

# Full Project Business Case

## Document Information

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## Document History

Version	Details	Date	Reviewed By
01	1 <sup>st</sup> Draft	March 2017	Jeremy Sykes
02	Incorporated comments from Network rail and JS	April 2017	David Strafford
03	Amend funding	25.08.17	David Shepherd
04	Incorporate DS comments on Project management	07.09.17	Jeremy Sykes

## Document Approval

Version	Date	Name	Role
01	29.03.17	Jeremy Sykes	Service Director
02	17.04.17	Jeremy Sykes	Service Director
03	25.08.17	David Shepherd	Service Director
04	07.09.17	Jeremy Sykes	Service Director

<b>Project Name:</b>	Market Gate Bridge
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<b>Senior Responsible Officer:</b>	Jeremy Sykes

## 1. PROJECT OVERVIEW

### Description

In conjunction with Network Rail Barnsley Council see the provision of an iconic bridge to replace the current level crossing on Kendray Street as beneficial to the redevelopment of the town centre. The bridge is seen as a landmark feature of the Glass Works scheme providing a gateway from the existing public transport and parking provisions to the new retail and leisure quarter. The project is supported by Network Rail and will be part funded by them. Network Rail have and continue to support our objectives.

The bridge will link the existing public transport and parking provisions to the new retail and leisure quarter. It will provide a safe accessible route over the railway line for pedestrians and cyclists which will enable the permanent closure of the existing Jumble Lane crossing.

A new access route for the servicing of the Glass Works and the Markets will be created off Lambra road. This removes the requirement for vehicles to cross Jumble Lane. A Traffic Regulation Order has been approved in principle which will enable the highway over the crossing to be closed.

The new bridge connection is important in the long term plans for expansion of capacity on the Sheffield to Leeds railway line. Facilitating the closure of the existing level crossing allows for increased capacity at Barnsley station. Barnsley's position on the corridor between Leeds and Sheffield puts it in a unique position in terms of public transport provision for future rail growth and opportunities arising from HS2 and this scheme will be key facilitation works for this.

The project must be delivered by March 2019 to meet the requirements of Network Rail, this fits within the delivery programme for the Glass Works.

## Scope

This project will follow the RIBA plan of work to deliver an alternative means of access for pedestrians, cyclists, and other non-vehicular users of the town centre over Jumble Lane. The project will create an iconic Gateway into the Glassworks scheme.

The plan of work is as follows:

Appointment of Design Team  
RIBA Stage 1 – Preparation & Brief  
RIBA Stage 2 – Concept Design  
RIBA Stage 3 – Developed Design  
Planning Application Submission  
RIBA Stage 4 – Technical Design  
RIBA Stage 5 – Construction  
Bridge Open & Crossing Closure

## Context & Rationale

In 2013 Network Rail approached BMBC to discuss the possibility of closing the existing Jumble Lane crossing. Network Rail highlighted the level of risk associated with the crossing in the Network Rail risk model, Jumble Lane is currently ranked 27<sup>th</sup> most dangerous out of 2312 level crossings on the London North Eastern & East Midlands Route, classing this crossing as high risk.

Level crossings represent the single biggest risk to Network Rail, with circa 50% of total risk being attributed to them. This crossing has seen a number of incidents over the past few years, predominately red-light runners and pedestrians jumping the barriers.

From April 2019 all route signalling for this route will be centralised to York, removing the need for manned level crossings. This would require a significant upgrade of the existing barrier equipment which has prompted Network Rail to offer considerable funding to facilitate the closure of the crossing and therefore completely mitigate the risk of an accident.

BMBC commenced work on the town centre redevelopment project in January 2014. A bridge had been a common feature of the previous town centre redevelopment schemes and was included as an option as part of the brief to the project architects. This has enabled public consultation to take place to consider the views of groups and individuals who use the existing crossing.

The support for the closure of Jumble Lane is considerable as many people find the

regular closing of the safety barriers is an inconvenience, in particular the vulnerable groups that we have worked with find the crossing a difficult and in some cases a frightening space.

Whilst doing walkabouts in the town centre the deaf forum members explained that they don't hear the sirens on the crossing and therefore they can be unaware of the barriers coming down. Also the physically disabled have explained how difficult they find the unevenness of the crossing due to the rails causing issues with their mobility vehicles or concerns about tripping or falling in the vicinity of the crossing.

The commercial aspects of the Glass Works Scheme have also been considered. A bridge which forms a new gateway into the town will positively impact on the Glass Works by creating an uninterrupted accessible route from Market Gate and the east of the town into the heart of the new scheme.

The project is considered to be a key priority for Network Rail which is reflected in the financial support that they have offered to the project and their ongoing co-operation for the redevelopment of the town centre as a whole.

The option to close Jumble Lane and build the Market Gate bridge is the preferred option for the following reasons:

- The bridge in conjunction with the TRO retains the highway status of the crossing, whilst enabling a restriction on foot and vehicular traffic which supports the Health & Safety objectives of Network Rail, minimising the risk associated with level crossings.
- It supports the objectives of the Corporate Plan and 2020 Outcomes Framework for regeneration of the Town Centre and creation of a thriving economy.
- The proposal represents the best opportunity to create a safe link from the east of Barnsley into the Glassworks scheme.
- The proposal presents a viable economic opportunity to utilise time limited match funding from Network Rail to create an improved gateway into the town centre.
- In addition to the agreed capital contribution to be made by Network Rail in progressing a bridge crossing at this time, working in partnership with them will provide the further benefit of a free easement to cross over the line. Ordinarily such consents are assessed on a commercial basis with the easement consideration reflecting the commercial value of the crossing.

### **Alternative Approaches**

An alternative approach would be for the crossing to remain open. This is not recommended as it would have a detrimental effect on the current redevelopment plans

for Barnsley town centre. In addition it would not address the safety concerns of Network Rail with Jumble Lane being classed as a 'high risk' level crossing.

Network Rail could seek a formal closure of the highway crossing pursuant to section 116 of the Highways Act 1980 . Section 117 enables anyone to request a Highway Authority to seek a closure on their behalf subject to them providing a full cost indemnity. However, it is unlikely in isolation that Network Rail could satisfy the conditions to be met for closure, and a bridge of some sort would still be needed, which would require them to procure rights from adjoining landowners. Further, in extinguishing the highway status of the crossing, very considerable costs would be incurred by Network Rail in relocating existing utility services which would be required for the withdrawal of utility company objections to a closure.

### Links to Corporate Priorities

The provision of an equality bridge and the subsequent closure of Jumble Lane crossing is crucial to developing "a vibrant town centre" both in terms of growing footfall and interest in the town centre. The delivery of the Better Barnsley regeneration project is identified in the 2020 Outcomes Framework.

The creation of a thriving and vibrant economy is achieved through the creation of more and better jobs and good business growth. This is outlined in the Jobs and Business Plan which sets out the development of a vibrant Town Centre and strengthening of the visitor economy as key themes.

In our Corporate Plan we describe our high level of ambition and aspiration to do our very best to support Barnsley, its people, communities, partners and business to thrive and achieve. We also state that the residents, communities and customers of Barnsley are our number one priority and that we will create a thriving and vibrant economy where people will be able to achieve their potential.

The development of this project links to wider economic growth with the advent of HS2 due to the opportunity to lengthen the platforms in the existing station.

## 2. OBJECTIVES

*What is the objective of this project? Remember to ensure these are SMART (specific, measurable, agreed upon, realistic and time-based.)*

Benefit	Measurement
Extinguish the Jumble lane level crossing.	Road Closure
Deliver an alternative means of access for pedestrians, cyclists and other non-vehicular users of Jumble Lane Crossing.	Bridge Open
Create an improved gateway and access into the redeveloped town	BURDAP approval

centre.	
Ensure that the needs of all potential users are considered in the design.	EIA completed
Enhance the route between the town centre and the Metrodome, Trans Pennine Trail and Oakwell for pedestrians and cyclists.	Bridge open
Establish the bridge as a public right of way to ensure it remains open 24/7 in perpetuity.	Adoption onto PROW register
Creating the capacity to extend the platforms at Barnsley station.	Crossing closure
Creating the capacity to receive HS2 decoupled trains in Barnsley.	Crossing closure

### 3. BENEFITS

List the anticipated benefits as a result of achieving the objective (financial and non-financial) and how these will be measured

Benefit	Measurement	Timescale
Improving access into town centre from the East of Barnsley	Bridge in place	March 2019
Mitigating the risk of an accident on the level crossing	Closure of level crossing	March 2019
Being accessible to all	Bridge to meet EIA requirements	March 2019
Creating a new architectural feature in the town	BURDAP approval	March 2019
Stimulating the economic regeneration of the town and borough	Increase in footfall and expenditure	March 2019
Providing opportunities for the expansion of Barnsley station	Opportunities available to link with HS2 plans	March 2019 onwards
Creating a safer, more accessible heart to the town centre that will attract families	Increase in footfall	March 2019
Helping reduce Anti-Social Behaviour	Decrease in reported ASB incidents	March 2019

### 4. DEPENDENCIES

Provide details of any identified dependencies

Internal	Dependency Detail	Key Dates
The Glass Works	Co-ordination of project delivery to ensure both schemes can be delivered concurrently.	April 2016 – March 2019

External	Dependency Detail	Key Dates
Network Rail	The crossing must be closed by 31.03.19 to receive the £2m funding from Network Rail.	March 2019
Network Rail	The bridge design must comply with all Network rails operational requirements.	April 2017 ongoing

## 5. COSTS & FUNDING

*Details of any funding available (e.g. voluntary sector, private sector, SCR) and provide details of any constraints or timescales on funding stream*

2016/17	2017/18	2018/19	2019/20	2020/21
£	£	£1m	£1m	£
<p>Network Rail has agreed to provide £2m of funding towards the project.</p> <p>A Cabinet report to approve the signing of the funding agreement with Network rail is in place.</p>				

*Details of any funding required and where this will need to be sourced from*

2016/17	2017/18	2018/19	2019/20	2020/21
£	£0.6m	£1.2m	£0.2M	£
<p>The remaining BMBC capital costs have been earmarked as part of the future capital allocations.</p>				

## 6. IMPACT ASSESSMENT

*What is the impact of implementing the project? Equality & Inclusion Business Partners can provide advice and guidance in this area with regards to completing initial Community Impact Assessment (CIA) and full Equality Impact Assessment (EIA) if required.*

	Significant Impact? (✓)	Next Steps (✓)
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<b>Impact Assessment Undertaken</b>	<input type="checkbox"/> Initial CIA	<input checked="" type="checkbox"/> Full EIA
<b>Details of Impact</b>		The implementation of this project will require both a full community and equality impact assessment.
<b>Next Steps</b>		To undertake risk assesment

## 7. RESOURCES

*Details of resources required, such as office space, IT equipment, specific skills etc.*

Resource	Details	Cost	Date Required
Project Management Resource	A project management resource will be required to coordinate the delivery of this scheme. It is envisaged that the resource will contained within existing budgets.	£0 to be contained within Assets budget	March 17 for project duration
Network Rail	Resource to be made available from Network Rail to be part of the core project delivery team	N/A	March 17 for project duration
Assets	SD Assets to be responsible for leading project team meetings and ensuring overall delivery against plan.	N/A	March 17 for project duration
Finance	Financial advice and guidance	N/A	As required
Legal	Legal advice and guidance	N/A	As required
Communications	Communications support	N/A	As required

## 8. PROJECT SCHEDULE

*What are the key project milestones for the on-going development and implementation of the project?*

Milestone	Start Date	Completion Date
Appointment of Design Team	February 2017	April 2017
RIBA Stage 1 – Preparation & Brief		May 2017
RIBA Stage 2 – Concept Design		



RIBA Stage 3 – Developed Design		
Planning Application Submission		
RIBA Stage 4 – Technical Design		
RIBA Stage 5 – Construction		
Bridge Open & Crossing Closure		March 2019

## 9. ROLES & RESPONSIBILITIES

Provide details of the project team and their roles and responsibilities linked to this project. Indicate the status of each role i.e. is this role part time, full time, temporary current post

Role	Responsibilities	Name	Status
Project Sponsor BMBC	Owner for the project for BMBC	Jeremy Sykes SD Assets	Current Post
Project Sponsor Network Rail	Owner for the project for Network rail	Stephen Hind Route Enhancement Manager	External
Project Manager BMBC	Updating project plan Overall management of project	Sarah McHale TC Major Projects	Current post
Highways Technical	Providing technical support on Highway implications, Statutory undertaker liaison and liaosn across all Highway depatements	Neil Lodge Senior Highway Engineer	Current Post
Project Surveyor	Supporting project manager	David Strafford	Consultant
Quantity Surveyor	Cost management / contract management	Andrew Darlington	NPS
Project Architect	Design / planning	Seamus Lennon	IBI Consultant
Civil Engineers	Structural design	T.B.C	Consultant

## 10. PROJECT GOVERNANCE

Provide details around governance, sign off and reporting arrangements

<b>Standalone project or part of a wider programme?</b>	<i>Standalone with links to the Glass Works project</i>
<b>Governance Arrangements</b>	<i>Market Gate Bridge Board – Board Composition:</i>  <i>Permanent Members of the Board</i> <ul style="list-style-type: none"> <li>• <i>Stephen Hind</i></li> <li>• <i>Jeremy Sykes</i></li> <li>• <i>Paul Castle</i></li> <li>• <i>Steve Loach</i></li> <li>• <i>Joe Jenkinson</i></li> </ul>

	<p><i>Non-Permanent Members are project managers/ project leads for town centre projects</i></p> <ul style="list-style-type: none"> <li>• <i>Glass Works P1 – Sarah McHale</i></li> <li>• <i>Highways technical – Neil Lodge</i></li> <li>• <i>Phase 2/DMO – Andrew Osborn</i></li> <li>• <i>Paul Brannan – ASB</i></li> <li>• <i>Corporate Communications</i></li> </ul> <p><i>One off invitation for other key stakeholders</i></p> <p><i>The Market Gate Bridge board will report into the Town Centre Board chaired by Matt Gladstone.</i></p>
<b>Meeting Arrangements</b>	<i>Every 6 weeks</i>
<b>Reporting</b>	<i>Update reports from BMBC &amp; Network Rail</i>
<b>Signoff Processes</b>	<i>Board sign off is required at the end of each RIBA stage.</i>

## 11. RISKS

*What are the anticipated risks of undertaking this project and how could these be mitigated?*

Risk Detail	Probability and Impact	Mitigation
<b>Timescales</b> are aggressive in terms of the delivery of this project.	Medium / High	Effective project management mechanisms
<b>Reputational</b> risk for none delivery or delivery of a bridge that is not fit for purpose.	Low / High	Effective project management mechanisms supported by a robust consultation and communications approach
<b>Financial</b> insufficient budget to deliver an offer in line with vision aspirations.	Low/ High	Robust cost reviews at the completion of each stage of the project.
<b>Resource</b> inability to secure resource from key stakeholders required to deliver the project	Low / Medium	Clear communications over priority of the project and resource requirements from stakeholders.
Lack of <b>Engagement</b> with external stakeholders including residents, Taxi drivers and local businesses	Medium / High	Ensure that communication and engagement is a key element of the project delivery

results in resistance to project		approach.
Inability to secure <b>appropriate approvals</b> to progress the project (planning consents and approvals from statutory undertakers).	Medium / High	Early engagement with statutory authorities / design out risk wherever possible

*What are the anticipated risk of NOT undertaking this project and how could these be mitigated?*

Risk Detail	Probability and Impact	Mitigation
Potentially fatal / life altering accident at Jumble Lane level crossing	High / High	Delivery of this project

## 12. ISSUES

*What are the anticipated issues linked with undertaking this project and how could these be controlled?*

Issue Detail	Probability and Impact	Control
Available through live project issue log		

## 13. STAKEHOLDERS

*Who are the key stakeholders and how will they be consulted with?*

Stakeholder	Internal or External	Type of Consultation / engagement
<b>Network Rail</b>	Co-funder and delivery partner	Project lifespan
<b>Assets</b>	Lead delivery team for the project <ul style="list-style-type: none"> <li>• Programme Management</li> <li>• Delivery budget in terms of fit.</li> <li>• Leases / agreements with Network Rail</li> <li>• General Asset Management</li> </ul>	Project lifespan
<b>Finance</b>	To provide financial assurance over the delivery of the project	Project lifespan
<b>Economic Development</b>	Integral part of the project delivery team with specific emphasis on: <ul style="list-style-type: none"> <li>• Glassworks Programme Management</li> </ul>	Project lifespan

	<ul style="list-style-type: none"> <li>• Co-ordination of works on site</li> </ul>	
<b>Highways</b>	Integral part of the project delivery team with specific emphasis on: <ul style="list-style-type: none"> <li>• TRO's</li> <li>• PROW</li> <li>• Amendments to route signage</li> <li>• Links to TPT / Cycle Networks</li> </ul>	
<b>Legal</b>	Provision of legal advice relating to all aspects of the project	Project lifespan
<b>NPS Procurement</b>	Advice in relation to any procurement activity required through the delivery of the project.	As required
<b>Public Health</b>	Integral part of the project delivery team providing linkages and ensuring contribution to the attainment of our community health ambitions.	As required
<b>Communications</b>	To positively promote and communicate all aspects of the project.	As required

## 14. COMMUNICATION & ENGAGEMENT

*When will communication take place, how, why and with whom?*

Communication Method	Date	Stakeholder	Purpose	Who
<p>A full communications strategy will be developed within the context of the wider Glass Works project delivery. Formal consultation will be undertaken as part of the planning process.</p> <p>There is a Communications and Marketing Board for Better Barnsley / The Glass Works. The purpose of that board is to ensure that all town centre communications are coordinated and handled effectively. It is anticipated that all communications and marketing activity relating to the Market Gate bridge will be managed via this board with input from Network Rail as required.</p> <p>Counter Context have been appointed, on the back of the QRE tender, to work alongside the Council to produce a town centre communications framework to help guide and shape all activity over the next 2-3 years. This framework will be led by a dedicated Communications Business Partner post who will reside within Economic Development.</p>				

In addition to this, the Communications team has been working with the Town Centre & Markets Services staff to engage people with the project from the earliest stages. Preliminary plans and drawings have been displayed in the Better Barnsley shop.

## 15. APPROVAL

<b>Approval</b>	Approved / Not Approved		
<b>Assigned Project Board</b>			
<b>Comments</b>			
<b>Communication</b>	Outcome Reported to Project Manager	Yes / No	Date: