



Fengate Phase 2 University Access

To: Transport and Infrastructure Committee

Meeting Date: 10 March 2021

Public report: Yes

Lead Member: Mayor James Palmer

From: Paul Raynes, Director of Delivery and Strategy

Key decision: No

Forward Plan ref: N/A

Recommendations: The Transport and Infrastructure Committee is recommended to:

- a) Approve the Strategic Outline Business Case
- b) Recommend to the Combined Authority Board the drawdown of £160,000 from the Medium-Term Financial Plan to produce phase one of the Outline Business Case and to carry forward £120,000 of subject to approval funding into 2021-22 financial year.
- c) Recommend that the Combined Authority Board, on approving the funding referred to in recommendation b), authorise the Director of Delivery and Strategy to conclude a Grant Funding Agreement with Peterborough City Council on terms approved by Chief Legal Officer/Monitoring Officer.

Voting arrangements: For Item (a) and (c), a simple majority of all Members

For Item (b) A vote in favour by at least two thirds of all Members (or their Substitute Members) appointed by the Constituent Councils, to include the Members appointed by Cambridgeshire County Council or Peterborough City Council, or their Substitute Members

1. Purpose

- 1.1 To provide a summary of the outcome of the Strategic Outline Business Case (SOBC) and to seek approval to proceed to phase one of the Outline Business Case (OBC) for the Fengate Phase 2 University Access project.

2. Background

- 2.1 The Peterborough Local Plan (adopted July 2019) sets out the overall vision, priorities and objectives for Peterborough for the period up to 2036. It includes the establishment of a University in Peterborough and is being delivered by both the Combined Authority and Peterborough City Council.
- 2.2 The Embankment area is identified as an opportunity area by Peterborough City Council and is expected to attract significant growth in addition to the University.
- 2.3 The University of Peterborough will deliver an independent, campus-based university in phases. The first building is due to be completed in 2022 and will have a capacity for 4,000 students. The second phase will concentrate on research and development, including advanced manufacturing and materials research. A third phase incorporates a significant expansion in student numbers and a further two teaching buildings by 2030.
- 2.4 The Fengate Phase 2 University Access SOBC focuses on the highway network near to the Embankment area, including Junction 5 of the A1139 Frank Perkins Parkway and the surrounding roads of Bishops Road, Vineyard Road, and Boongate. It also considers the southern part of Fengate. Its aim is to identify any potential need for transport improvements to support the University site.
- 2.5 The SOBC for Fengate Phase 2 University Access was commissioned by the Transport and Infrastructure Committee in November 2019.

3 Outcome of the Strategic Outline Business Case

- 3.1 The SOBC sets out the case for transport improvements for the Embankment area and demonstrates that intervention is needed to reduce existing and future congestion and facilitate the development of the Embankment area including the University of Peterborough.
- 3.2 Two packages, each with a number of interventions, have been identified for further development. Package 1 includes the following improvements,
 - New Northbound off-slip linking the A1139 Frank Perkins Parkway with the Bishop's Road
 - 40m flare extension on the Bishop Road East (Junction 38)
 - Signalisation of the A1139 Frank Perkins Parkway southbound off-slip (Junction 5)
 - 40m flare extension on Fengate West and creation of a dedicated right turn lane on Fengate East (Boongate/Fengate Junction)
 - Creation of a roundabout at St Johns Street/Wellington Street

3.3 Package 2 contains the following improvements,

- Signalisation of the A1139 Frank Perkins Parkway northbound and southbound off-slips, extension of the northbound off-slip left turn flare and provision of a left dedicated lane from the A1139 Frank Perkins Parkway northbound off-slip to Boongate west (Junction 5)
- 40m flare extension on the Bishop Road East (Junction 38)
- Dualling of Boongate West between Junction 5 and Junction 39
- 40m flare extension on Fengate West and creation of a dedicated right turn lane on Fengate East (Boongate/Fengate Junction)
- Creation of a roundabout at St Johns Street/Wellington Street

3.4 A map of the packages of interventions is provided in Appendix 1.

3.5 The Economic Case demonstrated that Package 1 achieves a Benefit Cost Ratio (BCR) of 5.2 and offers very high value for money. However, the assessment of environmental and social factors highlighted the potential for the loss of green space and the removal of ten established trees with the introduction of the northbound off-slip. Further development is needed to offset or mitigate the identified environmental effects of Package 1 in the next stage.

3.6 Package 2 achieves a BCR of 1.6 offering medium value for money. Whilst Package 2 demonstrated a lower BCR, it does offer a higher Present Value of Benefits (PVB) and utilises existing highway land for the dualling of Boongate. Further development of Package 2 may strengthen its BCR as the economic assessment and infrastructure cost estimating is refined.

3.7 The Financial Case highlights the difference between the two packages' infrastructure cost estimates. Package 1 construction cost is estimated to be £7.5 million. Much of the scheme can be constructed offline, which helps to contain costs by reducing the need for traffic management during construction. Package 2's construction cost is expected to be £27.2million. The high cost results from the need for dualling. Further refinement of cost estimates will be undertaken through the business case stages.

3.8 It is proposed that the project will be jointly funded by the Combined Authority, DfT, and S106 Developer contribution. A pre- SOBC application to DfT's Major Road Network Fund has previously been submitted and will be further updated with the outcome of the SOBC.

3.9 The business case also details the management and commercial considerations for progressing the project and concludes that Peterborough City Council should manage the project, reporting to a project board, and it is proposed to use their Peterborough Highways Contract to deliver the project, but this will be confirmed at OBC.

3.10 The outcome of the SOBC, including the two packages, has been discussed with the University of Peterborough team. Engagement with the University team will continue, particularly ensuring the forecast of student numbers remains up to date in the modelling assumptions.

3.11 The SOBC has undergone the independent third-party review which has confirmed that the BCR and report have been appropriately developed.

4 Next Steps

- 4.1 The draft SOBC has been shared with DfT to update and progress the MRN application. In order to progress the project to Outline Business Case, it is proposed that the OBC should be divided into two phases. The first phase will consist of further operational modelling of both packages, including testing the impacts of the proposed relocation of the football stadium to the Embankment, determining the preferred option. Progressing both packages, including package 2 with its lower BCR of 1.6, is aligned with the Combined Authority's Assurance Framework. This currently permits the Board to agree a project with a medium BCR to progress, where the Board considers that enables economic growth.
- 4.2 Engagement with DfT will continue whilst phase one of the OBC is undertaken with a view to seek funding for the second phase of the OBC, which would enable site surveys and preliminary design to be carried out.
- 4.3 Phase one of the OBC is estimated to cost £160,000 and is provisionally programmed to be undertaken between April 2021 and October 2021.
- 4.4 A high-level programme with key milestones is provided in the SOBC which anticipates commencing construction in April 2024.

5. Financial Implications

- 5.1 The first phase of the OBC has been costed at £160,000 to develop the operational modelling, initial design and public consultation. Spend will take place in the 2021-22 financial year.
- 5.2 The Medium-Term Financial Plan provides £120,000 subject to approval in 2020-21 and a further £700,000 in 2021-22. A construction contribution of £1.3m is included as subject to approval in 2022-23 financial year. The budget profile in the Medium-Term Financial Plan requires revision to reflect the current provisional programme from the SOBC.

6. Legal Implications

- 6.1 The Combined Authority will enter into a Grant Funding Agreement after confirmation as fit for purpose by the Combined Authority's Legal Services.
The recommendations accord with CPCA's powers under Part 3 and 4 of the Cambridgeshire and Peterborough Combined Authority Order 2017 (SI 2017/251).
- 6.2 The meeting shall be conducted in accordance with Parts 2 and 3 of the Local Authorities and Police and Crime Panels (Coronavirus)(Flexibility of Local Authority and Police and Crime Panel Meetings)(England and Wales) Regulations 2020. See Appendix 2 for guidance.

7. Other Significant Implications

7.1 None at this time

8. Appendices

8.1 Appendix 1 – Fengate Phase 2 University Access Map of Package Improvements

8.2 Appendix 2 – Fengate Phase 2 University Access Strategic Outline Business Case

9. Background Papers

9.1 4 November 2019 [Transport and Infrastructure Committee Paper](#)