

**Local Sustainable Transport Fund - Application Form**

**Applicant Information**

**Local transport authority name(s)\*:**

Reading Borough Council (co-ordinating authority), Wokingham Borough Council,  
West Berkshire Council

**Senior Responsible Owner name and position:**

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## SECTION A - Project description and funding profile

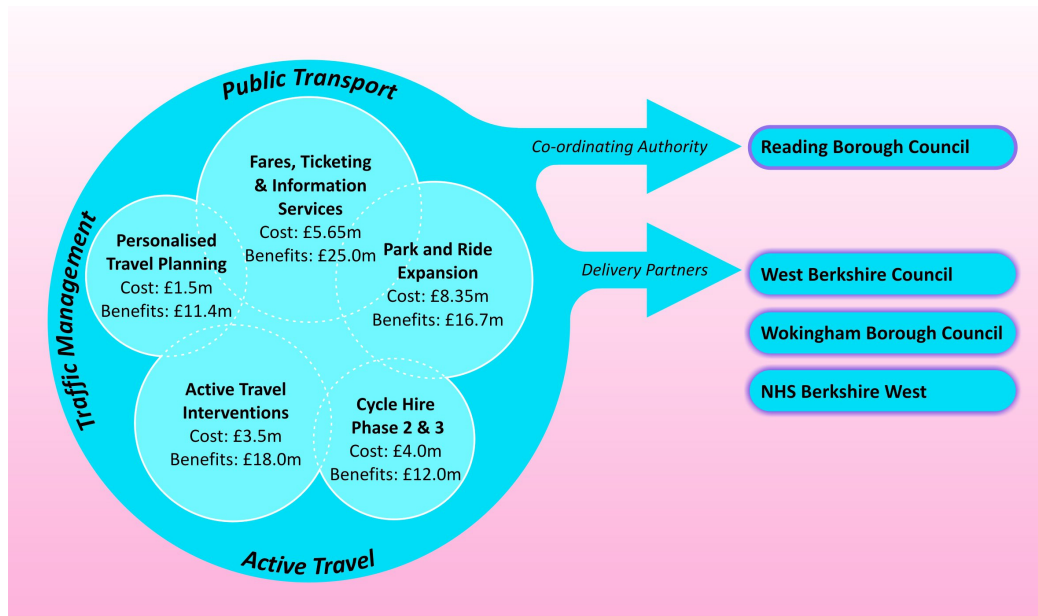
### **A1. Project name:** Targeting Travel Choice Transitions

#### **A2. Headline description:**

This bid aims to support the local economy, improve health and tackle climate change by working with partners and local communities to deliver a balanced package of measures across the travel-to-work area comprising the following components:

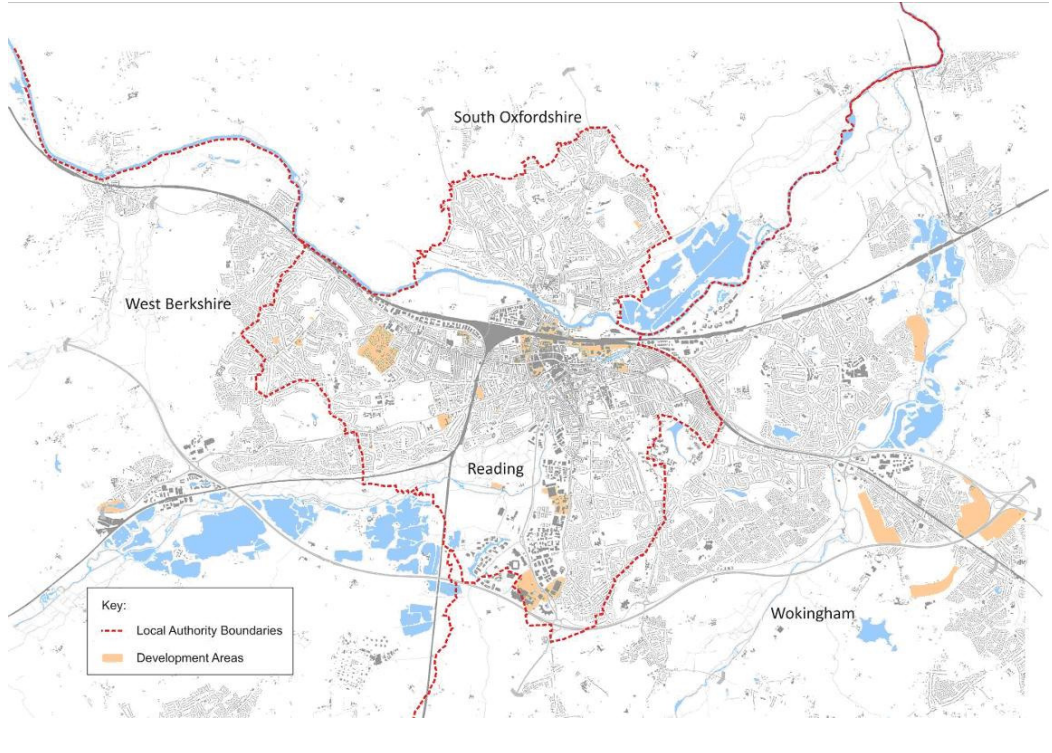
- Widening the understanding of, and responding to, barriers to effective sustainable travel.
- Targeting public transport fares incentives through integrated smart ticketing to overcome economic barriers to travel, reduce health inequalities and encourage modal shift by those undergoing life course transitions across the wider urban area.
- Putting sustainable modes at the heart of local journeys through urban-area-wide cycle hire scheme and targeted active travel interventions.
- Extending public transport by expanding Park & Ride facilities and services.
- Ensuring alignment of transport and public health functions through joint programme management, programme delivery, monitoring and evaluation across local authorities.

This LSTF bid seeks an additional investment of £24.2m with an estimated Benefit Cost Ratio of **3.44:1** for the package.



**A3. Geographical area:**

The bid package aims to address transport issues throughout the travel-to-work or functional economic area:



**A4. Type of bid (please tick relevant box):**

**Small project bids**

Tranche 1 bid   
 Expression of interest for Tranche 2  (please complete sections A and B only)  
 Tranche 2 bid

**Large project bids**

Key component bid   
 Large project initial proposals

**A5. Total package cost (£m): 31.8**

**A6. Total DfT funding contribution sought (£m): 24.2**

**A7. Spend profile:**

£K	2011-12	2012-13	2013-14	2014-15	Total
Revenue funding sought		4,865	5,118	4,367	14,350
Capital funding sought		1,754	6,223	1,873	9,850
Local contribution		1,537	3,132	2,931	7,600
Total		8,156	14,473	9,171	31,800

### A8. Local contribution

Reading Borough Council have underway an €800,000 project including PTP research and implementation, public transport ticketing technology and incentives that are co-funded by the European Union. The PTP and extended information and ticketing proposals within this bid would be an extension of this project and will focus these on the most effective areas for investment. Local contributions in the form of s106 obligations (£200k over three years), contribution in kind from business park partners (£100k over three years) and from public transport operator Reading Transport (£100k pa towards passenger information services) have been provisionally identified.

Workplace active travel interventions will be supported by in kind contributions from business park partners to the value of £100k over three years. Significant s106 obligations have been identified as part of the Reading Station Area Framework proposals, which provides a developer pool of contributions towards transport infrastructure, including a cross-Thames pedestrian/cycle bridge (£3m).

Sponsorship of cycle hire facilities is an established principle and discussions are currently underway with potential supporters of the proposed Reading area scheme - at this stage an indicative contribution of around £500k pa towards operating costs has been assumed.

Local authority support for strategic local bus operations (existing Park & Ride services and other routes) in the wider economic area is currently £250k per annum. This will continue and can support the development of the integrated 'Fasttrack 2020' shuttle bus network serving Park & Ride sites. Current business park support for shuttle bus services (£500k pa) will be redirected to the new network. Further s106 contributions have been provisionally identified towards the cost of additional car park facilities (£1m over three years).

Further in kind contributions from partners (staff time, land required for active travel initiatives) have not been fully costed at this stage.

### A9. Partnership bodies

The following organisations have agreed to be partners in this LSTF bid, with involvement in the listed package elements and commitment as described below. Other partnerships will be developed through the business case preparation process.

Partner	Type	Involvement						Commitment	Contribution			
		Personal Travel Planning	Fares, Ticketing & Information	Active Travel	Cycle Hire	Park & Ride / Fasttrack 2020	Package Management		Resource	Financial	Land	Steering Group Member
NHS Berkshire West	Primary Care Trust	●	●	●	●		●	Full delivery partner for active travel and PTP, responsible for planning and securing quality healthcare services for the 500,000 plus people of Reading, Wokingham and Newbury	●	●		●

Reading Borough Council	Unitary Authority (co-ordinating)	●	●	●	●	●	●	Full delivery partner, local transport authority looking to expand the transport network to improve cross-boundary travel and transport services to create a better connected Reading for residents, employees, businesses and visitors.	●	●	●	●
West Berkshire Council	Unitary Authority	●	●	●	●	●	●	Full delivery partner, local transport authority looking to deliver a transport system which supports the economic vitality of West Berkshire, as well as providing choice and opportunities for residents to be able to access the services they need in a sustainable way where possible that minimises harm to the environment	●	●	●	●
Wokingham Borough Council	Unitary Authority	●	●	●	●	●	●	Full delivery partner, local transport authority seeking to provide a cost-effective, inclusive transport network that enhances the economic, social and environmental prospects of the Borough whilst promoting the safety, health and well-being of those that use it	●	●	●	●
Reading UK CIC	Economic Development Company		●	●	●		●	Represents businesses, key partner in Local Enterprise Partnership and author of LEP bid and Regional Growth Fund bids, promoter of Business Improvement District	●			●
Business Parks (including GreenPark, Thames Valley, RIBP, Arlington)	Business Park Management	●	●	●	●	●		Employee surveys and travel planning, funds contract public transport services and staff cycle hire, involvement in local events, high technology industry and trained staff	●	●	●	
Reading Transport Limited	Transport Operator		●	●			●	Smart ticketing and commercial smartcards, main local bus operator, PT fleet owner, contract operation and service expansion, passenger information management	●	●		●
Reading College	Further Education	●	●	●	●			Staff and student surveys and travel planning, cycle hire hub	●		●	

## **SECTION B – The local challenge**

### **B1. The local context**

Reading is a major population and employment centre within the South East, benefiting from close proximity to London and Heathrow, and with excellent links to national road and rail networks as well as to Heathrow Airport (see A3). Such connectivity is represented by Reading's status as a regional transport hub, international gateway and a major transport interchange. It is at the centre of the largest Travel to Work Area in the Thames Valley, with the highest average GDP per capita outside of London. It is also a net importer of trips, with 30,000 people arriving and 24,000 people leaving the Reading area in the AM peak period.

The population of Reading Borough alone is approximately 150,000, but the wider urban area is home to around 275,000. Approximately, 18% of households in the urban area are located within Wokingham Borough Council and around 11% within West Berkshire Council. Major business parks located to the east, southeast and southwest, are also within the area covered by those authorities.

The Reading area has attracted significant investment from business, retail, sport and cultural sectors, and serves a catchment that extends beyond the urban settlement. The ratio of total jobs to working-age population was 1.13 compared to a ratio of 0.88 for the South East and a national ratio of 0.84 before the current recession. Reading continues to score highly in Centre for Cities' annual Outlook report on UK urban areas. For example, the 2011 report shows that the Reading area has the 6th highest employment rate, 3<sup>rd</sup> highest average weekly earnings and 5<sup>th</sup> highest level of business stock per 10,000 population.

Economic success and growth in the wider urban area of Reading is expected to continue, with major new employment and residential developments committed or proposed in central Reading, south Reading and within Wokingham and West Berkshire at the edges of the Reading urban settlement area.

One impact of a growing economy is the additional pressure on the transport network, which can in turn challenge continued economic success. Key highway links already experience significant congestion during peak hours, resulting in negative impacts on journey time, reliability and predictability, and also affecting carbon emission levels, air quality, noise, health and quality of life. This congestion can be attributed to bottlenecks on the transport network, such as the constrained availability of river crossings, compression of railway lines at Reading Station, and the volume of demand on the highway and bus networks. In order to maintain and improve the sustainable travel for residents and businesses, sustainable travel options and incentives must be provided. This is also essential to manage the demand from future generation of trips on our networks from new developments and to thereby sustain the economic importance of this area at the heart of the Thames Valley.

Mode split for travel to central Reading is already balanced towards sustainable modes. Car-borne trips account for only 22.2% of the total (annual survey May 2010). Capacity bottlenecks on the railway are being relieved by the £850m Reading Station Area Redvelopment that will double rail capacity. However, the locations of economic growth, business and residential development require that trips into and throughout the urban area, are transferred onto public transport, walking or cycling in order to optimise capacity on the highway network. The use of sustainable modes also reduces the potential carbon emissions associated with growth in travel and secures health and quality of life benefits.

NHS Berkshire West is responsible for planning and securing quality healthcare services for the people of Reading, Wokingham and Newbury. Key conclusions of the area's Joint Strategic Needs Assessment is reported in its Strategic Plan. It notes that overall health is relatively good, but there are significant health inequalities where significant levels of population are living in deprivation.

Cardiovascular disease is the leading cause of death in the PCT and in all three local authorities, accounting for 1,040 deaths in 2008/09. (JSNA 2010). It is projected that, by 2020 there will be almost 2,500 more people suffering from coronary heart disease (CHD) in Berkshire West, a 22% increase in West Berkshire; 18% increase in Wokingham and 9% increase in Reading. This has significant implications for health and social care services. The majority (86%) of risk is due to factors that are potentially modifiable, such as lack of physical activity and obesity. There is a significant protective effect of even moderate intensity physical activity against risk for many chronic diseases, including CHD, hypertension, non-insulin-dependent diabetes mellitus, osteoporosis, colon (and bowel) cancer, and anxiety and depression.

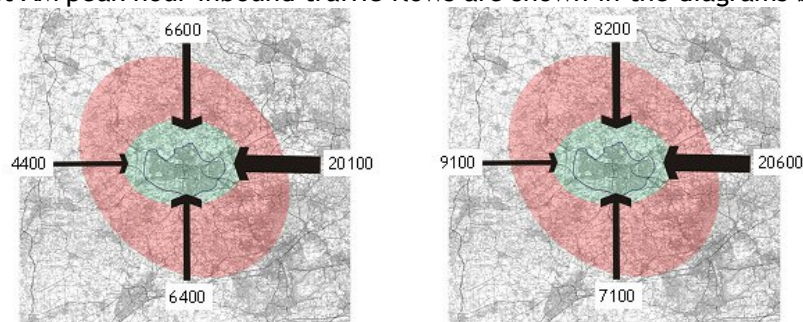
Transport has a key role to play in increasing physically active travel. This package of measures will contribute towards achievement of the following positive outcomes across the Berkshire West area through greater walking and cycling:

- reductions in illness due to physical inactivity, including slowing the growth in obesity;
- lower levels of deaths, and acute injuries from road traffic incidents;
- lower levels of workforce absenteeism;
- reduced congestion, improved air quality, improved accessibility, and reduced risk for each traveller;
- increased reliability in journey times for private transport and public transport travel due to reduced congestion;
- contribution to meeting local carbon reduction targets.

## B2. Evidence

### Geographic Transitions

Congestion in Reading Borough is concentrated on the key radial routes leading to the Inner Distribution Road (IDR) and on sections of the IDR itself, which bounds central Reading. Congestion hotspots have been identified by neighbouring authorities within or on the edges of the contiguous urban settlement, particularly to the east and southeast. Traffic counts and modelling show that over 50% of traffic entering the urban area in the am peak period from all directions are coming from the east and southeast on the A4, A329M, A327, etc. Current and forecast AM peak hour inbound traffic flows are shown in the diagrams below.



There are frequent local buses serving neighbourhoods throughout the urban area as part of the Premier Route network, as well as interurban buses, train lines and a Park & Ride facilities to the south and southeast. However, the south-east Park & Ride is in third party ownership with a contract that expires in 2012 and is subject to flooding. Local train stations serving areas around Reading are small, many have poor pedestrian and level access, and the limited parking available to those living too far to walk or cycle to a station is expensive and generally at or near capacity. Bus reliability and punctuality is adversely affected by congestion, despite various bus priority measures within Reading. Bus and rail-based public transport operates on a radial basis, so that travel from outer residential areas to employment sites on the outskirts of Reading requires interchange in central Reading.

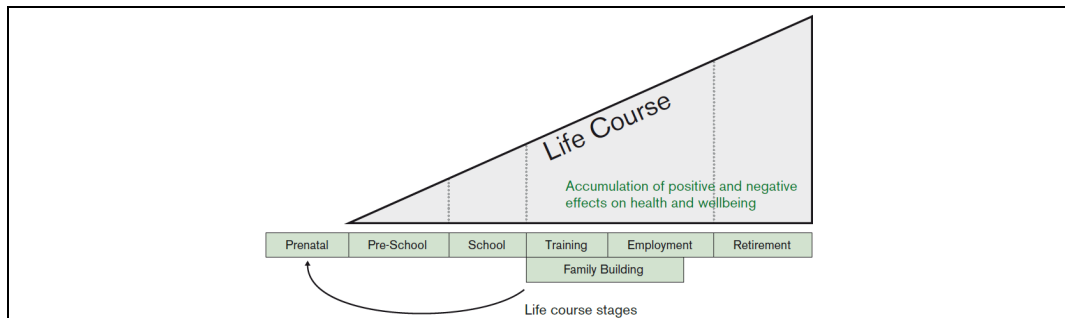
A 2007 comprehensive survey of travel patterns of residents from representative areas of neighbourhoods within the urban area, showed that residents living further from central Reading are more likely to travel to work by car (57% for Reading Borough residents compared to 76% of residents from neighbourhoods outside the Borough). Furthermore, modelling of mode splits of commuter trips between the seven areas of wider Reading identified in our LTP reveals that the percentages of non-car trips are substantially diminished between outer residential areas and major employment areas.

Walking accounts for a third of trips into central Reading and cycling about 3%, but an indirect impact of high traffic volumes is that the attraction of walking and cycling is reduced, even where distance is not a barrier. There is good evidence that a large proportion of the population would like to be healthier and more active but are prevented from doing so by what they perceive to be hostile environments for walking and cycling. A key example of this impact is on journeys from north of the River Thames into central Reading, as the river creates a geographic transition in combination with the Great Western Mainline railway. The limited options of two narrow, heavily-trafficked bridges to cross the Thames has resulted in a decrease in pedestrian trips into central Reading from this direction in recent years, compared to increases elsewhere, and the lowest increase in cycling trips compared to trip numbers from other directions.

The pressure on the transport network, the impacts of congestion and the reduced attraction of sustainable modes will be increased at these geographic transitions with the addition of new developments, without significant transport interventions such as those described in this package. Since proposals for new development are concentrated at the edge of the urban area and around Reading Station, this challenge is also an opportunity.

#### Life Course Stage Transitions

Locally we support a life course approach which considers the transport needs of young children through to elderly people so that solutions can respond to specific needs. Evidence from the sustainable travel town projects and peer-reviewed health studies has shown that people are most likely to change their travel behaviour when something else in their lives is changing. This might be moving home, starting a family or changing jobs. In the case of new development, all residents or employees are 'new' to the area, and therefore more likely to be influenced by interventions to change their travel behaviour. For new residential development in particular, travel options need to be available from occupation before habits are formed.



We recognise also that whilst a focus on transitions is evidence based and provides opportunities, other factors can influence an individual’s travel behaviour. Barriers can arise due to inequalities. Price is an important a factor in transport accessibility. Those in the lowest social economic groups are at greatest risk of harm from both physical injuries through accidents, poor air quality and noise, community severance linking to reduced social cohesion and low levels of physical activity, which also denies them the mental health benefits associated with physical activity. Other dimensions of inequality can be related to age and/or disability. Research by Health Scotland indicates suppressed demand for affordable, accessible travel options, estimating that 1.4m people in the UK miss, turn down or choose not to seek medical help because of transport related problems every year while two out of five jobseekers identify the lack of transport as a barrier to getting a job.

Through the LTP3 development processes, we identified a number of vulnerable groups, including those without access to a car, those who are unemployed or who suffer from long term illness. We reviewed accident records and relevant crime statistics, such as cycle theft. Across Berkshire West in 2010 partners have been working together on the Joint Strategic Needs Assessment (JSNA). Evidence from the JSNA informed the LTP and will continue to inform the detailed application of the proposed package.

### **B3. Objectives**

All three Local Authorities and NHS Berkshire West share the goals that transport should be healthier, safer, more affordable and more accessible for people. Transport must be designed to serve and enhance local places, provide value for money and offer reliable means of travel to support the urban area’s economy. Transport has a key role in maintaining and increasing local prosperity by enabling people to get where they want to go efficiently, even in a low-carbon future.

The package of measures we are proposing in this bid are supported by all three LTP3 strategy plans. LSTF offers the opportunity to accelerate the delivery of the LTP3 programmes and to secure funding to deliver additional benefits through extending the scope of established initiatives. We have the capacity and ability to deliver quality sustainable travel for our urban areas.

Reading’s LTP3 is based on the agreed themes and vision for the Sustainable Community Strategy (SCS); People, Place and Prosperity. Reading’s LTP3 strategic objectives are as follows:

SCS VISION	LTP3 STRATEGIC OBJECTIVES	LTP 3 DELIVERY THEMES
People	To facilitate more physically active travel for journeys in a healthy environment	Inclusion
	To improve personal safety on the transport network	Inclusion
	To provide affordable, accessible and inclusive travel options for everyone	Inclusion
	To ensure that the transport network operates safely and efficiently to meet the needs of all users	Intervention
Place	To align transport and land use planning to enable sustainable travel choices, improve mobility, reduce the need to travel and preserve the natural environment	Intervention
	To deliver balanced packages of value for money transport solutions and make best use of existing transport investment	Infrastructure
	To offer sustainable transport choices for the Travel to Work Area and beyond, integrating within and between different types of transport	Infrastructure
Prosperity	To improve journey times, journey time reliability and the availability of information	Infrastructure
	To reduce carbon emissions from transport, improve air quality and create a transport network which supports a mobile, affordable low-carbon future	Innovation

Wokingham has identified 5 overarching goals in their LTP3, as follows:

- Highways Goal: “To have a resilient, safe highway network that balances capacity for all users, enhances the economic prospects of the Borough, and promotes sustainable travel.”
- Active Travel Goal: “To work with partners to promote walking and cycling as a health-enhancing physical activity for all of our residents through providing:
  - Connected, convenient, safe and signed pedestrian networks across the Borough to enhance existing networks;
  - New cycleways integrated with the existing cycle network; and
  - Improved cycle parking at stations, businesses and schools”
- Public Transport Goal: “To promote an integrated and inclusive public transport network that provides a convenient, acceptable, reliable and affordable alternative to car travel. “
- Smarter Choices and Demand Management Goal: “To enable people who live, visit and work in the Borough to make informed, safe and sustainable travel decisions from a range of transport options.”
- Strategic Projects Goal: “To manage the demand for travel in order to ensure that people have a high level of access to different destinations, with sufficient choice, whilst minimising the adverse effects of congestion.”

West Berkshire’s LTP3 goals are as follows:

- To improve travel choice and encourage sustainable travel;
- To support the economy and quality of life by minimising congestion and improving reliability on West Berkshire’s transport networks;
- To maintain, make best use of and improve West Berkshire’s transport networks for all modes of travel;
- To improve access to services and facilities;
- To improve and promote opportunities for healthy and safe travel;
- To minimise energy consumption and the impact of all forms of travel on the environment

The PCT has the added goals of increasing physical activity, reducing inequalities and minimising related impacts of poor health such as absenteeism and associated costs.

## **SECTION C – The package bid**

### **C1. Package description**

**Personalised Travel Planning (PTP)** would be extended to communities and employment sites within the wider urban area and functional economic area. Depending on the distance from central Reading, the journey patterns and the transport available, this project would identify the obstacles people feel they need to overcome to choose sustainable travel options and these would be addressed through the other package measures. Use of an established segmentation tool would identify target groups to fulfill our aim to reduce inequalities. Additionally car club providers would be engaged to target some of the groups most likely to be considering a second car, which places a greater financial strain on those less well off and increases risk of sedentary behaviour. Whether in residential areas, around schools or at major business parks in the wider economic area, the travel planning proposed would still be personalised and consider all types of journeys. In relation to workplace settings we recognise the evidence that increasing physical activity (through active travel) can make a significant impact on workforce absenteeism and has demonstrable economic benefit.

As part of our local programme evaluation of PTP we propose to undertake a **cohort study** to measure the impact of our local interventions on people's travel behaviour and choices over a prolonged period to determine likelihood of relapse and to identify impacts on climate change objectives, building on work commissioned by the Climate Change Partnership to measure behavioural change in reducing carbon footprints.

Building on the existing programme of improvements to the smart ticketing system and capabilities, **smart ticketing** can be rolled out to transport services (including cycle hire and car clubs) across a wider area and **targeted fares incentives** offered to vulnerable demographics throughout the urban area, such as children in full-time education, job-seekers or those with health problems to overcome. This element of the package is aimed at reducing inequalities in accessibility and affordability of publicly available transport.

Integrated ticketing and fares adjustments would build up cost-effective commercial services in the longer term for journeys that may not currently be commercial or may be operating below capacity. We intend to work with education and public health colleagues to ensure appropriate targeting of vulnerable groups with these benefits. Such interventions would be cross-operator and cross-boundary, requiring data and information provision to also reach across all relevant parties. Therefore, further integration and extension of **real time information systems** on cross-boundary and strategic corridors is also included.

Key barriers to walking and cycling are the quality of local routes and how safe and secure people feel using them. This applies throughout the urban area, focusing on 5km radii of key destinations. **Active travel interventions** would be identified through personalised travel planning and local volunteer route auditing. Interventions would include installation of low carbon white street lighting, speed limit reviews, dropped kerbs, cycle training, maintenance and route planning.

In line with the evidence, we would plan to have a particular focus on transition between primary and secondary school. Getting routine physical activity in lifestyles from the earliest point is increasingly recognised as a major element in the prevention of all cause mortality and morbidity reduction - work in and around schools therefore remains key. **Active travel interventions** could therefore include

'cycle proofing' school journeys, peer mentoring to support and encourage sustainable travel, particularly for the new intake at Year 7, and involvement of parents/carers as role models, linked to PTP-targeted households.

One of the most pressing route quality issues remaining in Reading is crossing the River Thames, and funding is also sought to contribute to building a new **pedestrian/cycle bridge** to enable this key north-south movement, particularly as new development comes forward between the River and Reading Station.

To support those without bicycles, we propose an urban-area-wide **cycle hire scheme** that would be part of the public transport system in Reading, and widely accessible to all communities, irrespective of inequalities. This would be designed to complement bus and rail travel through integrated ticketing, to improve public health and safety and enhance the visibility and image of cycling. Cycle hire would extend to new developments and urban area boundaries.

We also propose to further develop our **Park & Ride** strategy for the wider economic area and, along with private sector partners/developers, to fund expansion of **Park & Ride** sites and services to accommodate the extensive movements into central Reading and to other employment concentrations and major destinations, often from areas with limited public transport options. Using revenue support and in partnership with local bus operators, 'Fasttrack 2020' services would be pump-primed to be commercially viable over time. The facilities and services would be integrated with access by local buses, trains and privately provided shuttles to key employment locations east, south and west of Reading, enhancing radial links between Reading and the areas of Wokingham and West Berkshire within the Reading urban settlement. Micro park & rides, using under-utilised car parks with daytime capacity and frequent nearby local bus routes would be developed where conventional facilities would be difficult to implement.

Due to the extent of the geographical area covered, we also propose a separate element of **package management** to ensure optimal co-ordination, project management and delivery. It is proposed that the three Unitary Authorities and NHS Berkshire West Public Health work in partnership to oversee the implementation of the package of measures outlined; this will include taking a joint approach to management, delivery, governance, monitoring & evaluation.

## C2. Package costs

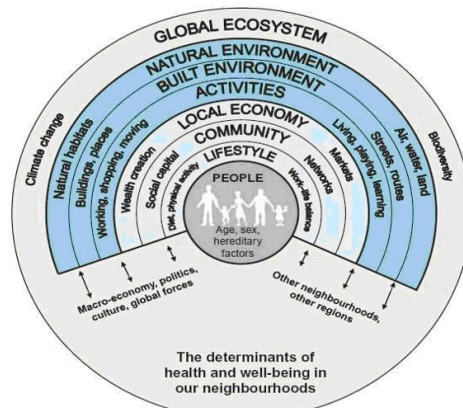
Scheme element 1	£K	2011-12	2012-13	2013-14	2014-15	Total
<b>Personalised Travel Planning</b>	Revenue		750	750		1500
	Capital					0
Scheme element 2	£K	2011-12	2012-13	2013-14	2014-15	Total
<b>Fares, Ticketing &amp; Information Incentives</b>	Revenue		1871	1890	1889	5650
	Capital					0
Scheme element 3	£K	2011-12	2012-13	2013-14	2014-15	Total
<b>Active Travel Interventions</b>	Revenue		194	228	228	650
	Capital		354	623	1873	2850
Scheme element 4	£K	2011-12	2012-13	2013-14	2014-15	Total
<b>Cycle Hire Scheme Expansion</b>	Revenue		1200	1400	1400	4000
	Capital					0
Scheme element 5	£K	2011-12	2012-13	2013-14	2014-15	Total
<b>Park &amp; Ride Expansion</b>	Revenue		450	450	450	1350
	Capital		1,400	5,600		7000
Scheme element 6	£K	2011-12	2012-13	2013-14	2014-15	Total
<b>Package Management</b>	Revenue		400	400	400	1200
	Capital					0
<b>GRAND TOTAL</b>						24200

### C3. Rationale and strategic fit

The January 2011 White Paper, *Creating Growth, Cutting Carbon: Making Sustainable Local Transport Happen* highlighted three key areas of action; Active Travel, Public Transport, and Traffic Management. The package includes measures that address all three, and complements and extends what Reading Borough Council, Wokingham Borough Council and West Berkshire Council and partners are able to implement in the short term with limited budgets through Local Transport Plan funding. Also, whilst the Local Transport Plans include measures described in this package and recognise their cross-boundary application in proposed studies and action plans, this LSTF package enables partnership governance and a funding stream that overcomes artificial administrative barriers to implementation and delivers value for money.

This package of measures also contributes to NHS Berkshire West's Strategic Plan objectives to promote wellbeing and independence - and in particular ensuring that people gain a better understanding of the health risks associated with obesity, and provision of information and support for healthy lifestyles, a healthy diet and increased levels of physical activity. Key recommendations from the 2010 JSNA module on physical activity included support for programmes that increase active travel.

The strategy underpinning this bid is to target travel choice transitions, which are based on geography, development patterns, life-course changes or inequalities. The geography of the Reading travel to work area and functional economic area encompasses multiple Unitary Authorities, and sections of adjacent two-tier authorities. This bid includes measures to make the transition between these authorities more seamless in terms of information, infrastructure and integrated services. The bid also considers the transition of land uses where new developments are proposed so that sustainable travel options are preferred by new occupiers. People are more willing to change their travel habits when reaching life-course changes, such as moving to a new home or work location, when starting at a new school or new job, or in circumstances of increased inequalities (e.g. when affected by age limitations, health problems or unemployment). The diagram below<sup>1</sup> illustrates the recognised social determinants of health and well-being. Our approach is to target these factors through a focus on influencing people and place.



One of the key aims of personalised travel planning (PTP) is to identify and target transitions, but the impact of PTP is more beneficial if information and interventions are extended beyond Local Authority boundaries, to match economic,

<sup>1</sup> Dahlgren G, Whitehead M. Policies and Strategies to Promote Social Equity in Health (1991)

health or education catchments. This bid proposes to extend PTP programmes to as many neighbourhoods as possible in the functional economic area, including especially areas within Wokingham and West Berkshire. By applying PTP in workplaces, employees working in the urban area will be able to take part no matter where they live. Further targeting within employment may be possible by reviewing absenteeism records, which is most often an outcome of reduced physical activity. Helping such people choose active travel, even if walking or cycling is only part of their journey (e.g. to a bus stop or train station), can increase their productivity and have a positive impact on both health and the economy. Overall, PTP will determine the barriers to sustainable travel and how these may be overcome, particularly through integrated sustainable travel options across the urban area and without breaks at the boundaries.

This bid extends the geographic coverage and impact of measures to overcome barriers of bicycle ownership, pedestrian and cycle route quality and lack of real time passenger information at interchanges and across local authority boundaries for any potential users no matter where they live and work within the urban area. It is appropriate for any jobs created by schemes like cycle hire (e.g. cycle maintenance and redistribution) to be considered at the scale of the functional economic area, as this is the level at which the benefits will be achieved.

This LSTF package of measures is also designed to optimise the economic benefits of development, for example new infrastructure linking both sides of the Thames to both sides of the railway station will provide an attractive route for encouraging sustainable travel.

Park & Ride offers another sustainable travel solution, in this case for longer distance journeys, and its success is dependent on targeting people at the right geographical transitions in the transport network and in the fabric of land uses. The inclusion of Park & Ride will improve access to jobs throughout the urban area and reduce the carbon impacts of travel to these jobs by reducing journey lengths by car. Appropriate interchange locations are generally outside Reading, and increasing the options at these locations will encourage people to leave their private vehicles outside the dense urban area.

It is not always sufficient to provide more targeted information and new services or infrastructure. For some, the expense of public transport fares discourages use of public transport, and can also limit the choices of groups such as children, the unemployed and the temporarily or permanently disabled. Such groups are likely to have fewer transport choices overall and more reason to choose sustainable modes with the right incentives. If they are reaching transitions in their life, the impacts of such incentives increase and the benefits extend beyond local transport objectives by including the potential to become more economically active. We propose to extend our integrated ticketing and information system to accommodate targeted fare subsidies for adults and children throughout the urban area delivered through local well-being powers in such a way as to encourage public transport use where most appropriate (i.e. instead of car trips rather than instead of active travel). This proposal is specifically aimed at improving transport choices and outlook within the community.

All of the measures have merit individually, but they are not intended to be delivered or operate in an exclusive manner. The range of targeted interventions will be directed through the information sharing and promotion work of the personal travel planning team, in order to achieve maximum benefit.

#### **C4. Community support**

The LTP3 and the Sustainable Community Strategy documents in Reading, Wokingham and West Berkshire have been through extensive public consultation and enjoy wide community support. As part of the research underpinning our earlier Transport Innovation Fund Bid the authorities jointly investigated, and established a broad understanding of, key local concerns and aspirations across the urban area's communities. Local media coverage of our planned cycle hire scheme has attracted widespread support and positive feedback from residents and people working in Reading. Going forward, as set out in the LTP3, individual measures are subject to community consultation and engagement prior to implementation and PTP in particular will engage a wider population than traditional consultation and act as market research in identifying what people want from the local transport network and system.

The door-to-door survey in 2007 (see B2) provides some background to the views that will be gathered through PTP as questions were asked about what obstacles people experience to using sustainable transport. The top response people gave when asked what measures would encourage less car use was cheaper fares (32% of respondents), followed by Park & Ride (15%). These suggestions have been taken into account in formulating this bid. The consultation undertaken by the Reading Local Strategic Partnership included identification of key economic and well-being issues and has subsequently resulted in the prioritising of active travel and the development of park and ride facilities as key levers for change.

The Berkshire-wide Local Enterprise Partnership (LEP) is a true partnership drawing together business, public and Higher Education partners from: Berkshire's economic partnership; central Berkshire's business-led 'Diamond' Forum; Reading's business-led economic development company (Reading UK CIC); Thames Valley Federation of Small Businesses (representing our thriving and entrepreneurial small business sector); Confederation of British Industry, Thames Valley; Wokingham Chamber of Commerce; Bracknell Forest Chamber of Commerce; our world class university and five upper tier authorities, namely Bracknell Forest, Reading, Royal Borough of Windsor & Maidenhead, Slough and Wokingham Councils. Each partner brings vital insight and knowledge, and is representative of some of the area's key 'anchor institutions'. Utilising our collective strength we will harness our natural and built assets, which draw together Human, Financial, Social, Physical, Market, Intellectual and Innovation capital.

Given the complexities caused by administrative boundaries and the porous nature of economic geography we realise that our LEP cannot sit in isolation and we fully recognise the need to work in partnership with - at a strategic, co-ordinating level - other LEPs, local authorities and agencies across the Thames Valley economic region and beyond, into West London.

### **SECTION D – Value for money**

#### **D1. Outcomes and value for money**

Each of the proposed package elements is based on proven measures and as such our estimates of behavioural change and value for money draw on the published results of these previous initiatives.<sup>2</sup> (See A2 for total BCR and benefits.)

<sup>2</sup> Creating Growth, Cutting Carbon: Making Sustainable Local Transport Happen (Transport White Paper, DfT, January 2011)

### Personalised Travel Planning

Evaluation from the Sustainable Travel Towns (STT) programme indicates that an 8% reduction in car travel, 14% increase in public transport use and 26% increase in cycling was achieved from the behavioural change initiatives aimed at enabling sustainable travel choices. The STT measures are estimated to fall into the high value for money category (>2:1). The proposed PTP package will reach 20% of households in the wider economic area and potentially impact on as many again through advocacy. The Personalised Travel Planning programme will have similar results to the Sustainable Travel Towns. The project will also promote innovation in marketing and provide a clear direction for the most effective means of marketing and intervention. Based on Sustrans Research a BCR of 7.6:1 has conservatively been assumed.

### Ticketing, Information and Fares Incentives

These initiatives will support Personal Travel Planning and be available borough-wide. The assumed benefit to cost ratio is >2:1 in line with other public transport promotions within sustainable travel initiatives.

The benefits of a national smartcard scheme were estimated<sup>3</sup> at 6.9:1 and a comprehensive local scheme has been assessed as having a 4.64:1 value for money ratio over five years. Benefits include journey time savings, new revenue streams for operators, together with reductions in survey costs, operational control and fraud. The benefits will be borough-wide and beyond in the wider economic area.

### Active Travel Interventions

Active travel interventions outlined in this bid may encourage more people to walk or cycle by creating safer and more attractive pedestrian/cycling routes such as improvements to street lighting and reviewing speed limits. Evaluation of the Cycle Demonstration Towns initiative identified total active travel benefits outweighing costs by 3:1, as above. Active travel measures will be available borough-wide. More general investment in promotion of walking and cycling has a reported median BCR of 13:1.

These measures not only encourage a reduction in carbon emissions, but also encourage improved health and economic growth by improving the public realm. The White Paper recognises that investment in improving the public realm can also result in increases to high-street turnover of between 5% and 15% and that people travelling sustainably spend as much as those travelling by car. It is recognised that due to its higher cost, the BCR of the pedestrian/cycle bridge is likely to be only 2:1, but it would be an iconic project that could add value to the new developments between the railway and the river as well as creating a symbol for the wider investment.

### Cycle Hire Scheme Expansion

The median BCR identified for investment in walking and cycling is 13:1 with public health benefits alone being around 2.5:1. Other benefits from reducing car use include lower greenhouse gas emissions, reduced congestion and improved air quality. A 150 bike scheme has the potential to support an additional 500,000 cycle trips a year (increase of 6% on 2007 baseline). The proposed Cycle Hire Scheme expansion will include over 800 bicycles. This has the potential to generate a carbon saving in excess of 780 tonnes per annum. The business case

<sup>3</sup> The Benefits and Costs of a National Smart Ticketing Infrastructure (DfT/Detica, July 2009)

BCR for the London Cycle Hire Scheme was 2.18:1 - this is considered to be the low end of potential returns and it is anticipated that the local level will be at least 3:1 including health and sponsorship benefits.

### Park & Ride Expansion

Making local public transport more attractive, and providing public transport alternatives for the sustainable completion of longer, inter-urban car journeys, will deliver benefits consistent with PTP and other Active Travel initiatives (assumed BCR >2:1). Reducing car travel in the urban area (including mode shift achieved through other public transport promotion) has been assessed as saving 1,914 tonnes per annum of carbon.

Based on the outcomes above, as validated by local modelling, it is anticipated that the following network-wide mode shares will be achieved during the funding period:

Mode	2011	2012	2013	2014	2015	Overall Change in Trips %	Overall Change in Trips
Car	51%	50%	49%	48%	48%	-7.5%	-2.4m
Public Transport	16%	17%	17%	17%	17%	+4.0%	+4.7m
Cycling	4%	4%	4%	4%	4%	+10.0%	+1.2m
Walking	29%	30%	30%	31%	31%	+5.0%	+9.6m
Total Trips (000s/day) including 1.5% growth	948	958	969	980	991	+6%	

## **D2. Financial sustainability**

Personalised travel planning projects are designed to build in sustained benefits after the project is concluded, and this would be supported by the local champions identified, supported and trained during the PTP and active travel interventions programmes. The infrastructure-related active travel interventions are likely to reduce maintenance costs in the longer term (e.g. surfaces and lighting), and a potential reduction of highway maintenance through modal shift to public transport is likely to have a similar impact. Furthermore, the objective of PTP is embedding sustainable habits in the communities so that the impact of intervention continues beyond any given funding stream.

Public transport incentives, particularly reduced fares, may not be commercially sustainable, but as patronage increases, fare discounts could be reduced, enabling the prices to come gradually into line. Also, the purpose of these incentives is to reduce inequalities by increasing accessibility (e.g. to jobs or education). If greater social and economic equality is the result, fewer incentives will be required. Current budget allocations to Park & Ride, local resources and private sector funding commitments will also contribute to ongoing costs.

Once the technology is operational, we expect that there should be few ongoing costs related to extended information generation or transport network smart ticketing that are not already covered by existing contracts, software licenses and back office functions. The project also aims to enable private individuals or organisations to participate in ongoing information generation and development as

volunteers or as part of their own business plans and travel plans, rather than via public funding.

It is recognised that a comprehensive cycle hire scheme will require substantial initial and ongoing funding beyond that proposed in this bid. We are seeking alternative funding sources, particularly from the private sector. We are also reviewing the options for a tariff structure that is well-integrated with public transport, ensuring that cycle hire does not undermine the commercial viability of bus services and that the end users cover an appropriate percentage of the ongoing costs without discouraging scheme use.

## **SECTION E – Deliverability**

### **E1. Implementation**

#### **Sound Basis for Delivery**

Established governance protocols for project delivery are in place and operating effectively between the Berkshire Unitary Authorities and business partners through the Berkshire Strategic Transport Forum and Local Economic Partnership, and within them through other established fora. Relationships with partnership bodies have been functioning for a significant period of time as we have developed both our previous Transport Innovation Fund bid, delivered against Local Transport Plan 2 objectives and latterly published our third Local Transport Plans. This has all necessitated engaging effectively with partners and stakeholders in the development of the initiatives that have informed this LSTF bid. The Governance structure proposed to deliver the LSTF package would be a natural extension of this work.

A proven delivery track record exists. Reading has recently completed the £65m M4 Junction 11 and Mereok improvement scheme, and this was delivered in partnership with Wokingham Borough Council. Reading Borough Council are delivering a rolling programme of local area improvements, smart ticketing initiatives and enhanced travel information provision. We are also a joint Client for the delivery of the Reading Station Rail Capacity and Performance upgrade currently under construction by Network Rail alongside DfT Rail.

#### **Governance**

An LSTF **Steering Group** would be the joint programme board for this scheme. This Group would include transport officers from Reading, Wokingham and West Berkshire Authorities, as well as representation from NHS Berkshire West Public Health. Members of the Steering Group would be designated project managers responsible for each element, and oversee any working groups required to manage delivery. The Steering Group may invite or include other partners or community representatives in a structured way, to coordinate the delivery commitments and programme agreed by all partners.

The Steering Group membership and/or occasional invites would ensure an overview of all potential overlaps between existing projects and programmes and the package bid to better coordinate interventions and add value throughout. Regular meetings would consider project manager and working group reports, update project risks and oversee and manage all key decisions on the programme.

When required, decisions would be escalated to an LSTF **Programme Board** with Councillor membership and officer support from each partner authority and then approved through each Council's Cabinet or Executive, as necessary in accordance

with Council protocols. The Programme Board is responsible for considering the wider implications of the package on transport and planning developments or changing circumstances within the Reading urban area.

Appropriate links would also be made with developing Health and Wellbeing Boards in each Unitary Authority area.

**Working Groups**, chaired by the project and programme managers would be the formal focus of day to day management of the package delivery. Sub groups would be established, where necessary, to manage the delivery of package components where programme or specialist skills require. Partner involvement and representation would again be appropriate at this level in accordance with the agreed working arrangements.

Continuity of key management staff would ensure a coherent and cost effective delivery strategy is established and managed throughout the LSTF project. This would be achieved in part through the overview available to public health from the Primary Care Trust which covers West Berkshire, Reading and Wokingham. RBC's established partnership arrangements with long-term consultants Peter Brett Associates will also provide technical continuity.

A project management manual would be produced and used as a live document by the team as one management tool. This would specifically tailored for the project and based on the tested principles and content used for the delivery of major projects. The roles, responsibilities and level of involvement of partnership bodies are captured within the matrix in Response A9.

## E2. Output milestones

The table below highlights key delivery outputs for package elements. Subject to available funding the delivery of some of the elements below could be brought forward.

Ref	Package Component Milestones	Financial Year and Key Dates		
		2012/13	2013/14	2014/15
	<b>Personal Travel Planning</b>			
PT1	1500 survey completions	Jun 2012		
PT2	8000 survey completions	Oct 2012		
PT3	12500 survey completions		Oct 2013	
PT4	12500 survey completions			Oct 2014
	<b>Ticketing, Information &amp; Fares</b>			
IP1	Network ticketing incentives launched	Oct 2012		
IP2	Multi-mode smartcard available	Mar 2013		
IP3	Passenger information at 50 stops		Apr 2013	
	<b>Active Travel Interventions</b>			
AT1	School transition programmes	Jun 2012	Jun 2013	Jun 2014
AT2	Car Club marketing initiative		Jul 2013	
AT3	Walk & cycle route promotions			Jul 2014
AT4	Pedestrian/Cycle Bridge Opens			Dec 2014
	<b>Cycle Hire Scheme Expansion</b>			
CH1	400 bikes and 750 docking points		Sep 2013	
CH2	800 bikes and 1500 docking points			Sep 2014
	<b>P &amp; R Expansion (Fast Track)</b>			
FT1	FT serving 500 spaces East of Reading	Apr 2012		
FT2	100 spaces at micro Park & Rides		Apr 2013	
FT3	FT serving 500 spaces South of Reading			Apr 2014
	<b>Package Management</b>			
PM1	Steering Group constituted	Apr 2012		

### **E3. Summary of key risks**

**Risk:** Delayed delivery of package or component parts.

**Mitigation:** Robust and realistic project planning informed by delivery track record. Trusted delivery partners and established professional relationships between individuals and teams. Use of robust and tested management methods including the use of a live project management manual. Established political support.

**Residual Risk:** Low

**Risk:** Local funding contribution not realised.

**Mitigation:** Maximum use of committed funding sources for local contribution. The majority are in place through formal or semi-formal agreements. ERDF funds are already secured for 3 years. Reading Transport Limited funding is allocated in their business plan. Excellent record in securing Section 106 contributions. Excellent working relationships with partners.

**Residual Risk:** Low

**Risk:** Partners do not meet their obligations, objectives not met.

**Mitigation:** Robust and well established working arrangements with partners. Creation of joint working agreement which clearly defines details of partner involvement and commitments.

**Residual Risk:** Low

**Risk:** Objectives / outcomes not realised.

**Mitigation:** Proposed measures informed by a solid evidence base built up over a number of years through the development of a previous Transport Innovation Bid, and the continued successful delivery of previous relevant projects. Flexibility in package approach if some measures are shown to be more likely to deliver targets.

**Residual Risk:** Low

**Risk:** Planning / Extended stakeholder liaison creating cost and time impacts.

**Mitigation:** Robust project management including regular review of relevant risks. High initial awareness of issues and management strategies in place.

**Residual Risk:** Low

**Risk:** IT systems delayed or not functionally integrated creating cost and time impacts.

**Mitigation:** All elements draw on proven technologies, innovation risk is limited

**Residual Risk:** Low

### **E4. Project evaluation**

Monitoring is a fully integrated aspect of many of the project elements and we hope to work closely with the DfT to capture and understand the impacts and benefits of the programme. Transport and health benefits will be calculated according to datasets held by both health and Local Authority partners and used in a joint evaluation process. All monitoring arrangements will be established locally as appropriate and the project will be informed by user experience and the proposed cohort study within the PTP and the feedback it provides as a form of market research.