness and understanding of Prevent.	% of relevant staff trained. Numbers of referrals	

ON

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LSCB PRIORITIES						
PRIORITY	ACTIONS REQUIRED	LEARNING AND IMPROVEMENT (Reviews, SCRs, SARs, Audits, Impact Evidence)	COMPETENT CONFIDENT COMMITTED... WORKFORCE	VOICE OF THE SERVICE USER	DATA What is needed?	Information sharing requirements?
1. CSE						
2 Disseminate relevant Recommendations	Review SCRs published nationally, Disseminate relevant		Use Safeguarding matters, SCR	Test impact of recommendations with groups of		

	ons from SCR and other reviews locally and Nationally and evidencing the impact of the learning	recommendations and learning points. Audit to test outcomes following implementation of recommendations. Hold SCR learning events.		learning events.	young people		
3	Multi Agency awareness and understanding of Signs of Safety	Develop a multi-agency briefing session and disseminate across the LSCB partnership		Audit M/A staff understanding of SOS	Collect feedback from Children and young people that have been present at SOS style conferences		
4	Do we need a priority on the rising number of young refugees and asylum seekers. ?						

SAB PRIORITIES						
PRIORITY	ACTIONS REQUIRED	LEARNING AND IMPROVEMENT (Reviews, SCRs, SARs, Audits, Impact Evidence)	COMPETENT CONFIDENT WORKFORCE	VOICE OF THE SERVICE USER	DATA / AUDIT What is needed?	Information sharing requirements
1. Hidden Harm in Community Referral rates have until recently shown		Local Intelligence- where are alerts coming from	Clear alert/referral pathway in place.	What are people telling us about: Understanding of what constitutes	Source of Alerts No of Self Alerts Demographics of	Sharing Information when someone has

<p>higher rates of referrals in relation to Care Providers although this has levelled out.</p> <p>Do members of the public and Service Users ' know what is abuse/harm</p> <p>Recognition of the changes to Care at home, self directed support</p>		<p>Research</p> <p>Learning from themes of alerts</p> <p>National/Regional SAR's</p> <p>Data</p>	<p>Upskilling Home Care agencies – Using case scenarios to make it clear what we mean</p> <p>Communications Need to know where to target</p> <ul style="list-style-type: none"> - Care Home newsletter - Safeguarding Matter - Website - Leaflets -Posters 	<p>abuse/harm</p> <p>Where they would get help</p> <p>Action-</p> <p>Survey – possibly HealthWatch</p> <p>SAB 'Listening Booth'</p> <p>Do you feel safe?</p> <p>Communications Need to know where to target</p> <ul style="list-style-type: none"> - Care Home newsletter - Safeguarding Matter - Website - Leaflets -Posters 	<p>Leicestershire/Rutland Population</p> <p>Use data to identify gaps in service delivery/themes and hotspots</p>	<p>Mental Capacity and doesn't want you to do anything</p>
<p>2. Thresholds</p>	<p>Identify gaps in knowledge about thresholds?</p> <p>Thresholds document updated and agreed multi-agency</p>	<p>Understand if thresholds is an issue within SARs.</p>	<p>Understand multi agency staff understanding of thresholds. Currently it is a LA threshold document, for LA to apply. Test out how thresholds are applied.</p>	<p>Establish what making safeguarding personal says about thresholds.</p>		

3. Making Safeguarding Personal	Embed principles of MSP across the SAB partnership		Develop a multi agency understanding of MSP			

KEY LINES OF ENQUIRY – IMPACT – RESILIENT COMMUNITIES - *INCREASED REFERRAL - *INCREASE ADVICE AND INFORMATI

EVIDENCE OF MATRIX

PRIORITY	LEARNING AND IMPROVEMENT (Reviews, SCRs, SARs, Audits, Impact Evidence)	COMPETENT CONFIDENT WORKFORCE	VOICE OF THE SERVICE USER	DATA What is needed?
Refugees	Balkans? Conflicts Uganda (learning from history)	Briefing and learning event for staff - Entitlement to Pubic funds High quality age assessments Consistency across areas Workforce confidence to use evidence based decision making to prevent allegations of discriminatory behaviour Linguistic and cultural issues	Community resistance balanced with welcoming new arrivals	Liaison with - Interpreter Service - Security Services - Understanding numbers and placement decisions Strategic responsibility via national?, chairs? to understand statutory position of refugees. What triage has been completed before arriving?

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Notes

Add in a column for action owner and escalate to executive

Recommend the creation of a mental health sub-group – chaired by Rachel Garton?

SAB
1st DRAFT
BUSINESS PLAN 2016/17

SAB Priority 1 Owner: TBC

To build community safeguarding resilience and be assured that people living in the community who may be experiencing harm or abuse are aware and know how to seek help

PRIORITY	What are we going to do?	How are we going to do it?	Who is responsible?	When is it going to be done by?	Impact / what difference did it make?	Progress made
To build community safeguarding resilience, awareness of risk and how to report it.	<p>Identify strategies and approaches that have been successful in building resilience and raising safeguarding awareness – including the ‘community agent’ approach in Rutland</p> <p>Analyse existing referral information and data to understand what works and where the gaps appear.</p> <p>Audit current community and service user awareness of abuse/harm</p> <p>Initiate campaigns and strategies to build resilience both</p>	<p>SEG to receive data and analysis and identify examples of success in other parts of the country</p> <p>Survey public understanding of safeguarding adults (abuse and harm)</p> <p>Executive and Board to consider and agree Leicestershire and Rutland approach</p> <p>Initiate campaigns including</p>	<p>Safeguarding Effectiveness Group</p> <p>Communications and Engagement Subgroup</p> <p>Executive/ Board</p> <p>Communications</p>	<p>April 2016</p> <p>April – May 2016</p> <p>July 2016</p> <p>September –</p>	<p>Evidence of community resilience</p> <p>An increase in community based referrals/ proportion of community based referrals compared to those from residential settings</p> <p>(Detail of the QAPM to be developed by the Safeguarding Effectiveness Group prior to April 2016)</p>	

	individually and collectively	awareness raising process. Agree and implement quality assurance and performance framework to test impact	and Engagement Group Safeguarding Effectiveness Group	December 2016 March 2017		
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SAB Priority 2 Owner – Jon Wilson

To be assured that thresholds for Safeguarding Adult Alerts are appropriate, understood and consistently applied across the partnership

PRIORITY	What are we going to do?	How are we going to do it?	Who is responsible?	When is it going to be done by?	Impact / what difference did it make?	Progress made
Secure consistent multi-agency understanding and application of safeguarding thresholds	Test out, through case audits, how thresholds are currently applied. Identify gaps in knowledge about and application of thresholds	Thresholds Framework to be placed on MAPP Webpage Audit to establish current understanding.	Safeguarding Effectiveness Group	April 2016 April – June 2016	Improvement in the consistency of threshold application (Detail of the QAPM to be developed by the	

	Thresholds document updated and agreed.	Review and updating of thresholds document	Procedures and Development Subgroup	July 2016	Safeguarding Effectiveness Group prior to April 2016)	
	Relevant workforce development undertaken in areas of service where consistency is not recorded.	Secure assurance that relevant workforce development is undertaken	Training and Development Subgroup	March 2017		
	Carry out subsequent audits to test improvement in levels of consistency	Further auditing to test impact	Safeguarding Effectiveness Group	March 2017		

SAB Priority 3 Owner: TBC

To champion and support the extension of Making Safeguarding Personal (MSP) across the Partnership and secure assurance of the effectiveness of multi-agency processes/working and evidence of positive impact for service users.

PRIORITY	What are we going to do?	How are we going to do it?	Who is responsible?	When is it going to be done by?	Impact / what difference did it make?	Progress made
Embed MSP across the SAB partnership and be assured of its positive impact on service quality and outcomes for service users.	Develop and agree Implementation plan for MSP across the partnership	Board to carry out a 'deliberative enquiry' session to agree partnership approach to MSP	LRSAB	April 2016	Embedding of MSP across partnership safeguarding services and evidence of impact on service quality and	
	Increase understanding and competence in the use	Create a multi-agency task and	LRSAB	May 2016		

	<p>of Making Safeguarding Personal through workforce development programme</p> <p>Agree quality assurance and performance management framework to test impact</p> <p>Monitor and evaluate implementation and its impact on service quality and performance.</p>	<p>finish group to lead on this priority</p> <p>Develop and implement a multi-agency programme to embed MSP across the SAB partnership</p> <p>Quantitative and qualitative audit process</p>	<p>MSP Task and Finish Group</p> <p>Safeguarding Effectiveness Group</p>	<p>September 2016</p> <p>March 2017</p>	<p>outcomes for service users</p> <p>(Detail of the QAPM to be developed by the Safeguarding Effectiveness Group prior to April 2016)</p>	
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SAB Priority 4: Owner: TBC

Assure robust safeguarding in care settings – including health and social care at home, residential and nursing care settings

PRIORITY	What are we going to do?	How are we going to do it?	Who is responsible?	When is it going to be done by?	Impact / what difference did it make?	Progress made
To be assured of continuous improvement in safeguarding effectiveness within care settings with a	Clarify safeguarding frameworks in home care settings and secure assurance that there is appropriate practice guidance in	Analyse current safeguarding performance in home care settings and identify any areas requiring	Safeguarding Effectiveness Group	July 2016	Evidence of consistent reporting from all settings. Increase in	

particular focus on home care provision.	place.	improvement/development.			reporting (in the short term) from those settings where there has been low incidence of reporting.	
	Review quality assurance and performance management framework to test effectiveness of safeguarding in care settings to include home care settings.	Review frameworks for securing effective safeguarding in home care settings in light of the above.	Procedures and Development Subgroup	October 2016	Evidence of safeguarding quality and performance improvements in those settings identified as needing improvement.	
	Identify any workforce development requirements to support improved quality and performance and be assured that this is delivered.	Revise current QAPM framework to create comprehensive framework.	Safeguarding Effectiveness Group	July 2016	Evidence of positive impact from workforce initiatives.	
		Identify workforce development needs and secure implementation.	Training and Development Group	March 2017	(Detail of the QAPM to be developed by the Safeguarding Effectiveness Group prior to April 2016)	

SAB Priority 5 Owner: TBC

Develop a preventive framework to reduce incidence of neglect and omission

Strengthen frameworks for the identification, assessment and service response (both individual agency and collective) to acts of neglect and omission.

PRIORITY	What are we going to do?	How are we going to do it?	Who is responsible?	When is it going to be done by?	Impact / what difference did it make?	Progress made
Develop a preventive framework to reduce incidence of neglect and omission	Consider means of early identifying risk and models of practice with evidence of risk mitigation	Research best practice that has evidence of risk reduction. Develop preventive framework for Leicestershire and Rutland	Procedures and Development Subgroup	March 2017	Reduction in prevalence of safeguarding referrals in this area of risk.	
Raise levels of awareness and recognition of neglect and omission and secure improvement in cross-agency responses to identified need.	Ensure that there is robust practice advice and guidance supported by staff awareness of neglect and omission. Identify workforce development needs in supporting the implementation of the above.	Review multi-agency practice advice and guidance on neglect and omission. Audit staff workforce requirements and ensure these are addressed.	Procedures and Development Subgroup Training and Development Subgroup	July 2016 September 2016	Evidence of improvement in identification, assessment and response to cases of neglect and omission. (Detail of the QAPM to be developed by the Safeguarding Effectiveness	

	<p>Be assured that there is an appropriate and understood multi-agency service pathway related to neglect and omission.</p> <p>Agree a quality assurance and performance framework to test levels of improvement.</p>	<p>Trigger the development of the pathway.</p> <p>Negotiate the relevant QAPM framework</p>	<p>Safeguarding Effectiveness Group</p>	<p>September 2016</p> <p>March 2017</p>	<p>Group prior to April 2016)</p>	
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CABINET – 1ST MARCH 2016

REPORT OF THE CHIEF EXECUTIVE

TOURISM SUPPORT SERVICES REVIEW

PART A

Purpose of Report

1. The purpose of this report is to seek agreement for a preferred option for future tourism support services, including associated governance and delivery arrangements, following the findings of an independent review jointly commissioned by the County Council and Leicester City Council. Three possible options for tourism support are set out in Part B of this report and the recommendations below represent a combination of Options 2 and 3.

Recommendations

2. It is recommended that:
 - (a) The preferred option for the strategic governance of tourism is that it should be led by the Leicester and Leicestershire Combined Authority, noting that this will require approval by the Combined Authority Committee once established;
 - (b) A Tourism Advisory Board be established to provide business insight and guidance from the sector to the Combined Authority;
 - (c) The preferred option for the strategic management of tourism is that it should be managed by one or both of the lead local authorities (Leicester City and Leicestershire County Councils) on behalf of the Combined Authority;
 - (d) The preferred option for the delivery of tourism support services, including tactical marketing and campaigns is that these should be delivered both through staff employed by the lead local authorities and by commissioned services;
 - (e) The Chief Executive be requested to consult with stakeholders on the preferred option/s outlined in (a) to (d) above with the feedback to be considered as part of the final determination of the future model for tourism support services; and

- (f) The Chief Executive be requested to explore the option of establishing a trading organisation which could undertake commercial and/or bidding activity and a report be submitted to a future meeting of the Cabinet.

Reasons for Recommendations

3. A Local Authority led approach reporting to the Combined Authority would enable all nine local authorities in the Combined Authority area to have strategic oversight and influence of future tourism services.
4. The proposals would provide a coordinated approach with aligned resources across the city, county, and districts and the Leicester and Leicestershire Enterprise Partnership. Private sector partners would be engaged and contribute via the proposed Tourism Advisory Board, and the approach would enable alignment with other place-marketing activity such as Inward Investment.
5. As the proposed model involves no contractual obligations it would be possible to review and modify the approach in the future, as circumstances require.
6. Consultation will enable key stakeholders to express their views on the options, and these will be considered as part of determining the final recommended model.
7. The establishment of a local authority owned trading company could enable opportunities for income generation which would support the future sustainability of the preferred model. However further consideration of this option is required.

Timetable for Decisions (including Scrutiny)

8. The Scrutiny Commission was advised of the review in September 2015 and will consider a further report at its meeting on 6 April 2016.
9. The Economic Growth Board currently fulfils the function of the Shadow Combined Authority and considered a report on potential considerations for the devolution deal at its January 2016 meeting. The report outlined the potential for Tourism and Place Marketing to strengthen the credibility of the Leicester and Leicestershire Devolution Deal through demonstration of a commitment to closer collaborative working both locally and with government departments.
10. It is anticipated that a detailed report will be brought to the Cabinet in June 2016. This will include feedback from the options consultation with stakeholders, any staffing and funding implications associated with implementing the final recommended option, and an appraisal of the risks and benefits of establishing a trading organisation.

Policy Framework and Previous Decisions

11. The County Council's Strategic Plan 2014-2018 clearly recognises the importance of tourism in enabling economic growth through the provision of employment, increased visitor spend and promoting Leicestershire as a place to live, work and do business. It also acknowledges the importance tourism plays in enhancing and protecting its natural, historic and cultural offer.
12. The County Council's Enabling Growth Plan 2015-2018 outlines how the economic priorities in the Strategic Plan will be implemented, and includes targeted support for the growth and expansion of the visitor economy.
13. The Leicestershire Rural Framework 2014-2020 identifies tourism as a key priority rural sector, as do the two LEADER Local Development Strategies in the County (East Leicestershire and Hinckley and Bosworth).
14. Following a review of tourism support within Leicestershire it was agreed by the Cabinet on 8 May 2012 to externally procure these services. Leicestershire Promotions Ltd (LPL) won an open tender exercise to supply tourism services for the County Council for three years commencing April 2013, with an optional 2-year extension for 2016/17 and 2017/18.

Resource Implications

15. On 17th February 2016 the County Council approved its Medium Term Financial Strategy which includes an annual budget of £175,000 per annum in 2016/17 and 2017/18 for tourism support. From 2018/19 this reduces to zero as part of the Chief Executive's Department budget savings. The requirement to meet these savings has been a key driver for this review.
16. The existing 3-year contract with Leicestershire Promotions Ltd was due to expire on 31st March 2016; this was extended to 30th June 2016 to enable the independent review and there is the option to extend this further if required. The City Council's contractual arrangements with LPL have been aligned with the County Council's to allow for collaboration and a smooth transition into new arrangements.
17. The review, covering Leicester as well as the County, indicates that implementing its findings will require local authority funds for at least the next two years. However, it also identifies other opportunities for income to be pursued which include a membership scheme and corporate partnerships, buy-in to tactical marketing activities, projects undertaken for partners, and UK and EU funds administered by the Leicester and Leicestershire Enterprise Partnership (LLEP). The survey conducted as part of the review showed that 66% of respondents indicated they would be prepared to support tourism activity with funding in the future.
18. As stated above, a report will be brought to a future Cabinet meeting outlining the outcome of the options consultation and an appraisal of any staffing and/or resource implications of implementing the final recommended option.

19. The County Solicitor and Director of Corporate Resources has been consulted on the content of this report.

Circulation under the Local Issues Alert Procedure

20. None.

Officers to Contact

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PART B**Background****The Value of Tourism in Leicester and Leicestershire**

21. According to the Scarborough Tourism Economic Impact Model (STEAM) the sector is estimated to be worth £1.57 billion to the local economy and attracts over 25 million people to Leicester and Leicestershire each year.
22. There are approximately 2,000 firms supporting over 30,000 jobs of which 2,500 are supported by in-bound visitors. The sector is the key provider of first jobs for young people and provides opportunities for those who wish to work part-time.
23. The level of growth in this sector over the past 5 years has been 13% with the last two years growth double that of the East Midland's average. The growth in tourism employment in 2011-2013 has been 17.65%.

LLEP Tourism Sector Plan

24. The Leicester and Leicestershire Enterprise Partnership (LLEP) is a strategic body led by a Board of local government and business leaders as well as senior education and third sector representatives. Its remit is to drive forward local economic regeneration and growth, including by working with the Government and local businesses.
25. The LLEP has identified Tourism as one of its 8 priority sectors, and commissioned a Tourism Sector Growth Plan in 2015. The Plan proposed a number of key actions that have been further explored through this review, including:
 - Better coordination of major capital investment to the sector;
 - Establishing a strategic framework led by a new sub-committee, which will also develop cross-border initiatives in the tourism sector;
 - Seeking resources to continue and enhance destination marketing;
 - Supporting major inward investment into the tourism and hospitality sector;
 - Linked to the above, seizing the potential for greater business tourism within the City and County.
26. The Plan also sets ambitious growth targets for the sector including 10,000 new jobs to be created, 35 million visitors and a sector value of £2.2 billion by 2020.
27. A key driver for the review was to ensure that the most effective governance and delivery arrangements are in place to implement the actions identified in the sector plan, and thus maximise the economic contribution that tourism makes to Leicester and Leicestershire.

Independent Tourism Review

28. In November 2015 Leicester City Council and the County Council jointly commissioned Blue Sail (a tourism consultancy and a strategic marketing agency) to conduct an independent review to evaluate the effectiveness of current tourism support arrangements and to explore and make recommendations on future governance, management and delivery options. The review also considered how future arrangements can assist the delivery of priorities identified in the LLEP's Tourism Sector Growth Plan, options for efficiency savings, and explored the range of funding sources. A full copy of the final report is appended to this report.

Consultation

29. Blue Sail interviewed representatives from the City and Council Councils, LLEP, District Councils and stakeholders from venues and attractions in the City and County ranging from large to small sized businesses. The method of engagement included over 20 one-to-one interviews, a workshop, and an on-line survey with over 70 respondees from tourism enterprises.
30. The key Leicester and Leicestershire strategic documents which highlight the importance of the tourism and hospitality sector and tourism blueprints developed by district-based tourism partnerships were reviewed. Case study models from other UK comparable geographies were explored and referenced.

Consultation Findings

31. Overall the review recognised a need for change, and a strong sense that more needs to be done collaboratively and together. There was support for an effective destination management, development and marketing body that is better connected with strategic decision-making, especially with the LLEP and the City and County Councils. The top priorities identified for this body include:
- Clear strategic leadership of tourism to match the ambition and determination;
 - Need for a strong, clear brand and narrative for the destination;
 - Support for an effective destination management, development and marketing body that is better connected with strategic decision-making (City, County and LLEP);
 - Need for improved marketing of what the area has to offer and a defined focus for support activity to create awareness and inspiration leaving the business sector to handle conversion and booking;
 - Potential for a broader place marketing role e.g. Marketing Manchester, Marketing Birmingham, and Make it York;
 - Potential growth in event bidding and group travel through planning and coordination;
 - Product development in attractions and public realm that can make a real difference to tourism performance;

- The ability to make external funding applications, liaise with the LLEP and Visit England.

Options for Tourism Support

32. Following extensive consultation the review describes three potential destination management models. Examples of the models in practice elsewhere indicate that each is a feasible way forward. They are:

Option 1: Reformed Public Private Partnership - an independent not-for-profit company similar to the Leicestershire Promotions Ltd model but with a broader remit and a greater involvement in policy development.

A revised specification for an externally procured model would need to include a requirement for a closer relationship with the local authorities as a partner not just as a contractor of services. It would require the procured organisation to be included in policy development, identification of investment priorities and the creation of the narrative for place marketing. The procurement process may attract a new provider, but could equally establish that this model is not feasible, or not feasible at a cost the local authorities are able to support. The risk of this approach is that the process will take some time and extend the period of uncertainty before a permanent solution is agreed and operational.

Option 2: A destination management function within a local authority - initially a department in a lead authority with a view to a subsequent move to the control of the proposed Combined Authority.

The rationale for this approach is that leadership in destination management, infrastructure investment and place marketing have become central objectives of the local authorities and LLEP, and are intertwined with policy objectives in economic development, planning, transport, culture, etc. With direct control the local authorities can ensure destination management is integrated and central to its policies and the investment plans of the LLEP. The destination function must retain the support and participation of the wider tourism, hospitality, cultural and academic sectors which are critical to its success. It is recommended that this could be achieved through the formation of a Tourism Advisory Board to include senior non-public sector persons. Any new model would need to maintain a distinct identity that sector partners can recognise and support, enabling management and operational planning to be shared.

Option 3: A local authority controlled company - similar in function to Option 2 but established as a Teckal company¹ owned by the City and County Councils.

¹ A Teckal Company is owned by a number of local authorities to deliver a common service, making it possible to be exempt from external procurement rules. It can offer the same services commercially but only up to a limited turn over.

The company would be managed with a degree of independence with a Board of Directors, representatives of the sector, appointed by the local authorities. It would be Teckal compliant, i.e. the Councils could award work and contracts to it without a competitive procurement process.

Option 3 gives a clear identity and a form of governance that acknowledges the ongoing partnership with the industry.

Conclusion

33. Entering into a new contract with an external provider could limit flexibility to adapt to future changes including availability of public sector funds, new local governance arrangements and the need to better align tourism with wider place marketing and inward investment functions. **Option 1 is therefore not a preferred option.**
34. The potential establishment of a Combined Authority in autumn 2016 provides an opportunity to incorporate the strategic governance of tourism and place marketing within a Leicester and Leicestershire Devolution Deal. This would demonstrate a commitment to closer collaborative working on tourism from all nine local authorities. It would allow for a coordinated and aligned approach to maximising the effectiveness of City, County, district and LLEP resources. The strategic management of tourism and place marketing would be managed by one or both of the lead authorities on behalf of the Combined Authority.
35. It is recognised that the Combined Authority would require expertise from the sector to ensure that the place marketing narrative, strategic tourism priorities and investment priorities meet economic growth and industry opportunities and aspirations. There will also be a requirement for the public and private sectors to work together to generate funds to support sustainable delivery. A Tourism Advisory Board including senior non-public representatives from the sector and reporting to the Combined Authority is considered the best approach to achieving this. **A combination of Option 2 and Option 3 is preferred.**
36. In terms of direct delivery of tourism support services e.g. tactical marketing and campaigns, further consideration of potential delivery options is required. Therefore, the City and County Councils wish to further explore the option of a local authority owned company in more detail, including the legal, financial and staffing implications.
37. The final recommendation will be brought to a future Cabinet meeting and will take account of stakeholder views on these options.

Background Papers

LLEP Tourism and Hospitality Sector Growth Plan
<http://ow.ly/YkCPo>

Leicestershire and Leicestershire Strategic Economic Plan

<http://ow.ly/YkCVd>

Leicestershire Rural Framework

<http://www.oakleaves.org.uk/uploads/rural-framework-2014-2020-final-draft.pdf>

Report to the Cabinet, 8 May 2012 “Review of Tourism”

<http://ow.ly/YkFC7>

Appendix

Tourism Support Structures – A Review for Leicester City and Leicestershire County Councils (Final Report January 2016, Blue Sail)

Equality and Human Rights Implications

38. There are no equality or human rights implications arising from the recommendations in this report.

Partnership Working and Associated Issues

39. This report has been written following consultation with a wide range of partners and stakeholders. The recommendations outlined in this report build upon good partnership working with the public and private sector along with strengthened local governance through a Combined Authority led approach.

Risk Assessment

40. A full risk assessment of the transitional period and possible establishment of a Teckal Company (if this emerges as the preferred ‘delivery’ option) will be reported at a future Cabinet meeting.

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TOURISM SUPPORT STRUCTURES

A REVIEW FOR LEICESTER CITY AND
LEICESTERSHIRE COUNTY COUNCILS

JANUARY 2016

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EXECUTIVE SUMMARY

This is a review of tourism support structures undertaken for Leicester City and Leicestershire County Councils. We were commissioned to evaluate the effectiveness of current tourism support arrangements and to explore and make recommendations on future governance, management and delivery options. The contracts the two Councils currently have with Leicester Shire Promotions Ltd (LPL) to provide tourism support across the sub-region are due to expire shortly.

We have undertaken the review in consultation with key people in the sector from public, private and cultural sector organisations, by interviews, online survey and a workshop.

We heard very positive views about the progress of tourism in the region and about ambitious plans for further investment and growth. But we also heard there is a need for clear leadership of tourism to match the ambition. LPL is perceived not to be 'at the top table' where policy and decisions are made, and the scope of its work has narrowed and is restricted by its contract. It is no longer tasked with the place marketing it once undertook. Stakeholders believe that the destination lacks a strong and clear brand and narrative to underpin collaborative promotion.

Overall we found the destination recognises a need for change. There is a strong sense that more needs to be done collaboratively and together. There is support for an effective destination management, development and marketing body that is better connected with strategic decision-making, especially with the Leicester and Leicestershire Enterprise Partnership (LLEP) and the City and County Councils.

Our review describes three potential destination management models for this region. Examples of the models in practice elsewhere indicate that each is a feasible way forward.

The first two options are **public sector-led**. They are

1. **A destination management function within a local authority** - initially a department in a lead authority with a view to a subsequent move to the control of the proposed Combined Authority.
2. **A local authority controlled company**, either newly created or formed by a transfer of LPL with the agreement of its Board into local authority control.

The rationale for the public sector-led approach is that leadership in destination development, infrastructure investment and place marketing have become central objectives of the local authorities and LLEP, and are intertwined with policy objectives in economic development, planning, transport, culture etc. With direct control the local

authorities can ensure destination management is integrated and central to its policies and the investment plans of the LLEP.

The destination function must retain, however, the support and participation of the wider tourism, hospitality, cultural and academic sectors which are critical to its success. We therefore recommend that it maintains a distinct identity that sector partners can recognise and support and in whose management and operational planning they share. In the first option we recommend formation of a strong **Advisory Board** to include senior non-public sector persons. In the second option the **Board of Directors** appointed by the local authorities should include persons representing the breadth of the sector as well as the local authorities, and should manage the company with a significant degree of independence.

Our preference between these models is for the local authority controlled company; it gives the destination management function a clearer identity and a form of governance that acknowledges the ongoing partnership with the industry. If formed by a transfer of LPL it will make it easier to maintain ongoing activities and customer relationships with businesses.

The third option is an independent not for profit company:

3. **A reformed Public Private Partnership** - an independent body on the model of LPL, but with a broader remit and closer relationships with the local authorities, as a partner not just a contractor for services. It would be at the top table in policy development, helping to identify investment priorities and opportunities, and creating the narrative for place marketing.

The body's closer relationship with local government would be reflected by inclusion of one or more elected members on its Board. The feasibility of this model could be established via a new procurement process, challenging the LPL Board to establish how LPL would structure itself to deliver the expanded remit. It would need to show how income would be generated and grown. The process may of course attract an alternative provider or establish that this model is not feasible, or not feasible at a cost that the local authorities are prepared to support.

The evident risk is that the process will take time and will extend the period of uncertainty for LPL and the wider sector before a permanent solution is agreed and operational.

The **funding of destination management** will continue to require public sector support. In our view the new arrangements will require funding from the local authorities at or above present levels for the next two to three years at least. Other opportunities for income need to be vigorously pursued and include a membership scheme and corporate partnerships, buy-in to tactical marketing activities, delivery of programmes for the Business Improvement Districts, projects undertaken for partners, VisitEngland programmes, and UK and EU funds administered by LLEP.

1 INTRODUCTION

The brief for this report, from Leicester City and Leicestershire County Council, commissioned an independent review of the effectiveness of current tourism support arrangements whilst exploring and making recommendations on future governance, management and delivery options. It was to consider how future arrangements can assist the delivery of priorities identified in the Leicester and Leicestershire Enterprise Partnership's (LEEP's) Tourism Sector Growth Plan. The review is also to consider options for efficiency savings and explore the range of funding sources including income generation.

The immediate context of the review is the impending expiry of the contracts the two Councils have with Leicester Shire Promotions Ltd (LPL) to provide tourism support across the sub-region. The existing contract ends in March 2016 with an option to extend the contract for a further two years. The review is not about the performance of LPL - though perhaps inevitably views on that subject were expressed to us - but about the appropriateness of the structure to deliver whatever is needed to advance the growth in tourism and hospitality.

Our aim in this review is to provide advice and recommendations to the local authorities, based upon evidence and analysis. It is to enable them to make their decisions about the most appropriate destination management structure, to understand the implications, and assist them to lead the process of establishing the chosen model.

OUR PROCESS

The review was commissioned in November 2015 and we have worked throughout with a small Steering Group of officers from the City, County and Harborough District Councils and LLEP. We studied current policy and performance documents from the public bodies and LPL. We held more than 20 structured conversations, mostly face to face but with some by telephone, with key persons in the sector across the region, including public, private and cultural sector organisations.

We devised and ran an online survey designed to allow businesses of all types to comment on what kinds of activity they most value. The survey picked up views of smaller businesses, particularly accommodation providers who were probably under-represented in other aspects of the consultation. With 72 responses the sample size was not sufficient to be a definitive expression of views but provides a useful snapshot of opinion.

We identified a number of models for destination management, drawing from our own experience of setting up and working with Destination Management Organisations (DMOs) around the UK, and by researching a number of comparator organisations (details of a number are given in the appendix to this report). Around 24 senior people

from organisations across the sector attended a workshop held in December at Curve in which they identified the scope of what a DMO in the region should do and the priorities for tourism support activity. They went on to analyse the pros and cons of the DMO models that we had identified.

Following the workshop we summarised our findings in an interim report to the Steering Group, in order to discuss and refine the options which we present at the conclusion of this final report.

2 THE CURRENT POSITION

THE CURRENT DMO AND DESTINATION MANAGEMENT

Leicester Shire Promotions (LPL) is a private, not-for-profit company formed in 1993. It is a partnership between the public and private sectors. It is governed by its own Board of Directors and employs a Chief Executive and staff.

The company has from the outset received funding from Leicester City Council and (later) Leicestershire County Council. In recent years the funding has moved from a grant and service level agreement basis to a contract following a procurement exercise and tender for specific services. This change has, in the view of LPL and others, changed the relationship from one of a partner and chief adviser to the local authorities to the paid provider of a limited range of services. LPL is no longer perceived to be 'at the top table' where policy and decisions are made. It developed a Destination Management Plan for Leicester and Leicestershire in the early days of the LLEP, but that has not been adopted by the Councils and the City has subsequently developed its own Tourism Action Plan. The scope of activity has narrowed; LPL is no longer tasked with the wider place marketing that it once undertook. The level of funding from the local authorities is declining; that and the time-limited contract creates uncertainties for LPL in forward planning and has contributed to recent job losses.

Other local developments in destination management and development are as follows:

- ▶ LLEP has researched and developed a Tourism and Hospitality Sector Growth Plan which includes its intention to support investment in tourism attractions and infrastructure; it is also establishing a Tourism strategy group to develop the LLEP strategic approach.
- ▶ The City Council has published a Tourism Action Plan, stating its ambition to establish the city as a primary visitor destination by 2020
- ▶ The City Council has also established a Tourism Forum with responsibilities for delivery of the Action Plan and the promotion and development of the tourism industry in the city.
- ▶ It has established a separate Visit Leicester website and runs the Visit Leicester Information Centre.
- ▶ A Tourism Partnership has been established in the county, supported by LPL, to steer activities.
- ▶ The County has two LEADER programmes (East Leicestershire and Hinckley and Bosworth) and tourism is one of the priorities within their Local Development Strategies.
- ▶ Five District Councils - Melton, Harborough, Charnwood, North West Leicestershire and Hinckley and Bosworth have tourism partnerships which have developed district tourism blueprints with input from LPL
- ▶ Harborough is the one Council with its own, recently appointed a Tourism Officer hosted by LPL.

OUTLOOK FOR TOURISM

We heard very positive views about the progress of tourism in the region - perceptions borne out by data. There has been an overall growth of 20% in volume of visits and 40% in value over the last 5 years, and hotel occupancy levels in the holiday season are high. Perceptions of the destination are improving and momentum is building, according to consultees, not least because of the world-wide attention generated by the King Richard III discovery; but it is important to push on and build on that success.

We heard of a strong attractions offer in City and County and of ambitious plans in place for over £100m in new investment. The VisitEngland Product Development Fund was seen as an opportunity. Consultees suggested the region should seize the opportunities for greater events and business tourism, though citing a shortfall in appropriate hotel rooms as a constraint.

The LLEP Tourism and Hospitality Growth Sector plan targets a 50% growth in the value of tourism to £2.2bn by 2020 with 10,000 increase in jobs. It proposes to support a major capital investment fund and a fund for SMEs to enable expansion in capacity of the sector and unlock major obstacles to growth.

Ambitions and prospects of this scale will require robust and authoritative delivery mechanisms and strengthen the case for an effective destination management, development and marketing body.

VIEWS OF CURRENT DESTINATION MANAGEMENT

A number of consistent messages emerged through this review. The most compelling were that:

- ▶ There needs to be clear leadership for tourism to match the ambition for the destination.
- ▶ Marketing is working well for some but brand and narrative is not compelling enough nor clear enough for the majority of stakeholders.
- ▶ The connection of tourism support with major strategic decision-making, especially within the LLEP, City and County Council should be improved.

While this was not a review of LPL per se, inevitably views about the effectiveness of LPL were expressed. There were many who commended the performance of LPL, the knowledge which existed within it and evidence of effective marketing. But others felt distant from LPL, disengaged and questioned the impact of marketing and other activities. For some there seemed a low level of trust or confidence in LPL. Whatever the reasons, the leadership deficit and feelings of poor engagement with stakeholders are an obstacle to concerted destination management.

The survey, reflecting views weighted towards small and accommodation businesses, indicated the highest priority is sales and marketing but reinforced the view that overall

performance fell short of their expectations. Survey respondents also valued the more traditional services of Visitor Information which came second in their priorities.

Encouragingly 66% of survey respondents suggested they would be prepared to support tourism activity with funding. 18% of the total indicated they might invest the lower amounts (up to £100), 8% were prepared to pay £100-£250, 11% (£250-£500), 8% (£500-£1000) and 21% (£1000+). Many businesses recognised that while they would help to fund activity the calibre of leadership to drive things forward is critical to their engagement and support.

Overall we found a destination in which there is a recognised need for things to change. There is a near universal belief in the prospects for the destination and a very strong sense that more needs to be done collaboratively and together.

SWOT

This table summarises the findings from the one to one consultations, survey and workshop on destination management and marketing.

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> ▶ Alignment of LLEP, City, County and Districts a force for good ▶ Strong political leadership in the City and County considered positive and indicative of drive and ambition for area ▶ Campaigns such as Stay Play Explore working well for some stakeholders ▶ Tourism knowledge in LPL well regarded ▶ LPL delivers support and advice to businesses 	<ul style="list-style-type: none"> ▶ Perceived leadership deficit. Unclear who is leading and whether all are working together. ▶ Perceived marketing under-performance ▶ No clear place brand and narrative ▶ Narrow targets for LPL (bednights) ▶ Multiple online destination tools indicative of lack of joined up approach ▶ Lots of different bodies – not always pulling together
OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> ▶ LPL has more to offer but contract limits scope ▶ Business willing to invest but need leadership and a focus on marketing and sales ▶ Prospect of Combined Authority ▶ BIDs – existing & new with an interest in tourism ▶ Destination Marketing should work in wider areas - inward investment, students/universities etc. ▶ Potential to work beyond county boundary on market development 	<ul style="list-style-type: none"> ▶ Investment tied up in servicing visitors in traditional channels such as VIC rather than in attracting new visitors ▶ Diminishing local authority funds ▶ Business investment easy to say – difficult to do ▶ Political boundaries can impact delivery while tourists see no boundaries ▶ Funding and contract uncertainty limits LPL's ability to plan effectively

3 WHAT NEEDS TO BE DONE

FINDINGS AND PRIORITIES

The workshop was asked 'What should a DMO for Leicester and Leicestershire concentrate on? What are the main needs to be met, and opportunities to be exploited'.

In the discussions that took place, the workshop identified its top priorities for action by a DMO. In order of priority they were:

- ▶ Strategic Leadership
- ▶ Brand and Narrative
- ▶ Partnership & Collaboration
- ▶ Events Bidding & Coordination including business tourism
- ▶ Marketing & Sales
- ▶ Research & Intelligence
- ▶ Product Development & Destination Management
- ▶ Information

Drawing on the discussions in the workshop, our consultation with stakeholders and our own research we expand on each of these in turn.

STRATEGIC LEADERSHIP

There is a widespread view that a clear strategy and ambition needs to be articulated. As there are already City, LLEP and District Tourism Plans the requirement maybe focus rather than gap-filling as arguably too many plans and too much detail cloud the real priorities for action. The development of a Destination Management Plan for the region that projects forward at least 10 years would be a way of addressing this issue.

But it was particularly leadership and vision that was identified as required to inspire the many different stakeholders to work together to support the development and promotion of tourism.

BRAND

Many consultees said they had an insufficiently clear idea of the narrative used to sell Leicester and Leicestershire to prospective visitors or journalists. Even where they had some ideas of what this might be, they recognised that there was no unified message that they could get behind or amplify through their own sales and marketing activity.

A destination brand is really about all the things that someone feels, thinks or imagines when they hear about a place and should not be confused with a simple logo or tagline. Many destinations with successful brands have a much richer narrative to draw upon in

describing their brand that can be shared and adopted by local business. Developing a brand and associated toolkit for the destination could make a real difference by improving marketing performance and uniting the industry.

PARTNERSHIP & COLLABORATION

The idea that the destination is stronger by working together was universally accepted. However most also recognise that different elements of the industry and the public and private sectors do not always agree on priorities.

There may be a choice to be made by a DMO on whether to seek to represent all tourism businesses or focus effort on those with potential to invest and deliver the biggest impacts in visitors and jobs. The majority of the tourism enterprises are small and have negligible or no funds for marketing. The top 10% of tourism providers by size will probably contribute most of the potential joint marketing investment. If the focus is firmly on the latter it will determine the market segments and the way the marketing budget is spent.

Some destinations offer basic support to all business regardless of whether they pay anything much and a separate package of support and collaborative work for more strategic investors. This raises the question of DMO membership; should it be pursued in this region? There are several models of DMO membership, including tiered schemes with benefits relating to size of business and investment. A judgement will always be required as to whether the advantages of a scheme outweigh the costs in time and communications with the businesses. Alternatives are a higher level membership or corporate partnership only or for no membership but a shopping list of activities from which business can pick and choose.

It is striking that a number of major potential partners appear not to be closely involved in destination management activities. The universities and transport providers are two examples where there may be shared ambition in terms of marketing, profile, branding and destination offer. A revised arrangement for tourism support should consider how the major strategic partnerships can be developed.

One area of agreement common to all, including by the local authorities, is that administration boundaries are meaningless to visitors. The opportunities are not confined to just Leicester and Leicestershire. Collaboration should extend to areas and to DMOs across the wider region wherever market interests are shared.

LPL is credited for maintaining valuable working relationships with VisitEngland and VisitBritain. These should be maintained in whatever tourism structure is adopted.

EVENTS, BIDDING & COORDINATION

Growth in the Convention Bureau type activities and successful bidding for conferences was held up as an area of progress in recent years. With investment in facilities and with easy access to London and good rail links, growth in business tourism events should remain a central plank of future plans.

Similarly the potential of the group travel market was identified by many as an area of potential growth that requires planning and co-ordination.

The need for Leicester and Leicestershire and its constituent tourism providers to work together to increase awareness and conversion of enquiries was illustrated by a desire for more coordination and collaboration, for example at trade shows.

MARKETING & SALES

A common view expressed through the consultation was that marketing is insufficient and is not doing a good enough job of helping prospective visitors know what the area has to offer.

A decision needs to be made about where the focus for activity should sit. There is a strong argument for the function to lean more heavily **towards awareness and inspiration** and for the business sector to handle **conversion and booking**. Arguably that is where interventions by a DMO have the greatest impact even if that means stopping doing some things they may have done for a long time, or which a large number of smaller businesses would still like them to do.

There is a clear link between this priority and the one of brand and narrative; marketing activities are unlikely to succeed without an effective brand in place.

RESEARCH & INTELLIGENCE

Tourism businesses recognise that research and insights help deliver effective marketing, but invariably seem to expect this is something the public sector should provide. It is unsurprising that it ranks low in the priorities but we nonetheless believe it is essential. There were suggestions, appropriate in our view that the focus of market intelligence should be on markets closer to home. With London an hour away by train and tens of millions of people within a 90 minute drive time that should be where, in the short term at least, research, intelligence and marketing efforts are focussed.

Much of the existing research looks backwards to 'how the destination has performed'. A greater emphasis on looking forward is needed - on horizon scanning to identify insights and opportunities to be capitalised upon for market advantage. Many stakeholders suggested learning lessons and borrowing good ideas from other destinations to improve the experience that Leicester and Leicestershire offers.

PRODUCT DEVELOPMENT AND DESTINATION MANAGEMENT

Product development in attractions and public realm has made a real difference to tourism performance in recent years. But the expectation of visitors continues to rise all the time. Accommodation development for example came out very strongly as something which may be needed to support future growth ambition.

Being fleet of foot, able to recognise opportunities and bring them forward, as happened with King Richard III requires leadership, ambition and determination. In the future the DMO should have a role in identifying opportunities, showing where the experience falls short and where the gaps exist. Many of the attractions already have capital investment programmes in place but aligning these to other strategic investment decisions such as highways, signage and wayfinding can make a big difference to their overall success. The DMO should be able to help with external funding applications, liaison with LLEP and VisitEngland.

INFORMATION

Changes to consumer habits, technology and the introduction of a host of other intermediaries have largely rendered obsolete the traditional ways that destinations provided information. Destinations need to rethink their information strategy in ways that reduce cost, increase value to tourism businesses and meet the needs of modern visitors. For example

- ▶ Most information is available online and most visitors have smartphones. The challenge is not so much to put accurate information on the destination's own websites as to ensure it gets onto other people's websites, onto social media, Google, TripAdvisor, You Tube, Mumsnet and so on
- ▶ Mobile information services (including bikes) enable staff to be where the visitors are (including at events) , not visitors having to go to a fixed location
- ▶ Some destinations use volunteers as Greeters to support the welcome to visitors
- ▶ Really useable on-street maps and directional guidance such as those introduced as Legible London are invaluable visitor information
- ▶ Partner tourism businesses can provide a simple information service through Tourism Information Points.

POTENTIAL FOR A BROADER PLACE MARKETING ROLE

The qualities that make a place attractive to a visitor or conference organiser often convince those making decisions about study, business expansion, relocation or inward investment. The underlying narrative of a place has to be coherent and consistent whether for a leisure break or a business investment, albeit with different emphases and highlights. Both are part of the public face and brand-building for the place.

The rethink of tourism support is an opportunity to consider a broader place-marketing function, a concept advocated repeatedly by consultees. There are a number of

examples of DMOs that have been integrated into, or become, wider place-marketing organisations, such as Marketing Manchester, Marketing Birmingham and Make it York. They align tourism marketing with the profiling needs of the local authorities and LEP, companies, universities and colleges in a collaborative and cost-effective way.

4 MODELS FOR DESTINATION MANAGEMENT AND MARKETING

We have examined several potential models for a future destination management model. The workshop provided an opportunity to examine the strengths and weaknesses of each approach and to test their suitability to fulfil the roles that stakeholders require. Here we describe the main models in broad terms and refer to their perceived pros and cons.

COMMERCIAL MODEL

An increasing number of DMOs have little or no public sector core funding and are entirely private sector run, though mostly as not for profit companies. In most cases these are 'legacy' organisations that have lost public funding but have re-invented themselves to serve their members' interests. On the plus side they are seen to be:

- ▶ Fast and responsive
- ▶ Lean and keen
- ▶ Commercially rather than politically driven
- ▶ Able work cross border on visitor/ industry led view of destination
- ▶ Free from state aid restrictions
- ▶ Able to retain continuity of knowledge, experience and business relationships where evolving from an existing DMO

Their limitations are felt to be:

- ▶ Lack of an imperative for strategic focus or vision
- ▶ Able to deliver only what business will pay for, and so dominated by short term ROI on marketing
- ▶ Unlikely to be able to sustain broader destination marketing and brand development
- ▶ Not well-placed to deliver place marketing
- ▶ In danger of 'silo' working
- ▶ Compelled to spend much time chasing financial contributions - most of which will be small unless they can engage the big players
- ▶ Subject to variable and unpredictable cashflow

Examples of this model

Visit Cornwall (as recently re-structured), Visit Northumberland, and Visit Shropshire.

Conclusion

Our conclusion is that the commercial model would not be able to deliver key aspects of destination management that stakeholders are keen to see.

BUSINESS IMPROVMENT DISTRICT

In this model destination management activity is largely or completely funded and managed by a Business Improvement District (BID) company, or by a Tourism BID (TBID) in which only tourism and hospitality businesses contribute to the business levy.

Given the existing patchwork of BIDs in Leicestershire, and the City of Leicester BID about to go to ballot, with different agendas and gaps in coverage it is not feasible for a DMO for the whole area to be constituted as a BID. But there will be opportunities for strong partnerships between the DMO and BIDs wherever agendas overlap and the potential for funding from the BIDs for destination marketing and management.

Examples of the TBID model: Inverness and Loch Ness and Greater Yarmouth

Examples of generic BID companies: Plymouth Waterfront and Lincoln BIG which both fund and manage substantial tourism activity in broader programmes.

Comparator information and lessons: Lincoln BIG - Turnover c £1.3m – 50% on Marketing and Events, 17 full and Part-time Staff.

- ▶ The BID process brings with it valuable disciplines in terms of communications, collaboration and business planning.
- ▶ Retail and wider tourism sectors share many objectives and should work more closely together on marketing and destination management.
- ▶ BIDs seem to work best for limited and well integrated spatial footprints

Conclusion

The BID model will not be the basis for a destination management function in this region but BIDs can be very important supporters and partners in destination activity, and a DMO can be a delivery partner for parts of a BID programme.

PUBLIC PRIVATE PARTNERSHIP

This is the existing model in Leicester and Leicestershire. The question will be whether the model can be reformed to take on the full role including place marketing, with a closer relationship to public sector bodies and with an acknowledged leadership position in destination management. The advantages of this model are seen to be:

- ▶ The opportunity for continuity with LPL - avoiding disruption of a new set-up and allowing continuation of relationships with industry and retention of knowledge and experience
- ▶ Independence and arms-length operation
- ▶ Represents all interests with buy-in from both public and private sectors
- ▶ Can be the prime channel of communication between private and public sector partners - can be the honest broker
- ▶ Able to take on a broad role including place marketing on behalf of all sectors
- ▶ Can access external funding sources and take on commercial work

But on the downside:

- ▶ Stakeholders may perceive that no change has occurred
- ▶ More is being asked of the body while public funding is reducing
- ▶ If public sector commitment wanes it may undermine private sector support
- ▶ Uncertainty about the number and willingness of big private players to buy-into the partnership at a significant level
- ▶ May still be subject to periodic tendering creating uncertainties

Comparators

Aberdeen and Aberdeenshire Tourism Company; Budget c£2m; Staffing 8-10 FTE – 40% of budget. A merger of three pre-existing DMOs in the interests of better collaboration, cost-effectiveness and coherence of the marketing message.

Lessons: Existing organisations and structures can be remodelled to deliver a revised set of activities and outcomes, allowing continuity and seamless transition. Major commitment by public sector has drawn very positive response from major private and voluntary sector partners to effect step change in tourism. Inclusive approach to wider industry very important to achieve early and comprehensive buy-in.

Comparator: Marketing Cheshire, which covers Chester, Cheshire and Warrington, is a not for profit company that delivers tourism support in the region. Originally heavily supported by the RDA, it has now developed a close relationship with the LEP to whom it provides a variety of marketing and business engagement services and with whom it has established a joint holding company '871 Growth'. It has 15 staff (not including TIC) and a turnover of approximately £2m. Around 50% of its costs are on staff and establishment.

Lessons: Falling local authority funds cannot automatically be made up by the private sector despite an improving visitor economy; Relationship with LEP underpins

credibility as a Place Marketing agency; Activity and approach driven by a clear and concise Destination Plan.

Conclusion

The existing model could be re-modelled to serve a different remit, but only if it has the clear backing and support of all sectors.

PUBLIC SECTOR -LED ORGANISATION

Departmental Model

The traditional destination management model was a tourism section or department within a local authority. It typically has sat alongside or within a department for economic development, regeneration, culture, arts, museums or similar services.

Over the past decade or so this model has been largely replaced by other models (mainly those described above) but some examples remain, notably where tourism is a large proportion of local economic activity such as Brighton, Blackpool and other coastal resorts. While some are adept at securing private sector revenue to support activity it can be more challenging when an organisation is part of the local authority. The benefits of this model include:

- ▶ Opportunity to integrate destination management with other local authority functions e.g. planning, culture, transport
- ▶ Potential to reduce overheads e.g. premises and support services
- ▶ Back-up resources and cover such as legal, financial, IT
- ▶ Political buy-in and leadership
- ▶ Single point of control and management
- ▶ Business can be persuaded to contribute if outputs and outcomes are delivered

However the challenges of this approach are:

- ▶ Perceptions of political interference
- ▶ May be remote from private sector input and influence – business may feel excluded and therefore not buy into activities
- ▶ Local authority support is dependent on the perceived value of tourism locally
- ▶ Uncertainties and changes in political control
- ▶ Typically higher overheads and on-costs than are found in other organisations
- ▶ Decision making speed can be affected by the political process

Comparator:

Visit Brighton is a local authority tourism organisation that sits with the Conference Centre/Venues team. Staff of 14 and budget of £850k of which the authority provides £530k. 500 businesses in partnership with the organisation which provides marketing, information, and convention bureau and destination management support. Declining

local authority budget and set to decline further. Staffing costs of between 50%-70% are unsurprising - tourism activity especially media, convention bureau, partnership needs people. Brand Toolkit and Brand Narrative successfully enhance and amplify activities of individual businesses.

Conclusion

There are clear advantages and disadvantages to this model. The deciding factor is largely the strength of political commitment locally and whether this translates into financial support.

Local Authority Controlled Company

Another way for the public sector to lead is by establishing and supporting a local authority controlled company. The local authorities retain ultimate responsibility for the actions and finances of the company but appoint a Board of directors to run its activities. In destination organisations of this model the Board comprises prominent business, academic and tourism figures and representatives of the local authority. Typically the Board is chaired by a private sector figure.

This model gives important reassurance to industry that politics will not dominate operations and that commercial expertise is at the centre of company. At the same time the public sector can be assured that the objectives of the company are aligned with its strategic aims

Where a number of local authorities, such as in a Combined Authority, own the company it may be regarded as a 'Teckal' company. That status gives some exemption from usual requirements to follow open procurement processes that are problematic in this context, and it also gives powers for a degree of service provision to the private sector. Legal advice should be taken.

Comparators:

Make it York. Until 2015 Visit York was an independent company and public private partnership operating as a destination marketing organisation. In that year it became a local authority controlled company and took on functions and some staff from the local authority for economic development promotion, events and place-marketing. The choice of a local authority controlled company rather than a local authority department model was made to ensure continuing private sector involvement and support. It continues to be a membership organisation with 700 members, generates income through marketing activity and publications and receives funding also from the local authority. The Board appointed by the Council includes both local authority and private sector members, and there is a larger Visitor Economy Steering Group open to all sectors that acts as an advisory body.

Marketing Manchester is a public sector controlled company, a subsidiary of Manchester Growth Company which is answerable to the Greater Manchester Combined Authority and to the Greater Manchester LEP. Its remit is to increase the

interest in, and visitors to Manchester, by positioning the city-region as a vibrant international destination, which acts as a gateway to the UK. Together with MIDAS (inward investment agency), it promotes Manchester as one of Europe's leading business destinations, whilst also supporting the enhancement of the tourism product in Greater Manchester through the development of its tourism infrastructure. Marketing Manchester has its own (subsidiary) Board led by a private sector Chair and including prominent public, private and cultural sector directors. It is a membership body with over 400 paying members.

5 WAYS FORWARD

Our consultations showed clear support for change and strong backing for a DMO with a broad remit including place marketing. This was true both for public sector and private sector organisations. Some smaller businesses would probably be content with a commercial model DMO focusing just on sales and marketing activity. But that would not deliver the leadership and coordination that most consultees want, and we have doubts whether it would generate sufficient revenue to be an effective organisation.

We therefore see the following options for the future, each of which in our view are provided they have the support of both public and private sectors.

A PUBLIC SECTOR -LED DMO - WITHIN A LOCAL AUTHORITY

The rationale for the public sector-led approach is that leadership in destination management and development, infrastructure investment and place marketing have become central objectives of the local authorities and LLEP, are difficult to specify and risky to contract out and are thus best under direct control. Moreover they are intertwined with policy objectives in economic development, planning, place-making, transport, culture etc. With direct control the local authorities can ensure destination management is integrated and central to its policy development and the investment plans of the LLEP.

The risks in adopting this model are an adverse reaction by private sector partners, perceptions that they have lost influence and that destination management is being driven by politics. We believe therefore that the destination function must retain a distinct identity that private sector partners can recognise and support. There should be a discreet unit with a distinct name - such as Marketing Leicester and Leicestershire (MLL)¹. Its income and expenditure should be ring-fenced and reported on separately, so it is clear that marketing and projects income is recycled into activity supporting the destination.

The private and cultural sectors must share in management and operational planning. Currently, one local authority would need to lead the function on behalf of the others. Plans are progressing, however, for a Combined Authority which could appropriately be the ultimate governing body. We would recommend formation of a strong Advisory Board to the local authorities to include senior non-public sector persons and possibly be chaired and led by a private sector figure.

¹ Marketing Leicester and Leicestershire or MLL is used here as a working title.

MLL and its staff would be employed by a local authority. We anticipate that any staff transfer of from LPL would be subject to Transfer of Undertakings Protection of Employment (TUPE) regulations but the client should take appropriate legal advice.

Staff appointments would be by the local authority or Combined Authority in consultation with the Advisory Board. It is critical that a credible person is in place as soon as possible to lead management of the function.

The transfer of destination marketing may raise challenges about the powers of the local authorities to trade and provide commercial marketing services as LPL currently does via its website and packaging of product through its Stay Play Explore promotion, generating a significant part of its income. There are also state aid restrictions against subsidising commercial activity. There may therefore be need for a complementary local authority trading company for those activities with accounts kept separate to demonstrate that no public subsidy has been applied. The trading company could be serviced by MLL staff recharging their time and costs to it. Legal advice should be taken.

LOCAL AUTHORITY CONTROLLED COMPANY

Another way for the public sector to lead is through establishing and supporting a local authority controlled company. The local authorities would retain ultimate responsibilities for the actions and finances of the company but appoint a Board of directors to run its activities. In comparable destination companies on these lines the Board comprises prominent business, academic and tourism figures and representatives of the local authority. Typically the Board is chaired by a private sector figure.

As mentioned above this variant addresses the need to retain private and other sector support and participation in destination management which is fundamental to its success. That should be achieved by the DMO operating with a significant degree of independence under a strong cross-sector Board. As a company under the control of the Combined Authority it should be able to receive public money and operate without the complications and restrictions of public procurement rules. We anticipate the relationship and outputs would be formalised in a service level agreement.

The company could be newly formed but a better solution might be to bring the existing LPL company under local authority control with the approval of its current Board and with necessary changes to its Memorandum and Articles. A change of company would signal the new beginning. That move would minimise disruption to ongoing activity and to existing relationships with industry. It could allow staff to transfer on existing conditions without application of TUPE. If all parties were in agreement the transfer could be undertaken quite quickly.

A REFORMED PUBLIC PRIVATE PARTNERSHIP

The model is an independent not for profit company, as now, but with a broader remit and changed relationship with the public sector. The ending of current contracts with LPL would provide an opportunity to specify new contract terms that major on leadership and embrace the full proposed remit for the DMO.

In this model the DMO would be a partner of the local authorities, not just a contractor for services. It would be seen to be at the top table in policy development, helping to identify investment priorities and opportunities, creating the narrative for place marketing. It would also represent and be guided by the key industry organisations. It would be the prime channel of communication between the public and private sectors. The company's closer relationship with local government would be reflected by inclusion of one or more elected members on its Board.

The testing of the feasibility of this model via a new procurement process would challenge the LPL Board to establish how LPL would structure itself to deliver the expanded remit. It would need to show how income would be generated and grown. The process may of course attract an alternative provider or establish that this model is not feasible, or not feasible at a cost that the local authorities are prepared to support.

The evident risk is that the process will take time and will extend the period of uncertainty for LPL and the wider sector before a permanent solution is agreed and operational .

FUNDING

There is a minimum scale for an effective destination organisation with a broad agenda. Soundings with Chief Executives of destination organisations suggest an annual budget of £1m is the minimum to make an impact in a competitive world; there is no maximum of course, and some DMOs have larger budgets. ²

LPL is one of the bigger DMOs in this country, as judged by turnover reported to have been about £1.4m in 2015. Of that just under £400,000 was from the City and County Councils. Income from other sources is very important to LPL enabling it to deliver additional project activity whilst contributing to core costs and staff resources. The Stay Play Explore programme generated about 42% of 2105 income. A further 25% has come

² Aberdeen and Aberdeenshire budget c £2m a year. Marketing Cheshire turnover c. £2m a year. Lincoln BIG turnover £1.3 m (but not all on marketing and events). Marketing Birmingham (2014-15) £7.6m but significant part from European funding programme. Visit Kent (2014--15) £1.9m including private sector in-kind and European support. York turnover c.£2m. Nottingham turnover not known but local authority contributions of £200,000 each by City and County Councils and £50,000 from a district council. Wiltshire Council contributes £500,000 a year.

from externally financed projects including an Arts Council project for Foxton Locks. Such projects are time-limited and therefore income levels are unpredictable.

It is a fact that no substantial destination organisation in the UK (other than TBIDs) operates without significant public funding. Businesses are generally prepared to contribute to marketing that directly leads to business and profit for them, but are reluctant to fund wider destination marketing or management activity³. From the comparator case studies and from our knowledge of DMO funding, we are clear that MLL, whether an independent company or a public-sector led operation, must be able to rely on financial support from the local authorities for the foreseeable future. In our view the local authorities will need to support MLL at current levels or above for at least the first two to three years.

However all local government budgets are under pressure with future reductions in prospect. MLL will need to grow its income from other sources to achieve a broader, sustainable financial base. That will not be easy, but LPL has a track record of income generation on which MLL should build. MLL and business leaders will need to work hard to persuade the industry of the value and necessity of collective action and contributions.

There are several possible sources of work and revenue for MLL to consider:

- ▶ **BIDs:** potential for funding from the BIDs in the City (if ballot successful) and in the County for destination marketing and profiling, destination management and events, and for specific campaign activity (such as Christmas shopping).
- ▶ **Externally funded projects:** delivering projects for attractions and events with RDP, HLF or ACE or similar funding, such as the Foxton Locks and the Loogaborooga Literature Festival projects undertaken by LPL.
- ▶ **Visit England programmes:** the Product Development Fund and marketing supported by Growth Fund money.
- ▶ **UK and EU Investment funds administered by LLEP:** delivery of projects arising from its Tourism Sector Growth Plan
- ▶ **Tactical marketing activity** - commercial buy-in to campaigns and product packaging.

³ There are academic studies that explain why businesses are unwilling to fund broader destination management and development activity; one consideration is that if some businesses collectively promote the destination there is every temptation (unless such support is compulsory) for others to free-ride on those businesses' contributions. This creates a market failure which public subsidy addresses. See *The Economic Rationale for Government Intervention in Tourism*, Adam Blake and Thea Sinclair, Christel DeHaan Tourism and Travel Research Institute, University of Nottingham

- ▶ **Trading activities** - providing marketing services, event management, web design etc to individual organisations and businesses and other bodies including individual local authorities
- ▶ **A Paid Membership scheme:** many destination organisations have a membership scheme, sometimes termed a partnership scheme. They are a way of engaging and communicating with businesses and provide a target market for sales of marketing opportunities. Membership fees raise income in return for a package of benefits such as inclusion on websites, social media and other marketing materials, features in press and PR, access to training and networking and use of the image library. However paying members expect a level of service with a significant cost to provide, and creating a paying membership from scratch is a long process and hard work, to be considered carefully before starting.
- ▶ **Corporate Sponsors and Investors:** Many destination organisations have enlisted large businesses as supporters. Airports and airlines are significant supporters (Manchester, Birmingham), as are other transport companies (Eurotunnel and South Eastern Railway in Kent), and large attractions (Chester Zoo and Chester Racecourse in Cheshire). Business supporter schemes or 'clubs' can attract businesses and professional practices such as lawyers that value the profile and may offer in-kind support.

The DMO will need to consider these and any other avenues of income generation for inclusion in a **Business Plan** to be developed before the new destination management arrangements are operational.

PROGRAMME DELIVERY

The DMO will need to consider how it will deliver its work programme. Much of the work is staff-intensive, particularly web and social media work, engagement with business partners, and conference bureau activity. The Business Plan process should review the pattern of delivery and consider what needs to be done in-house and whether some out-sourcing would be beneficial. Out-sourcing partners could include other DMOs, attractions and venues in the area that already have marketing functions, and commercial companies. Aspects of the wider remit, such as brand and narrative development for the destination and place marketing may call for specialist assistance.

SUMMARY OF RISKS

These risks apply in varying degrees to each of the options for change.

Risk	Mitigation
Potential adverse reaction from industry and stakeholders. Will they regard the 'new' DMO as 'their' body and continue to support it? Loss or partial loss of customer base.	Clear Strategic, Representation, Communications and Governance role in terms of reference for (Advisory) Board together with open recruitment. Wide industry consultation on new destination plan and MLL business plan
Perceptions of political interference and loss of entrepreneurial ethos/ ability to move quickly	Separate operational unit with clear terms of reference
Need for a credible leader of new function to be in place as soon as possible	Early appointment process and clear job and person specification
LPL could choose to continue as a commercial operation only, leading to fragmented activity and the public-sector -led model not having industry support and trading contributions.	Early dialogue with LPL on its business options (including TUPE), which will help determine primary roles and responsibilities for new lead body. NB there will always be commercial entities who can help MLL deliver its overall strategic programme
Increased establishment costs. LPL staff becoming local authority employees will acquire pension rights, grading rights - difficult for any successor organisation outside the local authority to carry.	LA owned companies can negotiate Ts&Cs at variance to standard LA Ts&Cs
Sustainability - pressure on local authority budgets increasing	5 year business and funding plan with reassurance of support as far as possible.
Tactical marketing activity which is important for many businesses may be downgraded	Outsource/ facilitate market-led tactical campaign activity from private sector within strategic marketing guidelines

CONCLUSION

We have described the need for change and three possible approaches, setting out their advantages and implications. The examples of these models in practice elsewhere indicates that they are feasible ways forward.

If the client local authorities are minded to adopt a public sector-led approach they must very quickly consult with their industry partners including the LPL Board, Tourism Forums and Partnerships and the LLEP to meet any concerns and establish their support.

In our view the DMO needs to retain a clear identity, whether as a discreet unit within the Council or as a local authority controlled company. We prefer the controlled company approach for giving the DMO a clearer identity and a form of governance that acknowledges the ongoing partnership with the industry. If formed by a transfer of LPL it will make it easier to maintain ongoing activities and customer relationships with businesses.

If the local authorities are minded to test the feasibility of a reformed public private partnership they must begin discussions with LPL on that process as soon as possible, mindful that it will create a longer period of uncertainty for all concerned before a solution is reached.

Whatever the model to be pursued, the client should as soon as possible develop a detailed Transition Plan followed by a detailed Business Plan.

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