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# Torquay Town Deal Business Case

## Edginswell Railway Station

Prepared on behalf of Torbay Council

July 2020

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# Executive Summary

## Strategic case

- i. Torquay has a strong tourism sector, but faces the challenges of high deprivation, low skills and low productivity. Transport linkages in the town are constrained. There is a significant residential and commercial development opportunity at Torquay Gateway/Edginswell, complemented by investment in the adjacent hospital. Improved transport connections to Edginswell will maximise the local growth opportunity, connect the development to the town centre, improve connections to Exeter, and encourage modal shift.
- ii. The project will deliver a new rail station at Edginswell, with two platforms, on the line between Torquay and Exeter, forming part of the Devon Metro rail service. The plans are based on consultation with the local community, businesses, and the rail industry.

## Economic case

- iii. Public funding is needed to deliver new rail infrastructure. Several options were considered for the location and layout of a new station, and a preferred option chosen on the basis of economic impacts, improved journey times, and the ability to encourage modal shift.
- iv. The cost of delivering the station, including the cost of risks, is £12.3 million in 2020 prices. Quantitative benefits include reduced road congestion, parking impacts, improved journey times, and reduction in greenhouse gas emissions. Benefits accrue across Torbay and Devon. Benefits are calculated using the Department for Transport's Transport Analysis Guidance (TAG), specifically the Transport User Benefit Analysis (TUBA). Three benefit scenarios are considered - a core scenario, a lower growth scenario, and a higher growth scenario.
- v. The three scenarios have Benefit-to-Cost Ratios (BCRs) of 6.8, 6.9 and 7.4. There are additional benefits from local involvement in the construction process, and non-quantifiable benefits of enabling the delivery of the Torquay Gateway Growth Area, and making it more attractive to development.

## Financial case

- vi. The financial cost of delivering the station (including inflation during the construction period) is £13.1 million. £3 million of Town Deal funds are sought for this. This will be matched with Council funds, section 106 contributions, Local Transport Capital Funds, and New Stations Funds.

## Commercial case

- vii. A design and build contract will be awarded to Network Rail, building on design information prepared by Jacobs. Network Rail will appoint contractors, overseen by TDA/Torbay Council.

## Management case

- viii. Management of the project will be undertaken by TDA, Torbay Council, Network Rail and Great Western Railway. A full project programme, milestones and risk register will be developed.

# 1 Strategic Case

- 1.0.1 Torquay is a coastal town with a strong tourism sector but suffering from high deprivation, low skills and low productivity, issues which have been exacerbated by Covid-19. Torquay is predicted to suffer a greater negative economic impact from Covid-19 than comparable places.
- 1.0.2 Torquay has a traditional and tired high street with a high level of vacant units. Town centre footfall is declining, also exacerbated by Covid-19, and transport linkages through the town are strained. Rental levels are low and development viability for commercial schemes is poor. Many allocated employment sites cannot be delivered by the private sector due to abnormal costs.
- 1.0.3 There is, however, a significant residential and commercial development opportunity at Torquay Gateway/Edginswell in the north-west of the town, which will be complemented by substantial investment at Torbay Hospital, which is located here. Through improved transport connections the growth and opportunity areas in the town will be linked to Torquay town centre and create inclusive economic opportunities for all parts of the community allowing Torquay to build back better.

## 1.1 Policy context

### Town Investment Plan

- 1.1.1 The Town Investment Plan supports broader regeneration and growth plans for the local area. These are set out in detail in the Town Investment Plan, and include:
- Torbay Together
  - Torbay Community and Corporate Plan
  - Torbay Economic Strategy
  - Torbay Covid-19 Recovery Strategy
  - Torbay Culture Strategy
  - Torbay Neighbourhood Plan
  - Heart of the South West Local Industrial Strategy and Build Back Better plan
  - UK Clean Growth Strategy

### Transport policy

- 1.1.2 The Edginswell railway station is also supported in the Devon and Torbay Local Transport Plan.

## 1.2 Vision and objectives

- 1.2.1 The vision for Torquay in 2030 is:

*Torquay is the heart of the English Riviera. A grand, elegant town with a rich history linked to its naturally inspiring coastal, maritime and landscape setting, with a high quality and vibrant town centre. This unique setting provides one of the best places to live, work and play in the South West. Connections to London have improved and further enhancements, particularly rail, allow Torquay to be more accessible to investors and visitors from within and outside the town. High quality tourism is one of the leading sectors with an international reputation, and the town is thriving after the Coronavirus crisis. Torquay has a high value health and social care economy linked to the Torbay Hospital improvement programme, and the wider offer of Torbay's advanced electronics and*

*photonics sector is enhanced by the skills and space on offer in Torquay. Torquay has a thriving business community providing well-paid, high quality employment in a broad range of sectors.*

1.2.2 The main objectives of the Town Investment Plan are:

- A high quality, vibrant town centre
- A better connected and more accessible place
- A high quality economy

1.2.3 The overall vision for transport across Torbay is that there will be good connections into Devon and the rest of the UK, and that there will be sustainable transport options across the three towns of Brixham, Paignton and Torquay.

1.2.4 There are three objectives for this scheme:

- Promote economic development in the Torquay Gateway area through improved access to existing and planned development
- Improve public transport journey times between Edginswell and Exeter
- Encourage a transport modal shift by increasing the use of the rail network by those travelling into and out of Edginswell

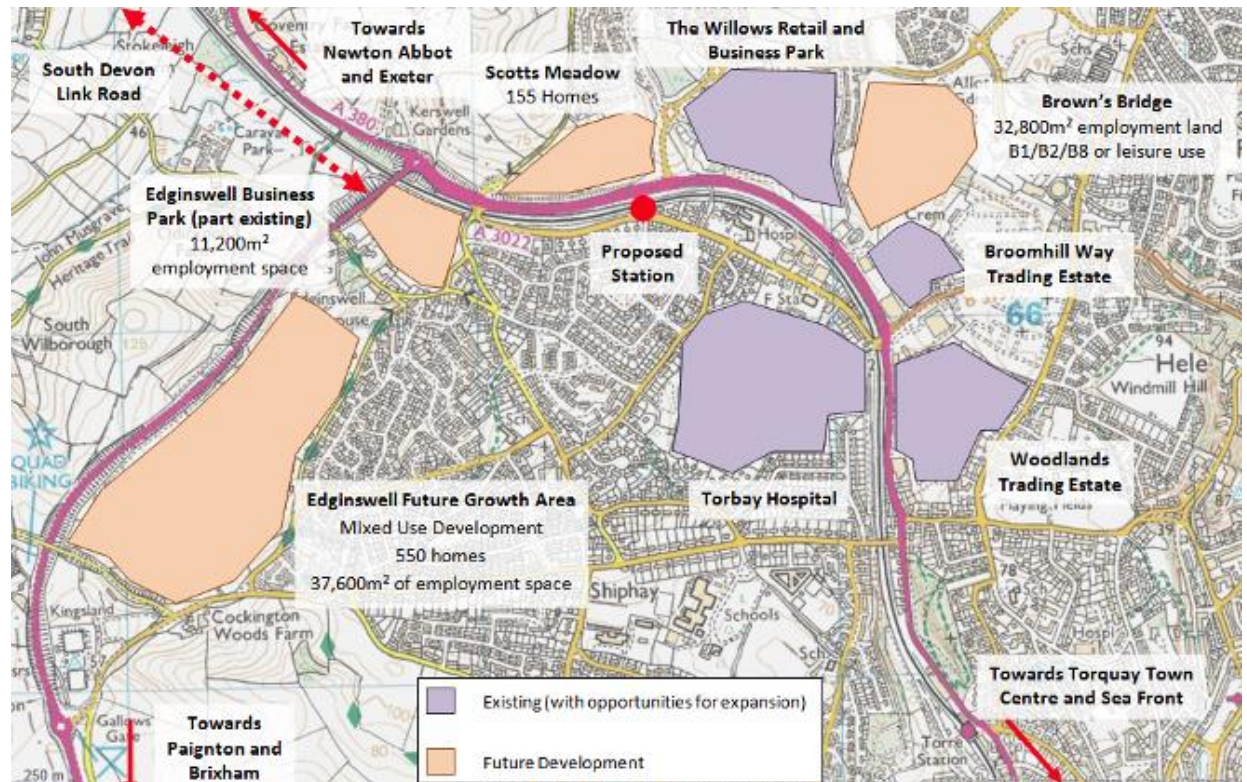
### **1.3 Edginswell Railway Station**

1.3.1 The new rail station is planned close to the north west boundary of Torquay, in the area of Browns Bridge and Scotts Bridge between Newton Road and the A3022 Riviera Way, within the Torquay Gateway Growth Area. The area is predominantly residential, however within the catchment and close proximity of the site there are business parks located at Edginswell and Torbay Hospital. The location of the new station can be seen in Figure 1.1.

1.3.2 The planned station will be along the existing railway line between Torquay Town Centre and Exeter. This station will be part of the wider Devon Metro rail service and improve connectivity between Torbay and Devon.

1.3.3 The station will have two platforms with a connecting over bridge with access from both the North and South sides of the station.

Figure 1.1: Location of Edginswell Station



Source: Torbay Council (2021) Edginswell Rail Station Transport & Economics Report

## 1.4 Stakeholder consultation

### Town Investment Plan

- 1.4.1 The stakeholder consultation undertaken to inform the preparation of the Town investment Plan is set out in that document. Key points are set out below.
- 1.4.2 Torbay Together has been involved in the formulation of the town Investment Plan. It is a strategic partnership that has been working together to develop a vision for the whole of Torbay. This partnership includes representatives from the private, public, voluntary and community sectors. Establishment of this partnership has been pivotal in bringing partners together, breaking down organisational barriers and encouraging a forward thinking vision for the area. The approach for Torquay has been grounded along the same principles.
- 1.4.3 The community has been instrumental in the development of the plans with consultation being a constant feature of these wider strategies.
- 1.4.4 There is a golden thread from the early work of the Neighbourhood Forum through the masterplans to the very recently adopted Torquay Neighbourhood Plan which strongly supports town centre regeneration and the wider aspirations of the TIP.
- 1.4.5 We have convened through the Community Development Trust a community board, comprised of a representative from each of the community partnerships, and a representative of the Torquay Neighbourhood Plan Forum.

1.4.6 Torbay Business Forum is an umbrella body for businesses and business representative organisations across Torbay. It brings together small and large businesses together with local anchor organisations to help share information, challenge decision makers and influence the development of strategies and plans.

1.4.7 The following local businesses and investors are part of the Town Deal Board:

- Torbay Business Forum
- TDA
- Torbay Leisure Hotels
- Torbay Hi Tech Cluster
- English Riviera Tourism Co

### **Rail Industry**

1.4.8 Engagement has taken place across the rail industry including through an initial, but formal, “Network Change” consultation. All train and freight operating companies were directly contacted for views about the proposed station and the vast majority returned no concerns. One freight operating company sought further consideration of the impact on services at Newton Abbot to ensure that freight paths were not affected on the mainline. The timetable has been revised to ensure that these freight movements remain unaffected.

### **Local Community and Businesses**

1.4.9 Local engagement took place early in the project lifecycle, after the preferred location has been identified, but before the planning application. There were specific concerns in relation to parking arrangements and the appearance of the ramps. Both matters have been resolved with no off street parking proposed (maintaining the protected local green space in the development plan) and the ramps have been replaced with lift structures that are less intrusive.

1.4.10 A planning application was also previously approved that included the statutory consultation process.

1.4.11 There are a number of letters of support for this project including from the local Members of Parliament, the local NHS Trust, and the local (Shiphay and the Willows) Community Partnership.

## 2 Economic Case

2.0.1 The economic case needs to consider a set of options to meet the objectives, including business-as-usual, the preferred option and any others. An appraisal of these options is needed to identify the preferred option. The costs, benefits and value-for-money of the preferred option are required.

### 2.1 Market Failure

2.1.1 Rail transport is a public good and will not be provided by the market. However, the external(ity) benefit of a new railway station to the people and economy of Torquay means that there is a case for public investment in delivering the new Edginswell Railway Station.

### 2.2 Options appraisal

#### Options considered

2.2.1 The options considered within this appraisal are:

- Business as Usual – Do Nothing
- Build Edginswell Station – Core Scenario

2.2.2 As part of the development of this project several options for the location and layout of the station have been considered and appraised. The project considered as part of this business case is the result of this previous work. This is set out in the Jacobs/Torbay Council (2016) *GRIP CS4 Option Selection Report*.

#### Options appraisal

2.2.3 The delivery of a new railway station at Edginswell is the only option that meets the objectives set out in the strategic case i.e.

- Promote economic development in the Torquay Gateway area there improved access to existing and planned development
- Improve public transport journey times between Edginswell and Exeter
- Encourage a transport modal shift by increasing the use of the rail network by those travelling into and out of Edginswell

### 2.3 Economic costs

#### Real costs

2.3.1 The total cost of the new railway station at Edginswell is £8.3 million (2020-based)<sup>1</sup>. This cost has been developed by transport consultants as part of the GRIP (Governance in Railway Investment Projects) Stage 3 Option Selection process.

#### Optimism bias

2.3.2 A Pmean value of the Quantitative Risk Assessment (QRA) has been calculated and as a result of this optimism bias of 42% is added to the cost. This provides a cost of £12.3 million<sup>1</sup>.

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<sup>1</sup> Jacobs/Torbay Council (2020) Appendix E Edginswell NSF3 Cost Estimate Statement



### Spend profile

- 2.3.3 The project is expected to commence in Autumn 2022, with construction completed in 2024. The distribution of spending can be seen in the table below.

**Figure 2.1: Spend Profile**

2021/22	2022/23	2023/24	2024/25
10%	20%	60%	10%

### Present Value of Costs

- 2.3.4 In order to calculate the present value of the costs we must inflate the 2020 values to 2021 figures. This has been done by calculating new build infrastructure inflation between Q2 2020 (base year) and Q1 2021 (the most recent data available). This increases the cost figure (including the QRA and optimism bias) from £12.3 million to £12.6 million.
- 2.3.5 This cost is discounted at 3.5% per year for the construction period (i.e. to spring 2024).
- 2.3.6 The Present Value cost is £11.8 million.

## 2.4 Economic benefits

- 2.4.1 The introduction of a new railway station will deliver a number of benefits to Edginswell, Torquay and the surrounding area. There will be a reliable public transport option for the workers and residents in the Torquay Gateway area, and congestion and parking problems in the area will be reduced. This will result in reduced transport times into and out of the area.
- 2.4.2 There will also be a reduction in greenhouse gas emissions as rail trips replace car journeys, and as there is a reduction in congestion on the road network.

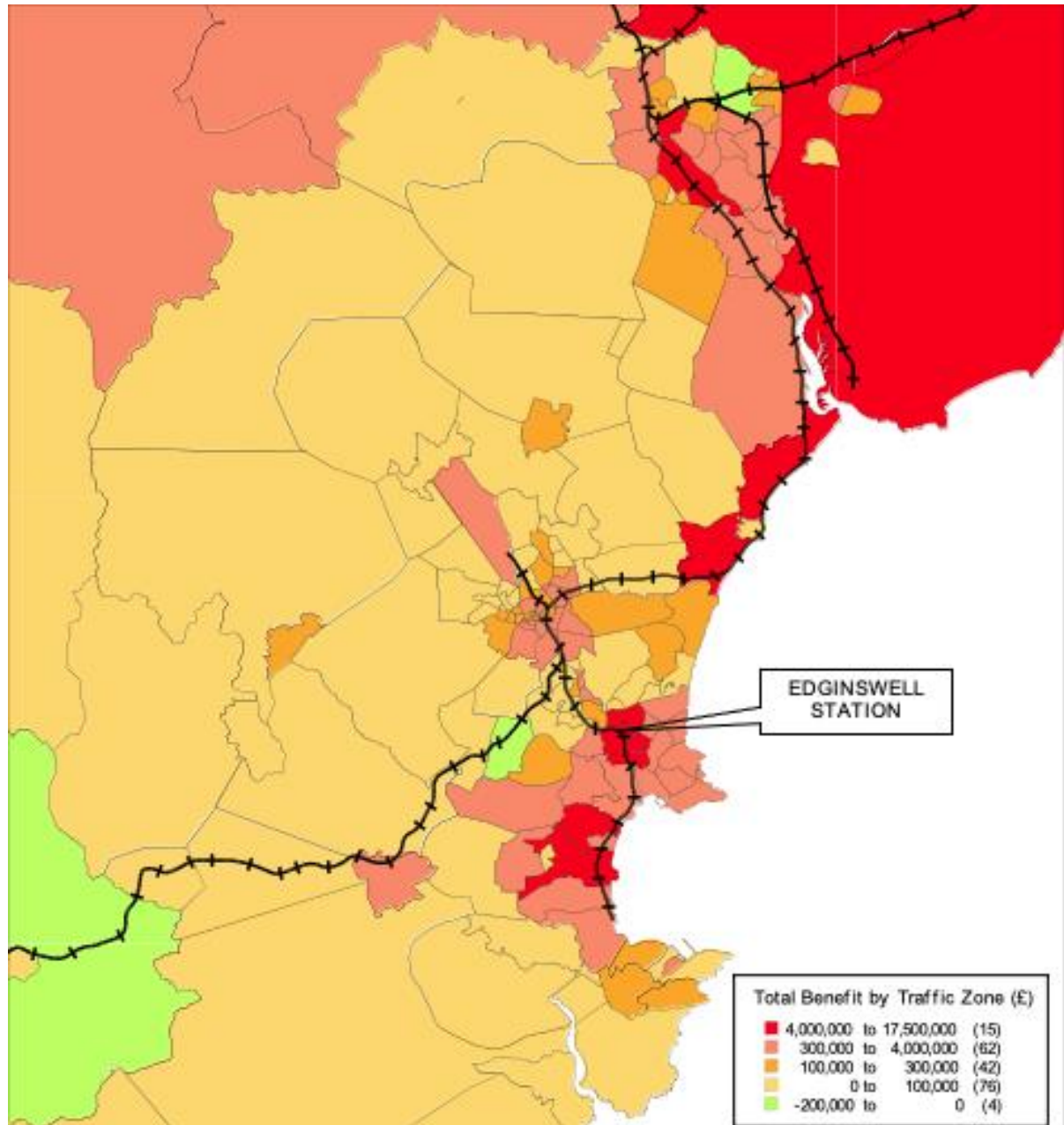
### Spatial distribution of benefits

- 2.4.3 The benefits derived as a result of the shift from road to rail will be distributed across Torbay and Devon. On a traffic zone basis, the largest benefit is concentrated around the new station in Edginswell. There is also significant benefit along the railway lines to Exeter, Paignton and Torquay as shown in the figure below.

### Link to the strategic case

- 2.4.4 The benefits outlined here link directly to the objectives for the intervention as set out in the strategic case above. The faster travel times and reduced congestion in the area around Edginswell will lead to sustainable growth in the area.

Figure 2.2: Distribution of Benefits



Source: Torbay Council (2021) *Edginswell Rail Station Transport & Economics Report*

\*Note that outer areas are larger, so it is not possible to make a direct comparison with these areas

### Operational benefits

- 2.4.5 The operational benefits from this scheme have been assessed using established methodologies set out in the Transport Analysis Guidance (TAG) published by the Department for Transport. Benefits have been monetised via Transport User Benefit Analysis (TUBA) version 1.9.13 **Error! Bookmark not defined.**
- 2.4.6 TUBA produces discounted benefits in 2010 prices and so these results are presented here, and used in the value for money calculation. The table below provides a summary of the benefits of the new station at Edginswell.

Figure 2.3: Monetised Additional Benefits of Edginswell Station (discounted, 2010 prices)

	Benefit
<b>Commuting</b>	
Travel Time Savings	£11,662,000
Vehicle Operating Costs	£2,052,000
<b>Net Commuting Benefits</b>	<b>£13,714,000</b>
<b>Other Non-Business Uses</b>	
Travel Time Savings	£10,871,00
Vehicle Operating Costs	£1,953,00
<b>Net Non-Business Benefits</b>	<b>£12,824,000</b>
<b>Business Uses</b>	
Travel Time Savings	£15,955,000
Vehicle Operating Costs	£1,825,000
<b>Net Business Benefits</b>	<b>£17,780,000</b>
<b>Private Sector</b>	
Revenue	£36,955,000
Operating Costs	-£4,088,000
<b>Net Private Sector Benefits</b>	<b>£32,867,000</b>
<b>Environmental</b>	
<b>Greenhouse Gases Reduction</b>	<b>£1,488,000</b>
<b>Public Sector Accounts</b>	
<b>Indirect Tax Revenues</b>	<b>-£8,275,000</b>
<b>TOTAL</b>	<b>£70,398,000</b>

Source: Torbay Council (2020) *New Station Fund 3 – Bid Evaluation Framework Business Case Summary Spreadsheet*

- 2.4.7 Outputs from TUBA are additional benefits (in line with Department for Transport, Transport Appraisal Guidance) and so no further additionality calculations have been carried out on these figures.

## 2.5 Value for Money

- 2.5.1 As discussed above, the value for money calculation is based on 2010 prices. Jacobs have stated that the costs used in this calculation are those that are discussed in Section 2.3.

- 2.5.2 The intervention has been appraised over a period of 60 years from 2022 to 2082, opening in 2024. A discount rate of 3.5% has been used for the first 30 years with a rate of 3% used for the remaining 30 years. **Error! Bookmark not defined..**

### Sensitivity analysis

- 2.5.3 Two sensitivity tests were conducted on the TUBA outputs: a *low growth* scenario and a *rail growth* scenario.

#### *Low growth*

- 2.5.4 This scenario reduces the traffic growth forecasts used to monetise the benefits of this intervention by 2.5% one year ahead of the model base year. This rises by the square root of the number of years to ±15% for forecasts 36 years ahead. **Error! Bookmark not defined..**

### Rail growth

- 2.5.5 This scenario examines an annual growth rate in rail passengers of 2% above the core scenario between 2024 (opening year) and 2043<sup>2</sup>. This is based on the latest available data on rail passenger numbers from Network Rail<sup>2</sup>.

**Figure 2.4: Value for Money Assessment (£'000, discounted, 2010 prices)**

	Core Scenario	Low Growth	Rail Growth
<b>Costs</b>			
Investment Costs	£10,180	£10,180	£10,180
<b>Benefits</b>			
Consumer Benefits	£26,538	£26,115	£27,178
Business Benefits	£50,647	£49,624	£55,818
Greenhouse Gas	£1,488	£1,405	£1,488
Indirect Tax Revenue	-£8,274	-£8,088	-£8,952
<b>Total</b>	<b>£70,399</b>	<b>£69,056</b>	<b>£75,532</b>
<b>Value for Money</b>			
Net Present Value	£60,219	£58,876	£65,352
Benefit to Cost Ratio	6.92	6.78	7.42

Source: Torbay Council (2021) *Edginswell Rail Station Transport & Economics Report*

## 2.6 Other benefits

### Construction benefits

- 2.6.1 There will be one-off construction impacts as a result of this intervention. Using the baseline (real) construction cost of £8.3 million, there will be 43 person years of employment, generating £1.6 million in wages and £3.5 million in Gross Value Added (GVA).
- 2.6.2 These are undiscounted benefits that have been monetised by examining the turnover per worker and GVA per worker in the construction of railways sector (Standard Industrial Classification Code 42.12). Wages are based on the average annual salary of workers in the construction sector (Standard Industrial Classification Code 42).
- 2.6.3 Net additional local benefits have been calculated taking into account deadweight, leakage, displacement and multiplier effects.
- 2.6.4 The deadweight in this case is zero as no construction will happen without this construction project. In lieu of further information leakage, displacement and multiplier effects have been calculated using the medium 'ready reckoner' values from the HCA Additionality Guidance. The values are as follows:
- Leakage: 25%
  - Displacement: 50%
  - Multiplier: 1.3
- 2.6.5 The present value of the net additional local benefit of the construction programme is £1.6 million in GVA.

<sup>2</sup> Network Rail (2015) Western Route Study

## **2.7 Non-quantifiable benefits**

- 2.7.1 Outside of the direct transport benefits, the new station will contribute to the delivery of the Torquay Gateway Growth Area by improving the labour pull of the area through improved accessibility and increasing the attractiveness of the area for investment.

### 3 Financial Case

3.0.1 The financial case needs to demonstrate the affordability and funding of the preferred option, including all capital, revenue, and whole life costs.

#### 3.1 Approach to Financial Case

3.1.1 The new station had previously been awarded LEP Growth Deal funding however, a bid into a previous round of the New Stations Fund was unsuccessful. This meant that the Growth Deal funding could no longer be utilised, and alternative sources of funding were secured.

#### 3.2 Costs

3.2.1 Cost have been developed for GRIP Stage 3 Option Selection which has received sign off from Network Rail. The real cost including a Pmean value of the QRA and 42% contingency is £12.3 million<sup>1</sup>.

3.2.2 Costs were estimated in 2020 and inflation was added from the base year up to the end of 2022 when construction was set to be completed. With inflation added up to the end of 2022, the cost figure is £13.1 million.

3.2.3 The most recent information on the construction timetable indicates that the station will be completed in Spring 2024. Adding inflation at a rate of 2% per annum (over 18 months) provides a construction cost figure of £13.5 million. The additional £400,000 of inflation will be covered by the contingency and risk adjustment values, which together amount to £3.98 million of the total cost.

3.2.4 The agreed funding option is set out in Figure below.

**Figure 3.1: Funding Sources**

Source	Secured	Type	Amount
Council Resources	Yes	Public	£600,000
S106 Contributions	Yes	Public	£116,000
Local Transport Capital Funding	Allocated in Council spending plan	Public	£1,500,00
New Station Fund	Yes	Public	£7,882,600
Towns Fund	Yes	Public	£3,000,000
<b>TOTAL</b>			<b>£13,098,600</b>

3.2.5 Annual operation and maintenance costs in 2020 prices for the new station are:

- Access Charge: £34,700
- Additional Fuel Cost: £110,500
- General maintenance, operating and renewals: 4% of annual revenues

3.2.6 These will be the responsibility of the station and train operators and do not need public sector funding.

### 3.3 Funding Profile

3.3.1 Construction is expected to begin in Autumn 2022 and be completed in Spring 2024, although a full timetable is yet to be agreed with Network Rail.

3.3.2 Indicative timescales suggest that the spending will breakdown of the spending is shown in Figure 3.2.

**Figure 3.2: Capital Spending Profile**

	2021/22	2022/23	2023/24	2024/25
Capital Spend	£1,309,860	£2,619,720	£7,859,160	£1,309,860

3.3.3 Given the uncertainty surrounding the construction timetable the funding profile is equally uncertain. We assume that the cost and funding profile will be matched.

### 3.4 Affordability Assessment

3.4.1 Town Deal funds will be paid in advance of project spending so there is no financial risk to Torbay Council.

### 3.5 Risk register

3.5.1 The key risks relating to the financial aspects of the project are summarised below.

- Unforeseen ground conditions and/or other requirements to change the design
- Adverse weather or other working hour restrictions delay timetable
- Need to replace existing Network Rail infrastructure due to poor quality/damage during works
- Tendering process returns higher costs than anticipated

### 3.6 Wider Financial Implications

3.6.1 As Town Deal funds are drawn down in advance of spending, there are no further financial implications for Torbay Council.

## 4 Commercial Case

4.0.1 The following sets out the Commercial Case for the Edginswell Rail Station project, Torquay. This section should be read in conjunction with the Town Investment Plan.

### 4.1 Deliverability and delivery confidence

4.1.1 TDA /Torbay Council is confident of delivering this project given the skills, capabilities and in-house expertise across a broad range of disciplines within the organisation, complemented by the experience and skill sets within Network Rail.

4.1.2 A combined TDA /Torbay Council delivery team will enable robust management of the programme. Expertise from Torbay Council, Jacobs, Network Rail and Great Western Railway that has been developed through work on the project to date will be combined with that of external partners who have experience in delivering similar projects elsewhere. This continuity of roles and relationships is important to ensure the project stays on schedule, achieves its objectives, and delivers fit for purpose infrastructure. The key roles and responsibilities are set out in the table below.

**Figure 4.1: Roles and Responsibilities of Key Organisations in Project Delivery**

Organisation	Roles	Responsibilities
<b>Torbay Council</b>	Project Manager	Accountable for Project Development and Delivery
	Engineering Manager (in-house)	Contract Management
	Engineering Manager (TDA/CASE)	Technical Design Assurance
	Designers	Technical Design
	Principle Designer	As defined in the Construction (Design Management) (CDM) Regulations
	Procurement Support	Procurement Compliance
	Development Management Team Leader	Pre-application and Application decision making
	Planning Support	Pre-application and Application submission
	Legal Support	Cross party agreements, and additional Procurement support.
	Estate/Land Support	Land Considerations
<b>Network Rail</b>	Financial Support	Financial Regulation Compliance
	Sponsor	Accountable for NR management compliance and commercial agreements
	Asset Protection Manager	NR asset protection and technical compliance
<b>Great Western Railway</b>	Designated Project Engineer	Technical design and construction activities
	Regional Development Manager	Commercial agreements
	Project Manager	Use of the infrastructure



- 4.1.3 TDA, as a wholly owned and controlled company of Torbay Council, will be responsible for client side project management, with Network Rail responsible (through a Delivery Service Agreement) for delivery of the actual infrastructure. TDA's project management team will provide oversight on the project for, and on behalf of, Torbay Council.
- 4.1.4 TDA has an experienced and qualified internal project management team, operating within a PRINCE2 project management framework and quality assurance processes. It will work with partners at Network Rail and Great Western Railway, and where required, draw upon skills from its Property Services and Professional Services teams in order to deliver the project.
- 4.1.5 TDA has the skills and experience necessary to manage and deliver large capital schemes, including townscape and public realm works.

## **4.2 Procurement strategy**

- 4.2.1 The current plan is to award a design and build contract to Network Rail who will adopt the design information developed by Jacobs, effectively forming the Employers Requirements. The Council has drawn up a strategy and will work closely with partners continuing the joined up working practices following on from Newcourt and Marsh Barton Railway projects. Torbay expects to award a NEC3 contract as this is considered most appropriate to this project.
- 4.2.2 The intention is to appoint Network Rail as a single source delivery partner, this is in line with the approach taken by several local authorities. Network Rail already own the land that the new station will be situated on and would have been a key stakeholder even if they we did not utilise this option.
- 4.2.3 Once the design is complete, Network Rail will compile the tender documentation and issue it to their standing list of specialist contractors. Whilst Network Rail will be primarily be evaluating the returns Torbay Council/TDA will be able to review the returns and include requirements in terms of social value including Community Wealth Building.
- 4.2.4 Torbay Council /TDA have proactively engaged with Great Western Railway from the concept phase of this project, and the intention is to appoint them as specialist project management support. This is in response to lessons learnt from other local authorities who have found projects challenging when Network Rail /Great Western Railway have not been engaged at an early stage to work up the requirements document collaboratively.
- 4.2.5 Great Western Railway will be appointed under a cooperation agreement to ensure their continued involvement and engagement in meetings such as steering groups and workshops.

## 5 Management Case

### 5.0 Project organisation and governance

- 5.0.1 The station has been developed using Network Rail’s Governance for Rail Investment Projects (GRIP) and is currently at stage 4. A full review of the stage 3 information was undertaken by Network Rail who have now adopted the design, and any missing information will be incorporated into the stage 4 design.
- 5.0.2 Development of the project to date has built from the principle and initial feasibility – which provided an understanding of options and constraints – to an option selection design to be agreed with Network Rail. Using this process has ensured rail industry support for the scheme and demonstrated that the station is deliverable. Further details of each stage completed to date, and the next step, in project development are shown below.

**Figure 5.1: Project Development Stages**

GRIP Stage	Remit	Outputs	Key Findings
1	Output Definition	Define the needs and requirements – the opportunity	Strong business case for station, agreement with NR and FGW
2	Feasibility	Identifying solutions in response to the requirements	Preferred station site selected and initial cost estimated
3	Option Selection	Single Option determined and stakeholder approval to option secured through Approval in Principle	Initial design developed and optioneering completed – submitted for AiP
4	Single Option Development	Development of the chosen design	-

- 5.0.3 Network Rail will be principally responsible for delivery of the project through the Delivery Service Agreement. TDA will manage the project on behalf of the Council. TDA will work with Network Rail to ensure that programme governance is robust, and work with local partners and other key stakeholders to identify and manage associated risks throughout the process.
- 5.0.4 TDA has an experienced and qualified internal project management team who operate within the PRINCE2 project management framework and quality assurance processes to ensure that the project is delivered to the expected standards.
- 5.0.5 A summary Project Plan outlining the key roles and responsibilities during the scheme is summarised below.

**Figure 5.2: Delivery plan roles and responsibilities**

Role	Key Responsibility	Organisation / Lead
Project Manager	Overall management of programme /risk and cost	TDA

Principal Design Team	The completion of the detailed design incorporating GWR and Torbay Council Requirements.	Network Rail
Tender Stage	Appointment of the contractor from Network Rail specialist standing list.	Network Rail
Principal Contractor	The construction of the station once designed.	TBC

- 5.0.6 The project is and will continued to be coordinated and managed by a Delivery Team, comprising the project manager, lead designer and, during delivery, the Network Rail sponsor/ project manager and a contractor representative (upon appointment).
- 5.0.7 The project governance structure is outlined in the Town Investment Plan.
- 5.0.8 The Delivery Team - through the Project Manager - will continue to liaise with the local community, interest groups and other key stakeholders through to project delivery.

## 5.1 Scope, programme/schedule management

- 5.1.1 A detailed programme and ‘live’ timeline is being collated by Network Rail for the project, with a number of key milestones and review dates already completed, well underway or in progress.
- 5.1.2 A summary of the programme plan at the current time of writing is provided below. A more detailed programme of key activities and milestones mapping out the delivery expectation of this project will be issued once it has been reviewed and accepted by TDA on behalf of Torbay Council.

**Figure 5.3: Programme and milestones**

Milestone / Review	Start Date	End Date	Note
Grip 3 Approval		May 2021	Complete
Grip 4 Commencement	June 2021	TBC	Ongoing
Planning Submission	TBC	TBC	
Grip 4 Completion	TBC	TBC	
Grip 5 Completion	TBC	TBC	
GRIP 6 Commencement (Start on Site)	Summer 22		
Station Complete	Winter 23		
Station Operational	March 2024		

- 5.1.3 Interfaces with key organisations and stakeholders such as key transport users, will be continually engaged with through the final stages of the design and as the project moves into the delivery stages of the project.
- 5.1.4 Similarly, the local community will also be consulted through continued dialogue with the community partnerships.

## 5.2 Risk management

- 5.2.1 A Risk Register is being developed for this project by Network Rail in collaboration with TDA and Great Western Railway, outlining the key risks and mitigation measures which have been developed to help identify and manage risks; with ‘early warning’ signals identified and ways to mitigate those managed accordingly.
- 5.2.2 The Risk Register will be updated regularly during the project timeline – using PRINCE 2 project management principles – and will be reported back to the Town Deal board flagging risks, and allowing oversight of the scheme, progress and alignment with the wider objectives of the Town Investment Plan.
- 5.2.3 As the project progresses, the risk register will be further developed and risks will be assigned to ‘risk’ owners, pre- and during the construction stages.
- 5.2.4 The management of the risk will be led by the Delivery Team assigned to the project, with the strategic level of risk being overseen by the Board with key decisions made.
- 5.2.5 Change management will also be reflected and implemented following the anticipated condition of contract that will include early warnings and compensation events.
- 5.2.6 The headline risks for this project are listed as follows:
- Project cost escalation
  - Funding / Financial risks
  - Programme delay, i.e. from Covid-19 or delays in specialist items/survey work.
  - Contractor / Construction risks

## 5.3 Stakeholder engagement

- 5.3.1 Significant engagement with community and key stakeholders has already taken place for this project. The relevant key stakeholders will be continually engaged with during the programme and as the project enters a ‘delivery stage’, working closely with the relevant Council teams, including for example Highways.

## 5.4 Benefits, monitoring and evaluation

- 5.4.1 A dedicated resource using TDA assets has already been committed to formulating the Monitoring and Evaluation Plan and to ensure the requirements as defined by the Ministry of Housing, Communities and Local Government (MHCLG) are met.
- 5.4.2 TDA will ensure that the key inputs, activities and outputs meet MHCLG’s mandatory reporting requirements.
- 5.4.3 TDA will internally develop and complete the following activities, during and at the end of the project lifecycle, with support from external suppliers for example in the case of footfall data collection.
- **Monitoring & Evaluation Plan**, as required by MHCLG and further developed internally by TDA as described above and in accordance with MHCLG guidance.

- **An ‘End Project Report’** that includes all end stage reports and confirms handover of all construction work. This report will provide an update of how well the project has gone against the original business case and project specific objectives.
- **A “Lessons Report”** that builds on the lessons logs produced during the scheme. The Lessons Report documents all lessons that could be applied to other schemes and integrated into the organisation’s way of working.

5.4.4 TDA, for and on behalf of Torbay Council will be responsible for all monitoring and evaluation activities for this project, and will set out, monitor and report on spend, performance metrics, milestones, outputs and outcomes.

5.4.5 It will use the existing Town Deal & Future High Street Steering group to oversee and monitor delivery of the programme of work. It will be this Board that is, ultimately, responsible for evaluating its success.

5.4.6 Data collection, analyses and evaluation work will also be shared with the Future High Streets Task Force - via Council and TDA web pages - and other forms of social media, via briefings and publications.