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# Newbury Railway Station Improvement & Interchange Enhancement Scheme

Options Assessment Report (May 2017)

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Thames  
Valley  
Berkshire  
LOCAL ENTERPRISE PARTNERSHIP



West Berkshire  
COUNCIL

# **Newbury Railway Station Improvement and Interchange Enhancement Scheme**

## **Option Assessment Report (2nd revision – 26/04/2017)**

### **1) Introduction**

#### **1.1 Context**

1.1.1 This Options Assessment Report has been written to support the development of the business case and scheme details for the Newbury Railway Station Improvement and Interchange Enhancement Scheme. This is a joint project between West Berkshire Council (WBC) as local highway authority, and Great Western Railway (GWR) as train operator which seeks to enhance and improve multi-modal interchange at Newbury Railway Station, including the upgrade and improvement of station buildings and facilities. The project has been provisionally allocated Local Growth Deal 3 funding by the Berkshire Local Transport Body (BLTB), subject to acceptance of a Full Business Case.

#### **1.2 Background**

1.2.1 WBC has held long aspirations to improve interchange and facilities at Newbury station to help encourage sustainable travel to and from the station and to safely manage the local road and footway networks in and around the station. Along with GWR, a bid was submitted to the Thames Valley Berkshire Local Enterprise Partnership (TVB LEP) which was successful in securing funding for a study to determine the potential for improvements to interchange arrangements at Newbury station. The outputs from this study have been used to assist in the development of the project.

1.2.2 The station fabric and buildings at Newbury are out-dated and in need of refurbishment or replacement. This has been given further impetus by the intended relocation of the on-station footbridge by Network Rail as part of the wider Great Western electrification project. This will see the footbridge with new addition of lifts being located further east down the platform and alter the pedestrian flows within the station itself. GWR as the incumbent train operator recognises the need for improvements to be made to the station buildings and customer facilities, as demonstrated by the co-partnership with WBC.

1.2.3 The population of the Newbury area is expected to increase over future years in line with housing growth outlined in the West Berkshire Local Plan. This includes strategic housing sites at Newbury Racecourse and Sandford Park, along with other redevelopments at nearby town centre sites, including the redevelopment of the Market Street area (adjacent to the railway station).

1.2.4 In addition to the projected housing growth, the railway station itself is expected to experience sustained growth in passenger numbers using the station. This increased demand will be due in part to wider improvements on the rail network (including electrification of the Berks and Hants line to Newbury, Crossrail from Reading and Western Rail Access to Heathrow).

1.2.5 The project also represents an opportunity to tie into the proposed redevelopment of the Market Street area immediately adjacent to the north entrance to the station. Both WBC and GWR are partners in this project which would deliver a new forecourt area in front of the north entrance and additional car parking as part of a multi-storey car park

that would be built to serve the development, Council offices and for rail station users. The design for the Market Street area will include a dedicated pedestrian and cycle route through the site to link the station with the Town Centre.

### 1.3 **Purpose of Report**

1.3.1 The purpose of the report is to set out the strategic case for the improvement and enhancement scheme proposed for the station, including the process of identifying the need for the interventions and the process of option development and selection that has informed the decision to proceed with the identified scheme. Following the acceptance of this report by all parties, an Appraisal Specification Report (ASR) will be produced to set out the methodology for the Full Business Case.

1.3.2 The report is structured into the following sections:

- **Strategic Context & the Drivers for Transport Intervention** – Providing background information and evidence regarding the Newbury area and the railway station itself and identifying the problems and challenges that act as drivers for change. It also highlights the policy context that has governed the development of the bid so far. The section concludes by outlining the five key objectives that will guide the project and the key stakeholders.
- **Strategic Option Appraisal** – Outlining the options that have been developed for the project, which have been split into two distinct elements (i.e. interchange improvements and rejuvenation to the station buildings). These options have been assessed against the project's five strategic objectives and the TVB LEP's strategic priorities for infrastructure investment. The appraisal process concludes with an assessment of the deliverability of each of the options
- **Conclusions** – A brief resume of the option assessment process and identification of the preferred options for interchange enhancement and rejuvenation of the station's buildings that should be taken forward for the full business case.

## **2) Strategic Context and the Drivers for Transport Intervention**

### **2.1 Introduction**

2.1.1 This chapter describes the strategic context and the key drivers for intervention that are behind the rationale for the interchange improvement and enhancement project identified for Newbury railway station. It provides an outline of the area surrounding and within the station, the importance of the railway station to the local community and the policy background that has acted as a driver for change and supports the development of the project.

### **2.2 Area Description**

2.2.1 Newbury Railway Station is located to the south of the town centre, and is positioned to the west of A339 Greenham Road and to the east of Bartholomew Street. Vehicle access to the north is via Cheap Street/Station Approach, and to the south via Station Road. The ticket office is located on the northern side of the Station, although there are self-service ticket machines and gatelines plus staff at both the north and south entrances.

2.2.2 Newbury town centre with its many amenities is situated about 0.4 miles, or approximately a five minute walk from the north entrance to the station, with surrounding residential areas (such as Westfields and Eastfields) also close by. Within 2 km of the station (approximately up to 18 minutes walk) there are a number of residential areas (such as Greenham and Speenhamland) and key employment areas of London Road and Hambridge Road. Further afield, north parts of Wash Common, Speen and Clay Hill areas are within 3km of the station (around 30 minute walk).

2.2.3 In terms of accessibility by bicycle, the whole of Newbury urban area and some outlying rural communities such as Shaw and Ashmore Green are within a 5km cycling distance of the station.

2.2.4 Current bus services operate from Newbury Bus Station located on Market Street (with the exception of dedicated Vodafone services). However, the bus station is to be closed as part of Market Street area redevelopment, with a new bus interchange being provided at the Wharf further north into the Town Centre. As part of these alterations, several new bus stops are to be provided on Market Street with a clear pedestrian link through the redevelopment area to the forecourt outside the north side station entrance. The Vodafone buses provide dedicated regular services to their headquarters site located on the northern edge of Newbury. These services pick up and set down at stops on Station Road by the south entrance to the station and are well-used by Vodafone employees commuting by rail into Newbury. In addition, the bus stop is also used by buses providing a link in the AM peak to Newbury College.

2.2.5 Newbury has a population of 41,538 (source: ONS mid-year population estimate 2013). However this expected to steadily increase in future years as a result of development, with Newbury being identified in the West Berkshire Local Plan as a main focus for housing growth. This includes consented developments at Faraday Road and Sterling Industrial Estates, both of which will be within easy walking distance of the station, as well as the recently consented application for houses in North Newbury (adjacent to the Vodafone campus). There are proposals for 232 houses for the adjacent Market Street development which is currently being considered. In addition, there are two strategic housing sites at Newbury Racecourse (currently being delivered) and at Sandford Park (application being considered), which will significantly increase the population when fully built.

2.2.6 Newbury station is located in the Victoria Ward, which includes the residential areas to the north and the south of the station, plus the town centre. The ward ranks highest amongst all West Berkshire wards for job seeker allowance (jsa) claimants and for jsa claimants over 12 months; being the fourth highest for all WBC wards for unemployment. The areas immediately to the north and south of the station, including the town centre also has the highest number of households that do not have access to a car/van in West Berkshire.

2.2.7 Approximately 5.5% of regular commuting journeys made by Newbury residents are undertaken by train (*source: West Berkshire Council Ward Profiles 2013*). Table 2.1 below highlights rail journeys made from the Method of Travelling to Work dataset for each of the wards covering the Newbury urban area, split by Super Output Area (SOA):

**Table 2.1 – Method of Travelling to Work for Newbury Area Wards**

Ward / Super Output Area	Method of travelling to work		
	Total	By Rail	%
<b>Victoria Ward</b>	<b>2873</b>	<b>165</b>	<b>6%</b>
London Rd/Faraday Rd/Hambridge	698	42	6%
Town Centre	665	53	8%
Eastfields/Kings Rd/Mill Lane	1000	70	7%
<b>Northcroft Ward</b>	<b>2939</b>	<b>182</b>	<b>6%</b>
Western Avenue	793	24	3%
Gold Well Park	790	79	10%
Westfields	879	79	9%
<b>St. John's Ward</b>	<b>2973</b>	<b>179</b>	<b>6%</b>
Enbourne Rd	740	59	8%
Old Newtown/Priory Rd/Porchester Rd	668	60	9%
Chandos Rd/Sandleford Rd/Monks Ln E	717	29	4%
Monks Ln W/Wendan Rd	623	31	5%
<b>Greenham Rd</b>	<b>3010</b>	<b>123</b>	<b>4%</b>
Area around the Common	1396	70	5%
Stroud Green/Westwood Rd	798	40	5%
The Nightingales/Equine Way	648	13	2%
<b>Clay Hill Ward</b>	<b>3790</b>	<b>104</b>	<b>3%</b>
Walton Way/Curling Way	955	38	4%
Gaywood Drive/Hospital	942	28	3%
Kiln Rd/Cromwell Rd	661	13	2%
Water Drive	822	25	3%
<b>Falkland Ward</b>	<b>3259</b>	<b>152</b>	<b>5%</b>
Andover Rd (S end)	698	28	4%
Around Parkhouse school	860	43	5%
Valley Rd/Fifth Rd	898	54	6%
Elizabeth Avenue	888	27	3%
<b>Speen Ward (part)</b>	<b>2041</b>	<b>84</b>	<b>4%</b>
Speen/Donnington	579	41	7%
Love Lane/Oxford Rd	678	34	5%
Brummel Rd	692	7	1%

*Source: Ward Profiles 2013, West Berkshire Council*

2.2.8 Table 2.1 shows that higher levels of rail use for travelling to work is from areas of the Victoria, Northcroft, and St. John wards, which unsurprisingly tend to be those in relatively close proximity to the station. However, there are also a number of journeys made from areas of Newbury that are more distant from the station. Whilst some of these may be considered too remote for walking journeys, they would be well within an acceptable cycling distance.

- 2.2.9 In addition to the Newbury urban area, the station also serves as a railhead for the surrounding rural area. The WBC Ward Profile data highlights that there is an element of people travelling to work by train (around 3-4%) from the rural wards to the north and west of Newbury (e.g. Lambourn Valley, Downlands, Compton and Chieveley). It may well be the case that a good number of these will travel by car into Newbury for onward travel by train.
- 2.2.10 The Berks & Hants railway line runs west/east through the middle of Newbury, separating residential areas on the southern parts of Newbury with the town centre. This can have a severance effect for pedestrian movements accessing the town centre as there are only certain locations where the railway can be crossed. Prior to the introduction of gatelines at the platform entry points, there was an unofficial pedestrian route through the station (via the platform footbridge) which was frequently used by non-passengers. However with this route no longer being available, pedestrians are required to divert via either the bridge on Bartholomew Street or the bridge on the A339 dual carriageway as a means of crossing the railway line.

## 2.3 Newbury Railway Station

- 2.3.1 Newbury Railway Station is managed by Great Western Railway Limited (with Network Rail being the Landlord); the train operating company responsible for operating services under the current Great Western Franchise. In terms of Newbury, these relate to Outer Thames Valley passenger services towards Reading, Bedwyn and London Paddington, and other longer distance Intercity services to Frome, Exeter St. David's, Paington, Plymouth and Penzance. A summary of the current pattern of rail services from Newbury station is shown in Table 2.2 below;

**Table 2.2 – Current Rail Services at Newbury Railway Station**

Destination	Journey Time (minutes)	Peak Frequency	Off-Peak Frequency
Reading	23	4	2
London Paddington	51	3	1
Bedwyn	22	2	1
Exeter St. David's	101	2	occasional

- 2.3.2 Ticket sales data published by the Office of Rail and Road indicates that Newbury Station had almost 1.75 million entries and exits made during the 2014/15, representing a 4% increase on passenger numbers compared to the previous year.
- 2.3.3 General trends demonstrate that rail patronage is increasing in the UK year on year, and Newbury is likely to be no exception to this. Forecasts prepared by GWR suggest that by 2020/21 entries and exits at Newbury will total 2.63 million (approximately a 50% increase from 2014/15). This increase is likely to be fuelled by improvements to the wider rail network (such as electrification from Newbury to Reading/London, CrossRail from Reading, newer higher capacity rolling stock and Western Rail Access to Heathrow), plus the growth in the population in the Newbury area (primarily associated with the strategic Sandleford Park development).
- 2.3.4 There is pedestrian signage to guide movement within the station, plus information provided outside both entrances to provide information for onward travel. From the north exit, there is signage to direct pedestrians towards the town centre and bus station, but these are not prominent and not easily visible at times. An information totem installed as part of the wider Newbury town centre 'Wayfinding' scheme at the point where Station Approach joins Cheap Street provides clear indication for key pedestrian routes to and through the town centre. There is no pedestrian signing in the

vicinity of the south entrance, with the nearest being at the Station Road / A339 junction.

- 2.3.6 Footways provided outside both entrances which connect to the wider pedestrian network. However, these can become very congested and crowded, especially following the arrival of trains (particularly in the PM peak), with conflict between pedestrians and other road users being a frequent occurrence.
- 2.3.7 There are two cycle parking areas provided at the station; as part of the car park on the south side of the station (six uncovered 'Sheffield' stands) and under the canopy on platform 2 (20 'Sheffield' stands) accessed via the north entrance. In addition, there are ten cycle lockers adjacent to the cycle parking on platform 2. All cycle parking areas are currently covered by the station's CCTV system. Observations indicate that there is a shortage of cycle parking at the station with bicycles also being left secured to railings and other fixtures around both station entrances. In addition, there is a waiting list for the lockers, with 20 people currently on the list (with the first person having been waiting for 18 months).
- 2.3.8 There is one car park on each side of the station, providing a total of 240 spaces within the station which are managed by APCOA on behalf of GWR. Both car parks are regularly full. This is shown through parking surveys undertaken by GWR after 10:00 (as per ATOC guidance) which indicate that car parking is, or almost to be, at 100% capacity. Currently there are two car parking spaces for blue badge holders in each car park, plus 22 bays for public permit holders on Station Approach. GWR are seeking to increase the number of car parking spaces on the north side as part of the wider Market Street area redevelopment.
- 2.3.9 In addition to the car parking within the station, there are around 60 on-street "pay and display" car parking spaces on Station Road in the vicinity of the south entrance which form part of the local highway network managed by WBC. These spaces are often well-used by rail passengers during the daytime.
- 2.3.10 There is vehicular access to both entrances to the station, with car/taxi drop-off and pick-up occurring outside both entrances. There is no formally signed drop-off area on Station Road, which causes conflict to occur with cars leaving the car park, cars and taxis waiting to pick up and with pedestrians crossing Station Road in the vicinity of the south entrance. In terms of the north side, there is a drop-off/pick-up area on Station Approach, although this is not clearly marked. Similar conflicts occur between pedestrians and road users.
- 2.3.11 As part of the wider Great Western Electrification project, Network Rail will be providing a new passenger footbridge within the station to replace the existing footbridge. The new footbridge will be located further west along the station platforms, and will also incorporate lifts (thus enabling step-free access between the main station platforms to be achieved). This is predicted to have an impact on pedestrian circulation within the station as the new bridge will be further away from the ticket office and gatelines (particularly for the north entrance). The commencement of works to replace the station footbridge is due to commence in June 2017.
- 2.3.12 There is limited facilities for passengers within the station itself. In addition to the ticket office and ticket machines, there are waiting rooms and toilets, plus a small cafe on platform 2 and snack vending machines. There are no other retail outlets within the station, with the nearest being shops in Cheap Street and Market Street.

## 2.4 **Problems Identified and Options Considered**

- 2.4.1 WBC, as the local highway authority, is responsible for managing the local highway and pedestrian networks in the vicinity of the station. The local road network already experiences congestion and delays during peak periods, as well as contributing towards air quality problems around the A339/A343 roundabout which lies just to the south of the station. Further growth in the Newbury area, particularly as a result of the strategic housing sites, as well as the adjacent Market Street redevelopment area will increase demand for travel on local transport networks.
- 2.4.2 To help mitigate against the overall increase in demand for travel in Newbury, WBC will be looking to better manage the local road network by such means as improving traffic movement through key junctions and proactively managing the demand for travel by encouraging sustainable travel options.
- 2.4.3 Improving connectivity for pedestrians and cyclists to both the station and the wider town centre will also be key in helping to minimise the use of motorised travel. The railway line itself contributes to severance for pedestrian trips to the town centre from the south. Prior to the installation of gatelines, pedestrian movement across the railway was possible via the footbridge within the station itself. This project provides an opportunity for a public pedestrian bridge connecting Station Road with the proposed Market Street development MSCP. Further detailed assessments of this option would be required to determine the cost and deliverability.
- 2.4.4 WBC has investigated options for a reduced-scale bus/rail interchange to the south of Newbury station that would be wholly confined to local highway land using only funding from WBC. However, given the pressure on the Council's finances this is unaffordable and is likely to remain so for the foreseeable future. In any event, this would not deliver a comprehensive improvement for all modes including pedestrians and cyclists along with rail and bus, and would not deliver improvements to the station itself. In addition, a scheme delivered on highway land alone would not promote a joined up environment between rail industry and WBC land holdings and would result in a loss of on-street parking which could not be re-provided elsewhere.
- 2.4.5 Observations have clearly shown that demand for cycle parking at the station often exceeds the current level of provision. If sustainable access to the station by bicycle is to be promoted then the number of secure cycle parking spaces at the station would need to be increased. A lack of secure cycle parking could deter rail users from cycling to the station as they may be concerned that there will be nowhere secure to leave their bicycle. This situation will hopefully improve when around 60 new cycle parking spaces, along with 6-8 new lockers will be provided via the DfT's Cycle/Rail fund. In addition, the proposed enhancements of the station building may provide an opportunity for a cycle hub to be introduced at the station for the benefit of rail passengers and the wider local community.
- 2.4.6 Both WBC and GWR are partners in the Market Street area redevelopment project, which will have the following influence on the railway station:
- Enhances connection from station to town centre, including a new pedestrian/cycle route through the site, but does not gel with current configuration of the station forecourt and entrance.
  - Relocates all car parking on the north side into a multi-storey car park further to the west of the station building.
  - Creates a better streetscene in the forecourt area outside the north entrance.



- 2.4.7 The station fabric and buildings at Newbury station are out-dated and in need of change to incorporate the new station footbridge (with lifts) being provided by Network Rail as part of the wider Great Western electrification project. This, along with the revised car park and pedestrian/cycle route being delivered as part of the Market Street development will shift the focus of activity further west from the current station entrance. This project would represent an opportunity to rejuvenate and re-order the station buildings at the north entrance so that they are closer to the Market Street area, and to enhance customer and retail facilities.
- 2.4.8 In terms of the buildings on the south side, these can give the impression that the station is closed with the series of single-storey, flat-roofed buildings along Station Road providing a poor-impression of the station as a gateway to Newbury. The enhancement to the station buildings could include the demolition of these single-storey buildings, which would be replaced by a more modern and visually attractive two-storey building that could be used as incubator hubs for start-up local businesses. This would allow the station to become an attractive gateway to the town.
- 2.4.9 Due to local topography, the areas immediately around and within the station itself is prone to surface water flooding that has occurred in recent years as a result of extreme rainfall events. For instance in July 2007, a period of intense and prolonged rainfall resulted in the entire railway line being shut after rainwater several feet deep collected on the track bed. Further incidences have occurred since this event which have closed the southern entrance to the station and required Thames Water to pump away collected rainwater. The latest of these incidents was in September 2016 resulting in the station area being severely flooded including sewage coming from the foul drains and causing the station to be closed, with resultant damage to the gateline infrastructure on the south entrance.
- 2.4.10 A separate project group has been established to look developing short, medium and longer term options and actions that need to take place to address the flooding issues in this area. Thames Water are coordinating this group with Network Rail, Great Western Railway and West Berkshire Council all working together.

## 2.5 **Impact of No Change**

- 2.5.1 If a “do-nothing” approach were to be adopted, it would mean that the current level of passenger facilities at Newbury railway station and the interchange arrangements outside both station entrances would remain relatively unaltered. Observations indicate that there is insufficient car and cycle parking to cope with current demand. The expected future increase in rail travel will only increase this demand. Higher numbers of passengers using the station would also result in an increase in conflict between passenger and road users, with congestion outside both station entrances, particularly following the arrival of evening peak hour Intercity services.
- 2.5.2 If a “do-nothing” approach was to be adopted buses to/from Newbury railway station would be considerably reduced following the relocation of the bus station as part of the Market Street development. Pedestrian connectivity for both existing residents in south Newbury and those of the Market Street and Sandleford Park developments would continue to be constrained with poor walking routes crossing over the railway line adjacent to Bartholomew Street and the A339 dual carriageway.
- 2.5.3 The existing level of customer facilities within the station itself will also struggle under the demand, particularly at peak times in terms of ticketing facilities, gateline congestion, and waiting areas. The ticket office and platform gateline entrance on the north side of the station would also be some distance from the location of the replacement station footbridge and lifts further west down the platform.

- 2.5.4 A “do-nothing” approach would also prevent opportunities to make the station from being a visually attractive and effective gateway for Newbury as a town. Without this project, there would be little opportunity for enhancement and redevelopment of the buildings within the station area and to enable the station to complement the wider redevelopment proposals for the adjacent Market Street site.
- 2.5.5 A lack in resilience would also remain in the ability of the station and the surrounding area to cope with further ‘extreme’ rainfall episodes, which could result in further flooding of the station area (including the railway line). These could result in the temporary closure of the station as well as potential damage to railway operating and station infrastructure.
- 2.5.6 In addition, a “do-nothing” approach is likely to result in impacts further afield within the wider Thames Valley area. For example, this could contribute to increased demand for car journeys along the M4 corridor at peak times towards Reading and London where congestion already currently occurs.

## 2.6 **Strategic Policy Context**

*National Planning Policy Framework (NPPF), 2014*

- 2.6.1 The NPPF sets out the Government’s planning policies for England and how these are to be applied.
- 2.6.2 The NPPF recognises that ‘the transport system needs to be balanced in favour of sustainable transport modes, giving people a real choice about how they travel’, and to ‘give priority to pedestrian and cycle movements, and have access to high quality public transport facilities’. This project has been developed to take account of this and help deliver this part of the national framework.

*Thames Valley Berkshire Local Enterprise Partnership Strategic Economic Plan*

- 2.6.3 The project will contribute to the delivery of the following elements of the Thames Valley Berkshire Local Enterprise Partnership’s (TVB LEP) Strategic Economic Plan (SEP);

**Section 1 (6) Functioning towns: Infrastructure within towns:** The project will deliver a high quality sustainable interchange and improved station environment that will better serve Newbury town centre and to help make the station a prominent gateway for passengers arriving in Newbury. It will also enhance the proposed redevelopment of the Market Street area and provide a more clearly defined pedestrian route between the station and the main town centre retail area.

**Section 1 (6) Functioning towns: Town centre investment:** The project will enable substantial improvements and rejuvenation to the station’s buildings to be made. These would include relocation of the ticket office to be nearer to the proposed new station footbridge (including lifts) and to allow the station to be better connected to the Market Street development and the routes to the town centre passing through it.

**Section 3 Promote local sustainable transport networks:** The proposal will provide safer and more defined pedestrian and cycle routes to the station and improve interchange facilities, so that rail is a more attractive form of travel to destinations outside of the town. A new public pedestrian footbridge connecting Station Road to the Market Street development will improve cross-town pedestrian connectivity.

- 2.6.4 The project has a strong fit with the SEP’s Infrastructure (transport, communications and place-shaping) programme with alignments with the following packages;

**Package 2: Enhancing urban connectivity:** The project will improve connectivity and increase travel choice for journeys to Newbury railway station (including from the strategic Sandleford residential development) plus wider pedestrian connectivity between the south of Newbury with the town centre. The improved multi-modal interchange afforded by the project, combined with enhancements to the strategic rail network, will boost connectivity between Newbury and other key centres in the TVB area, notably Reading.

**Package 3: Encouraging vibrant town centres:** The project, along with the adjacent Market Street development will seek to create a vibrant and attractive gateway to Newbury town centre.

**Package 5: Foundations for future growth – linked to housing, transport, utilities:** The Supplementary Planning Document (SPD) for the Sandleford Park development sets out the critical infrastructure related to Sandleford Park that is identified as part of the Core Strategy Infrastructure Delivery Plan. This includes improvements at Newbury Station and improved walking and cycling links.

**Package 6: Enhancing the strategic transport network:** Improvements to interchange and passenger facilities at Newbury railway station will complement the investment being made in electrifying the route between Newbury and Reading. Furthermore, the improved passenger interchange afforded by the newly enhanced Reading station will offer greater connectivity with Crossrail and Western Rail Access to Heathrow services once these are introduced in future years.

- 2.6.5 In addition, the project has links to other SEP programmes. It links to the ‘*Enterprise, Innovation and Growth*’ programme by sustaining links to key businesses (e.g. Vodafone), plus the redevelopment of the station buildings will provide opportunities for an attractive new transport hub with new retail and business floorspace. In terms of the ‘*Skills, Education and Employment*’ programme, the interchange enhancements will provide better facilities for passengers looking to use the Newbury College shuttle bus service and provides improved access for Newbury residents wishing to seek employment and education opportunities further afield in the TVB area and London.

#### *Newbury Vision 2026*

- 2.6.6 The Newbury Vision 2026 sets out how WBC wants Newbury to look and feel for visitors and the community that work and live in the town. It states that:

- “*Newbury’s planned growth will lead to increasing demand for travel throughout the Vision period. It is important to encourage as many journeys as possible to be made by rail, bus, walking and cycling.*”

- 2.6.7 It comments upon the ‘*the electrification of the railway*’:

- “*to take this forward, opportunities will be sought to improve Newbury Railway Station... and it’s linkages with Newbury Town Centre*”.

#### *Local Transport Plan for West Berkshire 2011-2026*

- 2.6.8 The Local Transport Plan (LTP) sets the framework for the delivery of all aspects of transport and travel for West Berkshire. A number of sections and policies within the LTP reinforce the desire to improve rail, pedestrian, cycle and interchange facilities,

- 2.6.9 Section 4.4 (Transport Issues & Challenges) states that: “*Cycling is also an environmentally friendly form of travel, and is ideally suited for shorter journeys in built up areas, including for regular commuting and to school/college....However, current levels of cycling are low. There are a number of issues that dissuade people from cycling*”. These include: “*Lack of secure cycle parking facilities, particularly in town centres and railway stations*”.

- 2.6.10 Section 4.6 (Transport Issues and Challenges) comments: *“Rail services from West Berkshire stations have become increasingly popular over recent years... There are a number of issues and challenges that have been raised which the Council will look to address where possible. Some improvements will require changes to be decided nationally and others could be achieved by working in partnership with Network Rail and the train operating company. The improvements that would help to address some of the issues are.... Improvements to passenger interchange facilities and pedestrian/ cycle connectivity to stations (for example, better links to Newbury station and the town centre).*
- 2.6.11 Section 6.3 (Transport Vision for Newbury) states that: *“Rail travel will be promoted through improvements to access and facilities at Newbury”. It also states: “Access to Newbury town centre will be improved to allow better connectivity for pedestrians, cyclists, and buses, especially for pedestrian routes from Newbury railway station”.*
- 2.6.12 There are several policies in the LTP which support the Newbury station project, as outlined in Table 2.3 below;

**Table 2.3 - Local Transport Plan key policy linkages to the Newbury Station project**

Policy LTP KT4 – Accessibility (equality, disability and inclusion)	<p>The Council will work with partners to improve access to transport services and infrastructure for those with a disability (as defined in the DDA). To achieve this, the Council will focus on the following;</p> <ul style="list-style-type: none"> <li>ii. Working with transport organisations and providers to improve transport infrastructure such as pavements, crossing points, bus stops and rail stations to reduce barriers to travel.</li> </ul>
Policy LTP PT1 – Bus Services	<p>The Council in partnership with local bus operators, will seek to:</p> <ul style="list-style-type: none"> <li>i. Provide safe, integrated and efficient bus services that permit easy interchange with other modes of transport and that meet the travel needs of customers who choose not use, or are unable to use, a private car</li> </ul>
LTP PT3 – Rail Travel	<p>To continue to encourage the use of rail as an attractive and viable travel choice, the Council, in partnership with Network Rail and the train operating company will seek:</p> <p>The provision of safe, integrated, affordable and efficient rail services that facilitate easy interchange with bus services and other modes of transport and that meet the travel needs of rail customers.</p>
LTP PT6 – Infrastructure and Interchange	<p>The Council in partnership with local transport operators will seek to:</p> <ul style="list-style-type: none"> <li>i. Facilitate provision of appropriate facilities at transport interchange locations including rail stations and coachways, at individual bus stops and at other nodes on the public transport network in accordance with a prioritised programme.</li> <li>ii. Enable development of pedestrian, cycle and bus routes to deliver good opportunities for travel within and between urban areas including linking to rail stations.</li> <li>iii. Deliver adequate, easily-understood signage to assist customers when using interchanges.</li> </ul>

*West Berkshire LTP – Passenger Transport Strategy (November 2014)*

- 2.6.13 This is a supporting document to the main LTP outlined above which provides further details as to how the Council will look to deliver the LTP policies. It contains a separate Passenger Rail Strategy which reinforces the requirements for improvements to Newbury railway station and the need for improved interchange.
- 2.6.14 Section 6.5 (Access to Rail Stations, Facilities and Trains) states: *“The Council has identified a particular priority for improvements to passenger facilities at Newbury station. This includes the provision of lifts within the station itself to enable to step-free transfer between the two main platforms (thus negating the need for a tiring and lengthy diversionary route outside of the station), improvements to cycle parking, and better connectivity with the town. In addition, proposals to redevelop land close to the north (Station Approach) entrance to the station represents an opportunity to provide a clearer, more direct route to Newbury town centre and to improve the image of the station as a major gateway to the town. The Council will seek to work with all interested parties in delivering the necessary improvements to the station”.*
- 2.6.15 With reference to LTP Policy LTP PT6 (Infrastructure and Interchange), Section 6.6 (Interchange with other modes) states: *“In addition, the LTP and its Transport Visions emphasise developing travel choices and using sustainable transport modes, and therefore sustainable access to stations (i.e. walking cycling, bus, taxi) will be encouraged. The Council will seek to work with the rail industry, other transport operators, and local groups to develop Station Travel Plans to bring a co-ordinated approach to identifying and delivering key interchange improvements. Such plans could help to reduce congestion, improve safety, and alleviate parking constraints at and around rail stations, and may include:*
- *Provision of safe, direct, well signed and lit walking routes to stations, including reducing conflict with road vehicles on station forecourts.*
  - *Safe cycle access to stations and provision of adequate, covered, and secure cycle parking facilities.*
  - *CCTV on station platforms and outside stations.*
  - *Improved bus/rail integration (e.g. bus access/turning points at station forecourts, availability of integrated ticketing).*
  - *Provision of conveniently located taxi ranks.*
  - *Convenient car parking arrangements at stations.*
  - *Provision of information points and help points for unmanned stations.*

*Newbury Station – Accessibility and Interchange (Outline for Improvement), West Berkshire Council, December 2014*

- 2.6.16 This brochure (see Figure 2.1 below) was developed and produced by WBC to help provide a focus for seeking accessibility and interchange improvements at Newbury railway station. It identifies the key issues and four main areas for improvement where investment to facilities is necessary to adequately cater for the travel demands of all passengers in the 21<sup>st</sup> Century. The brochure also recognises the link with the Market Street redevelopment, including creation of an “interchange spine” to provide a direct pedestrian route between the station and the town centre. The four main areas for improvement identified being;
- Improved access between platforms
  - Improved cycle parking
  - Station forecourt improvements
  - Better connections to the town centre

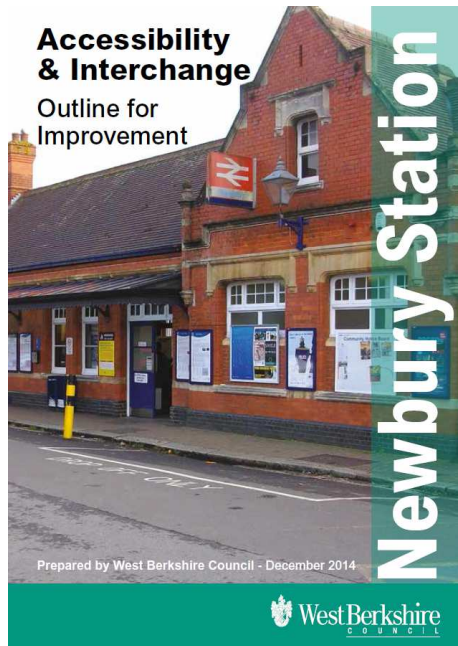


Figure 2.1 – Newbury Station Accessibility and Interchange brochure, WBC

*Great Western Franchise Agreement, 22<sup>nd</sup> March 2015*

2.6.17 The current franchise agreement between the Secretary of State and Great Western Railway Limited came into effect from September 2015, enabling GWR to operate the franchise until April 2019.

2.6.18 Schedule 6.2 (Specific Provisions) clause 5.7 indicates that “The Franchisee shall at all times during Franchise Term fully and effectively co-operate with the Secretary of State, Network Rail or any other third part in the development of plans and proposals to enhance existing stations”. It also states: “The obligation to co-operate pursuant to this ... shall include the Franchisee carrying out in a timely manner all activities and actions reasonably required to be carried out or taken by Train Operator who is the facility owner at a station including meetings with the Secretary of State. Network Rail, a Local Authority or a relevant third party (as the case may be)”. In terms of this project, this can include working with WBC and NR in the design and delivery of a Local Growth Fund supported scheme.

*Newbury Station Travel Plan (GWR, July 2016)*

2.6.19 GWR as part of their current franchise agreement has developed a Station Travel Plan for Newbury railway station which has been developed in partnership with the rail industry, WBC and other local stakeholders. The purpose of this plan is to act as management tool for improving access to and from the station and mitigating local transport and parking problems. It supports the sustainable forecasted growth in rail passengers.

2.6.20 The objectives contained in the Station Travel Plan are as follows;

- To improve accessibility and safety for all users of the station.
- To help relieve car parking pressure, through increasing the number of passengers who leave and arrive at the station by active modes (walking and cycling).
- Improve information provision and integration of other modes of travel at the station, including a focus on improving bus interchange and usage.
- To improve the use of the station as multi-modal passenger interchange, reduce pressure on car parking.

## 2.7 Objectives

2.7.1 Five main objectives have been defined to directly address the key problems and issues identified by the project, and to guide the desired outcomes. They have been developed to align with the local policies of WBC as co-scheme promoter, the TVB LEP Strategic Economic Plan, and the Government's national planning and transport policies.

2.7.2 Table 2.4 below provides an indication as to the desired outcomes for each of the five objectives;

**Table 2.4 – Objectives and Desired Outcomes for the Newbury Station Improvement and Interchange Enhancement Scheme**

Objective	Desired Outcomes
1) Encourage sustainable access and improve passenger interchange and facilities.	<p>Increase in the number of passengers choosing sustainable modes of travel to access the station.</p> <p>Improve the interchange arrangements outside the south entrance.</p> <p>Improved bus interchange on Station Road to encourage bus travel to the station.</p> <p>Improve Vodafone bus stop facilities.</p> <p>Increase the number of secure cycle parking and CCTV at the station.</p> <p>Assist in supporting sustainable travel from major housing developments in the Newbury area.</p>
2) With the Market Street development and northern station building, create a vibrant and attractive gateway to Newbury town centre.	<p>Create a clearly defined pedestrian and cycle route from the north entrance, through the Market Street development to connect with the town centre</p> <p>Provide clear and direct access between bus stops on Market Street with the station.</p> <p>Reduce potential conflict between users outside the north entrance to the station.</p>
3) Modernise and replace the station's buildings (south side) to help meet future demand for rail travel and improve customer waiting and retail provision and introduce business start-up units.	<p>Enhance the visual quality of the station area through the rejuvenation and replacement of station buildings.</p> <p>Relocate the ticket office and platform entrance/gatelines closer to the new platform footbridge.</p> <p>Enhanced cafe and retail facilities within the station.</p> <p>Delivery of a cycle hub within the station.</p> <p>Relocate Network Rail maintenance compound away from the car park on the south side of the station.</p> <p>Meet the anticipated higher demand for car parking as a result of passenger growth.</p> <p>Achieve improved passenger satisfaction levels with station facilities.</p>
4) Investigate the impact of flooding on the station and	Clear links with Project Group seeking to address the flooding

<p>users of the station and help contribute to any solutions where possible.</p>	<p>issues in this area.</p> <p>Improved surface water drainage in and around the station area.</p> <p>Provide greater resilience to withstand future extreme rainfall episodes.</p>
<p>5) Reduce severance between south Newbury and the town centre.</p>	<p>Provide a public new crossing of the railway line to connect Station Road with the Market Street development</p> <p>Improve pedestrian connectivity between the south of Newbury and the town centre.</p> <p>Increase walking trips both to Newbury station and the town centre.</p>

## 2.8 Stakeholders

2.8.1 The following are identified as stakeholders for the project:

- West Berkshire Council (co-promoter)
- Great Western Railway Limited (co-promoter)
- Network Rail
- Thames Water
- Grainger Plc (developer for the Market Street site)
- Newbury College
- Vodafone
- Bus Operating Company
- Taxi Operators
- Newbury Town Council



### 3. Strategic Option Appraisal

#### 3.1 Introduction

3.1.1 This chapter outlines the strategic appraisal undertaken on both the options for interchange enhancement and the rejuvenation of the station's buildings. The assessments undertaken have been based on professional judgement, background policy context, knowledge of the study area and informed views on the delivery requirements associated with each option. The purpose of the Strategic Option Appraisal process has been to determine the best option in terms of interchange enhancement and for the rejuvenation of the station buildings that can best serve the current and future needs of the local area and the railway industry, as well as contributing to the economic growth and sustainable transport priorities of the Thames Valley Berkshire area.

3.1.2 The structure of this chapter is as follows:  
3.2 – Options identified for strategic appraisal  
3.3 – Assessment against objectives and desired outcomes  
3.4 – Option deliverability assessment  
3.5 – Strategic option assessment conclusions

#### 3.2 Options Identified for Strategic Appraisal

3.2.1 Work undertaken in the preliminary stages of the project has enabled the development of a range of options for the project that were able to be considered. This has included a comprehensive study by WBC and GWR, via funding from TVB LEP, to determine potential options for improved interchange at Newbury railway station.

3.2.2 The options considered for the interchange aspects of the Newbury station project are set out below:

- **Do Nothing (DN):** Assumes no work is undertaken other than that associated with the Market Street redevelopment and replacement of the station footbridge, which are both not dependent on this project.
- **Do Minimum (DMin) interchange enhancement:** Improvement works on Station Road outside the south entrance to enhance interchange by providing clearer bus stops and taxi ranks, traffic management, 20 mph speed restriction and safety works to Station Road. Relocated and improved cycle storage of increased size on south side of the station.
- **Do Moderate (DMod) interchange enhancement:** As DMin, plus relocation of NR depot access to within car park, addition of pedestrian refuge on Station Road, reconfiguration of on-street parking to afford easier access for buses.
- **Do Moderate (DMod2) interchange enhancement:** As DMod, plus relocation of NR depot away from the south car park and enhancement of Cheap Street to the east of the station.
- **Do Enhanced (DEnh) interchange enhancement:** As DMod, plus relocation of the NR depot away from the car park and the provision of a public pedestrian footbridge across the railway line from Station Road to connect with the Market Street development.

3.2.3 In addition to these, GWR also considered the following options in terms of enhancement to the buildings within the station itself:

- **Retain as existing**
- **Reduced-scope scheme:** Focussing on refurbishment of existing buildings.
- **Moderate reconfiguration:** Opportunity to “back office” station space to less prominent parts of the station, using the prominent parts for passenger benefit.
- **Enhanced reconfiguration:** Exploit current station buildings footprint to offer small business space in Newbury, complementing the new density around the station as envisioned by the Market Street development and arranged and enhanced passenger facilities to be better integrated with surrounding development.

### 3.3 Assessment against objectives and desired outcomes

3.3.1 Options have been considered to deliver enhanced multi-modal interchange at both entrances to the station and for the improvements to the buildings within the station itself. These options have been developed to fit with the objectives for the project specified in Section 2.7.

*Thames Valley Berkshire Local Enterprise Partnership Strategic Economic Plan (2015/16-2020/21)*

3.3.2 The TVB LEP SEP has identified six packages for infrastructure investment with the following strategic priorities:

1. Unlocking housing development
2. Enhancing urban connectivity
3. Encouraging vibrant town centres
4. Positioning Thames Valley Berkshire for a digital future
5. Foundations for future growth
6. Enhancing the strategic transport network

3.3.3 Table 3.1 compares the five options for the interchange enhancement element of the project (as highlighted in paragraph 3.2.2) against the packages for infrastructure investment outlined in TVB LEP SEP:

**Table 3.1 Assessment of Interchange Enhancement options against Strategic Economic Plan priorities for infrastructure investment**

TVB LEP SEP Packages		Options				
		Do nothing	DMin	DMod	DMod2	DEnh
1.	Unlocking housing development	Neutral	Neutral	Neutral	Neutral	Neutral
2.	Enhancing urban connectivity	--	+	+	++	+++
3.	Encouraging vibrant town centres	-	Neutral	+	+	+
4.	Positioning TVB for a digital future	Neutral	Neutral	Neutral	Neutral	Neutral
5.	Foundations for future growth	---	+	+	++	++
6.	Enhancing the strategic transport network	-	Neutral	+	+	++

3.3.4 Table 3.2 below compares the four options considered by GWR in terms of enhancement of the station buildings (as highlighted in paragraph 3.2.3 against the packages for infrastructure investment outlined in TVB LEP SEP:

**Table 3.2 Assessment of GWR’s options for the reconfiguration of station buildings against Strategic Economic Plan priorities for infrastructure investment**

TVB LEP SEP Packages		Options	Do nothing	Reduced scope	Moderate reconfiguration	Enhanced reconfiguration
1.	Unlocking housing development		Neutral	Neutral	Neutral	Neutral
2.	Enhancing urban connectivity		--	-	-	+
3.	Encouraging vibrant town centres		---	+	+	+++
4.	Positioning TVB for a digital future		Neutral	Neutral	Neutral	+
5.	Foundations for future growth		--	-	+	++
6.	Enhancing the strategic transport network		---	Neutral	Neutral	++

*Strategic Objectives for the Newbury Station Improvement and Interchange Enhancement Project*

3.3.5 The five main strategic objectives that have been defined to address the problems and issues of the project identified are highlighted in Section 2.7. A qualitative assessment for the five options for interchange enhancement is shown in Table 3.3 below. This is followed by a similar assessment has been undertaken for the four options for the reconfiguration of buildings within the station, and is shown in Table 3.4.

**Table 3.3 – Interchange Enhancement Option Assessment and Project Objectives**

<b>Strategic Objective</b>	<b>Do nothing</b>	<b>DMin</b>	<b>DMod</b>	<b>DMod2</b>	<b>DEnh</b>
1) Encourage sustainable access and improve passenger interchange and facilities.	Forecasted passenger growth occurs, but poor conditions inside and outside the station, and a lack of car and cycle parking all remain.	Provides some improvement to bus stop, road safety, and pedestrian access on Station Road, plus an increase in cycle parking. However, conflict would remain between station users and vehicles entering/leaving the NR depot and car park. Also reduces car on-street parking	Would also provide better pedestrian access across Station Road to the station entrance and increases cycle parking. There would also be a reduction in pedestrian conflict due to reconfiguration of the car park entrance. NR depot remains in car park. Also reduces on-street car parking.	As per DMod option, but NR compound would be relocated out of car park and increase in car parking spaces. Works to Cheap Street are likely to occur as a result of development elsewhere in Newbury. Achieves a slight increase in car parking	As per other options, plus new public footbridge to provide greater pedestrian connectivity across the railway line between Station Road and the MSCP for the proposed Market Street development. NR compound would be relocated out of car park and increase in car parking spaces
<b>Score</b>	<b>---</b>	<b>+</b>	<b>++</b>	<b>++</b>	<b>+++</b>
2) With the Market Street development and northern station building, create a vibrant and attractive gateway to Newbury town centre.	The existing forecourt and interchange arrangements outside the south entrance remain.	Improvements to take place outside south entrance on other side of the railway.	Improvements to take place outside south entrance on other side of the railway.	Improvements to take place outside south entrance on other side of the railway.	New footbridge would provide a pedestrian connection over the railway to the Market Street development.
<b>Score</b>	<b>-</b>	<b>Neutral</b>	<b>Neutral</b>	<b>Neutral</b>	<b>+</b>
3) Modernise and replace the station's buildings (south side) to help meet future demand for rail travel and improve customer waiting and retail provision	Forecasted passenger growth occurs but facilities at the station (including insufficient level of cycle parking) remain as existing.	Visually improves streetscene on Station Road by south entrance. Increases cycle parking on south side.	Visually improves streetscene on Station Road by south entrance. Increases cycle parking on south side.	Visually improves streetscene on Station Road by south entrance, and removes unsightly NR depot. Increases cycle parking on south side.	Visually improves streetscene on Station Road by south entrance, and removes unsightly NR depot. New footbridge to be of sympathetic & modern design. Increases cycle parking on south side.

and introduce business start-up units.					
<b>Score</b>	-	+	+	++	+
4) Investigate the impact of flooding on the station and users of the station and help contribute to any solutions where possible.	Risk that no work will be undertaken to local drainage issues thus potentially repeating chance of disruption to rail services and damage to station infrastructure following flooding as a result of extreme rainfall.	Highway works to Station Road could potentially incorporate limited measures to contribute to alleviating flooding.	With a larger investment this will bring with it a greater need to work together to address flooding issues.	With a larger investment this will bring with it a greater need to work together to address flooding issues.	With significant investment and enhancements being proposed for the area, addressing the flooding issues will be essential to be linked with the project.
<b>Score</b>	--	+	+	+	++
5) Reduce severance between south Newbury and the town centre.	Severance issues would not be addressed	Severance issues would not be addressed	Severance issues would not be addressed	Severance issues would not be addressed	New footbridge would improve pedestrian connectivity between the south of Newbury and the town centre
<b>Score</b>	--	--	--	--	++

**Table 3.4 – Interchange Enhancement Option Assessment and Project Objectives**

<b>Strategic Objective</b>	<b>Do Nothing</b>	<b>Reduced scope</b>	<b>Moderate reconfiguration</b>	<b>Enhanced reconfiguration</b>
1) Encourage sustainable access and improve passenger interchange and facilities.	Buildings will remain as per existing, although passenger growth forecast to increase. Ticket office and gatelines likely to be out of position for new station footbridge.	Refurbished buildings may help to improve interchange, but ticket office and gatelines likely to be out of position in relation to the new station footbridge.	Would allow more space within the station to be given over to passenger benefit, which may include improved interchange facilities (e.g. waiting areas, cycle parking, cycle hub). Would need to move ticket office and gateline on north side closer to the new station footbridge to be effective.	Would enable buildings to be better configured with interchange arrangements outside the entrances and with the new station footbridge. Would include improved retail facilities and a cycle hub.
<b>Score</b>	<b>---</b>	<b>+</b>	<b>+</b>	<b>++</b>
2) With the Market Street development and northern station building, create a vibrant and attractive gateway to Newbury town centre.	Buildings remain as existing and may be considered as a 'poor looking' gateway to the town centre	Refurbished buildings may help improve visual appearance but other wider issues regarding interchange may still remain	Would further improve the visual setting of the station and better link to the Market Street development. This would include the relocation of the ticket office closer to the Market Street area.	Revised station entrance on the north side would be closer to the Market Street development and the new pedestrian/cycle gateway route to the town centre. The new configuration would also include retail facilities and a cycle hub within the station, plus new two-storey modern business units on the south side.
<b>Score</b>	<b>--</b>	<b>Neutral</b>	<b>+</b>	<b>++</b>
3) Modernise and replace the station's buildings (south side) to help meet future demand for rail travel and improve customer waiting	Buildings will remain and will not be able to meet future demand for rail travel. Poor platform circulation may occur as a result of the ticket office and gateline being out of position with the new	Minimal refurbishment may help improve feel of station, but facilities would largely remain unaltered and therefore not able to meet future demand for rail travel.	More of the station would be given over to passenger benefit, including newly designed brighter ticket office.	Would allow for a full reconfiguration of station buildings. Would create a brighter and closer ticket hall and cycle hub. Replacement of drab single storey buildings on Station Road with more modern

and retail provision and introduce business start-up units.	station footbridge. Queues may develop at gatelines during peak periods and poor level of passenger waiting and retail facilities to cater for increased passenger numbers.			glass fronted buildings would dramatically improve the wider image of the station.
<b>Score</b>	--	-	+	+++
4) Investigate the impact of flooding on the station and users of the station and help contribute to any solutions where possible.	Would be dependent on wider interchange works taking place on Station Road, but could still be at risk from flooding	Would be dependent on wider interchange works taking place on Station Road, but could still be at risk from flooding	Would be dependent on wider interchange works taking place on Station Road, but could still be at risk from flooding. Refurbishment works could include and element of improvement to drainage on the station itself.	Enhanced reconfiguration of the station buildings would take into account need for drainage improvements to substantially reduce the risk of station buildings being damaged as a result of surface water flooding. This would be in conjunction with a wider programme of drainage works coordinated by Thames Water which would be given high priority if £millions are being invested in the station.
<b>Score</b>	-	-	- or +	+
5) Reduce severance between south Newbury and the town centre.	No impact	No impact	No impact	No impact
<b>Score</b>	<b>Neutral</b>	<b>Neutral</b>	<b>Neutral</b>	<b>Neutral</b>

### 3.4 Option Deliverability Assessment

- 3.4.1 The Newbury Station Improvement and Interchange Enhancement project is a complex project that would involve synergy with a number of parties in order for the successful delivery of an appropriate scheme that would fulfil the objectives of the project. Therefore, an assessment focussing on the main issues affecting the deliverability of each option has been undertaken to determine whether the final preferred option for both the interchange enhancements and rejuvenation of the station buildings is realistic, affordable, and achievable.
- 3.4.2 Each of the options for both the interchange enhancement and station building rejuvenation were assessed against the following criteria:
- **Engineering Feasibility:** The level/complexity of engineering required.
  - **Operational Feasibility:** The extent to which delivery is dependent on operational issues for both the railway and local highway network, plus those of other supporting parties.
  - **Complexity:** The statutory processes that will affect the delivery of the project (e.g. planning permission(s), new or revised traffic regulation orders, stakeholder engagement).
  - **Stakeholder Acceptance/Support:** The likelihood of whether the scheme would be able to secure stakeholder and public acceptance/support.
  - **Environmental Impact:**
  - **Affordability:** Whether the likely scale of funding sought is within parameters acceptable for LEP funding, and whether alternative sources are available.
  - **Timescales Feasibility:** The extent to which the delivery programme is achievable in terms of when, if the bid is successful, external funding would be made available.
- 3.4.3 Each of the options (excluding the 'Do-Nothing' options) for the interchange enhancements and buildings rejuvenation were qualitatively assessed against each of the deliverability criteria outlined above. A score between 1 and 4 was awarded, with 4 being the best in terms of deliverability or having a low risk.
- 3.4.4 An assessment for the four interchange enhancement options is shown in Table 3.5 below. This is followed by a similar assessment for the three options for the reconfiguration of buildings within the station is shown in Table 3.6.



**Table 3.5 – Deliverability Assessment for Interchange Enhancement Options**

Evaluation Criteria	DMin Do-Minimum Interchange Enhancement	DMod Do-Moderate Interchange Enhancement	DMod2 Alternative Do-Moderate Interchange Enhancement	DEnh Enhanced Interchange Enhancement
Engineering Feasibility	Largely involves relatively straightforward traffic management works within the highway	Involves traffic management and pedestrian improvements within the highway, plus some works within station car to relocate the NR depot access.	Involves traffic management and pedestrian improvements within the highway, plus works within station car park to relocate NR maintenance depot and creation of additional car parking spaces.	Construction of a new pedestrian footbridge spanning across a car park, station platforms and live running railway, and connecting into a MSCP. Also involves traffic management and pedestrian improvement highways works and relocation of NR compound and creation of additional car parking spaces.
<b>Score</b>	<b>4</b>	<b>3</b>	<b>3</b>	<b>2</b>
Operational Feasibility	Some impact on local highway network expected during construction, including displacement of on-street car parking.	Some impact on local highway network expected during construction, including displacement of on-street car parking.	Some impact on local highway network expected during construction and within the station car park, including displacement of on-street car parking.	Could potentially impact on operation of the rail line during bridge construction works. Some impact on local highway network expected during construction and within the station car park, including displacement of car parking on Station Road and in the south side station car park.
<b>Score</b>	<b>3</b>	<b>3</b>	<b>3</b>	<b>2</b>
Complexity	Relatively straightforward highway works, although there will be a need for Traffic Regulation Orders (TRO) for changes to on-street parking and speed limits.	Relatively straightforward highway works, although there will be a need for Traffic Regulation Orders (TRO) for changes to on-street parking and speed limits.	Relatively straightforward highway works, although there will be a need for Traffic Regulation Orders (TRO) for changes to on-street parking and speed limits.	New footbridge would require planning permission. Relatively straightforward highway works, although there will be a need for Traffic Regulation Orders (TRO) for changes to on-street parking and speed limits. Works would also need to take place in the south station car park.
<b>Score</b>	<b>3</b>	<b>3</b>	<b>3</b>	<b>2</b>

Stakeholder Acceptance/ Support	Likely to receive support, although there may be local concern regarding the loss of on-street car parking spaces that would not be able to be provided elsewhere. However, scheme may not be acceptable to support from the LEP.	Likely to receive support, although there may be local concern regarding the loss of on-street car parking spaces that would not be able to be provided elsewhere. However, scheme may not be acceptable to support from the LEP.	Likely to receive support. Dependent on NR being willing to relocate depot away from car park. Would be able to compensate for loss of on-street car parking (but still loss of revenue for WBC). However, scheme may not be acceptable to support from the LEP	There is local support for the new footbridge, however, there may be a moderate risk that there could also be some local opposition regarding reduced footfall on Bartholomew Street. TVB LEP likely to be supportive as the scope of the project fits with the LGF and key objectives of the LEP SEP.
<b>Score</b>	<b>1</b>	<b>1</b>	<b>2</b>	<b>3</b>
Environmental Impact	Drainage works to ensure that there will be no future flood risk.	Drainage works to ensure that there will be no future flood risk.	Drainage works to ensure that there will be no future flood risk.	Drainage works to ensure that there will be no future flood risk. Would also have a wider benefit in helping the impact of car journeys to Newbury station and providing greater local pedestrian connectivity.
<b>Score</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>3</b>
Affordability	Scheme would be of insufficient size for LEP funding and could only be funded by WBC capital budgets. It is highly unlikely that this would be available.	Scheme would be of insufficient size for LEP funding and highway works could only be funded by WBC capital budgets. It is highly unlikely that this would be available.	Scheme would be of insufficient size for LEP funding and highway works could only be funded by WBC capital budgets. It is highly unlikely that this would be available.	Would be of a sufficient size to form part of a joined up approach between WBC and GWR to deliver improvements to the local highway and pedestrian networks, and works to the station itself. However, there is a risk that detail design works will indicate that the bridge would be too expensive to deliver.
<b>Score</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>4</b>
Timescales Feasibility	Most works would be on the local highway network, which be relatively straightforward as part of the Council's Highway Improvement Programme. However, no funding for this has yet been identified.	Most works would be on the local highway network, which be relatively straightforward as part of the Council's Highway Improvement Programme. However, no funding for this has yet been identified.	Highway works would be straightforward in the Council's Highway Programme. Improvements to the station car park would be dependent on NR timescales for relocation of the maintenance depot. However, no funding for this	There could be significant risks due the complexity of the programme for delivery, although this can be mitigated through engagement and with other parties. The new pedestrian bridge would be dependent on relevant possessions on the railway line

			has yet been identified.	and liaison with the Market Street development to tie into the new MSCP. Highway works would form part of Council's Highway programme. Improvements within the car park would be dependent on NR timescales for relocation of the depot.
<b>Score</b>	<b>3</b>	<b>3</b>	<b>2</b>	<b>2</b>
<b>Total Score</b>	<b>16</b>	<b>14</b>	<b>16</b>	<b>18</b>

**Table 3.6 – Deliverability Assessment for Station Buildings Rejuvenation Options**

Evaluation Criteria	Reduced Scope	Moderate Reconfiguration	Enhanced Reconfiguration
Engineering Feasibility	Primarily focussed on the straightforward refurbishment of existing buildings.	More complex reconfiguration of the existing buildings to move “back office” station space to less prominent parts of the station. May involve complex relocation of electrical and IT-based systems.	Complete remodelling of station buildings including relocated ticket hall, new cycle hub and retail space, demolition of single storey buildings and creation of two-storey offices (which potentially may include asbestos removal) for rent adjacent to Station Road. Will involve complex relocation of electrical and IT-based systems, and on-platform gatelines.
<b>Score</b>	<b>4</b>	<b>3</b>	<b>2</b>
Operational Feasibility	Unlikely to have any major impacts on railway operations at the station during refurbishment works.	Some impacts to availability customer facilities are likely to occur during works. There may be a risk that there could be an impact on railway operations.	There will be an impact on maintaining access and the availability of customer facilities at certain times during the works. There may be a risk that there could be an impact on railway operations. There may need to be restrictions on the local highway network (suspension of on-street parking and/or temporary traffic management and relocation of the Vodafone bus stand) during the works to demolish and replace buildings adjacent to Station Road
<b>Score</b>	<b>4</b>	<b>3</b>	<b>2</b>
Complexity	Relatively straightforward refurbishment of existing buildings. No planning applications etc. are likely to be needed. Some landlord permissions from NR may need to be sought.	More complex reconfiguration works, but is likely to be largely confined to existing buildings. Small risk that planning applications made be required. Landlord permission via the NR Station Change Process would be required for alterations to buildings and equipment.	Demolition and replacement of buildings adjacent to Station Road is likely to require planning permission. Alterations to the existing station building on the north side may also require planning permission. May have an impact on operations, though engagement with NR through Basic Asset Protection should reduce risk to delivery timetable. Landlord permission via the NR Station

			Change Process would be required for alterations to buildings and equipment.
<b>Score</b>	<b>3</b>	<b>3</b>	<b>2</b>
Stakeholder Acceptance/ Support	Unlikely to receive opposition – at the very least this will be betterment from current standards. However, simple refurbishment works are likely to be insufficient to receive support from TVB LEP. Would only provide limited customer satisfaction in the longer-term as provision of facilities would still be poor.	Likely to receive some customer and local support – however there may be a degree of customer annoyance during construction where facilities will be temporarily reduced or not available. However, the scale of these works is likely to be insufficient to receive support from TVB LEP.	Likely to receive local support and increased customer satisfaction with the provision of better and more station facilities. Small risk that there may be local opposition to the design of new and updated station buildings. TVB LEP likely to be supportive as the scope of the project fits with the LGF and key objectives of the LEP SEP.
<b>Score</b>	<b>1</b>	<b>1</b>	<b>3</b>
Environmental Impact	Neutral	Neutral	Neutral – any localised impacts are likely to be offset by wider area impacts. Wider rejuvenation scheme would improve the built environment around the station.
<b>Score</b>	<b>1</b>	<b>1</b>	<b>2</b>
Affordability	A straightforward refurbishment will not be of a sufficient value to be included as part of a LEP bid, and could only be delivered via funding from the rail industry	Whilst the cost may be of sufficient size to be included as part of a bid to the LEP, this may not achieve some of the wider objectives of the LEP SEP.	Proposal would be of sufficient size to be included as part of bid to the LEP, and would be able to contribute to some of the wider objectives of the LEP SEP. However, there is a risk that the complexity of the project could result in an uplift in costs.
<b>Score</b>	<b>1</b>	<b>1</b>	<b>4</b>
Timescales Feasibility	Providing that funding would be available; it would be relatively easy to timetable the works into GWR's delivery programme. However, no funding for this has yet been identified.	Providing that funding would be available; the works should be able to be programmed into GWR's delivery programme. However, no funding for this has yet been identified.	There could be significant risks due the complexity of the programme for delivery. The footbridge would be dependent on relevant possessions on the railway line and liaison with the Market Street development to tie into the new MSCP. Highway works would form part of Council's Highway programme. Improvements within the car park would be dependent on NR timescales for relocation of the depot.

<b>Score</b>	<b>2</b>	<b>1</b>	<b>3</b>
<b>Total Score</b>	<b>16</b>	<b>13</b>	<b>18</b>

### 3.5 Option Appraisal Conclusions

3.5.1 The strategic appraisal of the options developed for both the interchange enhancement and station buildings rejuvenation elements of the project have provided a sound basis that has enabled a preferred scheme to be taken forward for development and full business case analysis.

3.5.2 The appraisal for the Interchange Enhancements element concluded:

- **Do Nothing** - The poor conditions outside both station entrances would continue as present, but with a greater number of passengers, which could increase conflict between passengers and road users outside the station entrances. This would provide a poor image of the station for rail passengers and would negate the ability of the station to be an attractive gateway to the town centre. A do nothing option would also not address the surface water flooding issues around the station, meaning that the area and operation of the railway is at risk of disruption from future extreme rainfall events.
- **DMin – Do Minimum Interchange Enhancement:** Whilst a reduced-scale bus/rail interchange to the south of Newbury station could be relatively easily delivered as the majority of the scheme would be within local highway land, it would not deliver a comprehensive multi-modal interchange, nor would benefit improvements to the station itself. Local surface water flooding issues would also not be helped significantly. In addition, there would be a loss of on-street parking that would be unable to be provided elsewhere and would not address more local connectivity issues. The size of the scheme would be insufficient to attract LEP support and funding and therefore could only be delivered via local authority funding. This in the current financial climate is unaffordable.
- **DMod – Do Moderate Interchange Enhancement :** As for DMin, although there could be some improvement to car parking within the station as a result of moving the NR depot access, although a net decrease in car parking spaces would remain.
- **DMod2 – Do Alternative Moderate Interchange Enhancement:** As for the DMin and DMod options except that this option would the relocation of the NR depot out of the south car park and the space given over for extra car parking which would cover the loss of on-street spaces. Slightly higher risk due to being reliant on NR being able to move depot out of the car park.
- **DEnh – Do Enhanced Interchange Enhancement:** This would help deliver a greater multi-modal interchange and through the new footbridge, this would help improve local connectivity by providing a more direct route between the south of Newbury with the town centre. However, the greater complexity of this option would carry a higher risk in terms of delivery, which would need to be managed. Further feasibility work would need to be undertaken to determine whether the footbridge would be deliverable in relation to affordability/cost and being technically feasible. The size and wider scope of this option would be of a sufficient size to potentially attract LEP support and contribute to objectives in the TVB LEP SEP.

3.5.3 The appraisal for the Station Buildings Rejuvenation concluded;

- **Do Nothing:** A Do Nothing option will result in the station being less able to cope with the changes as a result of electrification (including the relocation of the station footbridge), increased passenger growth and the adjacent Market Street area redevelopment. There is a likelihood of negative passenger perceptions, customer

satisfaction, increase on-platform congestion, and of the station being seen as a poor quality gateway to Newbury town centre.

- **Reduced Scope:** This would involve a relatively straightforward that would primarily focus on refurbishing the existing station buildings. Whilst this may represent betterment from a 'Do Nothing' option, passenger facilities at the station would remain largely unaltered and unable to meet the demands arising from the forecasted passenger growth. Whilst in theory being easily deliverable, the size of this option would not sufficient to attract LEP support and funding and therefore could only be delivered via GWR as the train operator.
- **Moderate Reconfiguration:** This a more complex than the 'Reduced Scope' option in that it allows for "back office" functions to be move to less prominent areas, and using more prominent areas for passenger benefit. Whilst this would achieve a greater improvement in facilities, it would not achieve an improvement to visual quality of the station as gateway to Newbury town centre. In addition, the size of this option is unlikely to be sufficient to attract LEP support and funding.
- **Enhanced Reconfiguration:** This would be a more comprehensive element providing an opportunity to exploit the station area to deliver enhanced passenger facilities, new commercial and retail opportunities, and to better complement the redevelopment of the adjacent Market Street area. It would transform the visual appearance of the station area to enable it to become an attractive hub and Gateway to the town centre. The size and wider scope of this option would be of a sufficient size to potentially attract LEP support and contribute to objectives in the TVB LEP SEP. However, there may be a risk that the cost of this project may well be higher.

3.5.4 The Do-Minimum, Do-Moderate, Reduced Scope and Moderate Reconfiguration options would all result in an improvement to a lesser or more degree from the current situation and would be relatively easy to deliver from an engineering point of view as there would be fewer statutory processes to follow or impacts on railway operations. In contrast, the more enhanced options would have several interdependencies that would have the potential to affect delivery timescales.

3.5.5 The Do-Minimum, Do-Moderate, Reduced Scope and Moderate Reconfiguration options would be unable to deliver the wider benefit than those potentially accrued by the enhanced options. Although more complex in terms of engineering feasibility, the enhanced options would provide a greater contribution to local and strategic objectives, including those outlined in the TVB LEP SEP.

3.5.6 In terms of cost, the Do-Minimum, Do-Moderate, Reduced Scope and Moderate Reconfiguration options are only likely to be delivered by WBC as local highway authority and by GWR as the train operating company. This is unlikely to be affordable to both parties. The enhanced options would be of a sufficient size for a bid to the LEP for Local Growth Funding to be made.

3.5.7 Although more complex in terms of delivery, the appraisal process has suggested that the enhanced options for both the Interchange Enhancement and Station Buildings Rejuvenation elements should be taken to the next stage for consideration, subject to feasibility assessments being carried out for the public footbridge.



## 4 Conclusions

- 4.1.1 This Options Assessment Report has examined the various options that have been put forward for consideration for the Newbury Railway Station Improvement and Interchange Enhancement Scheme. These options have been devised to address two key elements, namely Interchange Enhancement and Station Buildings Rejuvenation. Consideration has been influenced by condition of current facilities at and outside the station, local flooding problems, forecasted growth in rail passengers, and housing growth in the Newbury area, improving local connectivity, and connecting the station to the neighbouring Market Street area development.
- 4.1.2 The assessments included a 'Do-Nothing' option for both elements of the project, and a range of options ranging from relatively small-scale improvement and refurbishment to larger, more complex proposals that would provide a wider range of proposals. These have been assessed against the TVBLEP SEP key delivery objectives a series delivery and feasibility criteria.
- 4.1.3 Upon consideration of these assessments, it is concluded that the following options be selected to fulfil the Interchange Enhancement and Station Buildings Rejuvenation elements of the project. It is considered that although more complex in terms of deliverability, that these options will have the potential to deliver the greatest benefits in terms of the local transport network and for the rail industry. They will also deliver the greatest benefits that align with the TVB LEP SEP key strategic objectives. These options are:

**Do-Enhanced Interchange:** Enhanced improvements to multi-modal interchange; to include traffic management, pedestrian and bus stop improvements on Station Road, cycle parking improvements, relocation of NR compound out of south car park and a new pedestrian bridge from Station Road spanning across the railway to link in with the new multi-storey car park being delivered through the Market Street redevelopment. The footbridge would need to undergo more detailed feasibility assessment prior to submission of a full business case.

**Enhanced Reconfiguration:** Taking the opportunity to exploit the current station buildings footprint to improve and re-order passenger facilities on the station, as well as offering increased retail space and a cycle hub, and the demolition of single-storey buildings adjacent to Station Road which will be replaced by new two-storey small business space. More detailed costing works from GWR would be required.

- 4.1.4 Subject to further feasibility work, these options should be taken forward for submission as part of the full business case for the project.