



Summative Assessment Report:

St Erth Multi Modal Hub (StEMMH)

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Cornwall Council: Internal Audit Service

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1. Executive Summary

1.1 Introduction

This Summative Assessment for St Erth Multi Modal Hub, also known as “StEMMH” but hereafter referred to as the “St Erth project”, has been independently prepared by the Cornwall Council Internal Audit team, in line with the guidance set out in the Summative Assessment Guidance ESIF-GN-1-033 Version 2 and Appendices ESIF – GN-1-034 Version 2.

This Summative Assessment assesses whether the objectives of the St Erth project have been met, and considers the effectiveness of the project’s governance, as well as the issues faced and the lessons learnt.

This project is classified under Investment Priority 7c. Guidance identifies this as a “Transport Infrastructure” project. No specific indicators are required, only advised. The Logic Model included the following key performance indicators that it will be collecting data on:

- Increase in passenger journeys for St. Erth branch line
- Increase in footfall at St Erth station
- Reduce vehicle flows using the A3074 through Lelant Village
- Increase in annual parking at St. Erth station
- Increase passenger journeys for St. Erth on the mainline
- Journey time savings on A30 between Hayle and Cannons Town
- Increase in pedestrian and cyclist movements to Station/St Erth Village

There would normally be an expectation, given the size of the project, that counterfactual analysis would be carried out as part of the data analysis. This would require consideration of the difference between forecast growth in passenger numbers before the project was conceived, and forecast and actual growth numbers following the project’s completion. As the project was not completed until June 2019, and this Summative Assessment is being submitted in July 2019, monitoring data to assess the outturn with original observations will not be available until 2020 – 2022. Therefore, in the absence of empirical data this report is based on the qualitative evidence which indicates likely positive outcomes.

The sections below set out the project context, delivery, management, outcomes, impact, value for money and lessons learnt.

1.2 Project background and description

This project falls within Priority Axis 7 of the ERDF 2014 – 2020 Operational Programme – Sustainable Transport in Cornwall and The Isles of Scilly; Investment Priority 7c Developing and improving environmentally-friendly (including low-noise) and low-carbon transport systems, including inland waterways and maritime transport, ports, multimodal links and airport infrastructure, in order to promote sustainable regional and local mobility; and Specific Objective 7.2 Improve accessibility and connectivity within Cornwall and the Isles of Scilly through developing sustainable means of transport:

“Under this investment priority, indicative actions to be supported by European Regional Development Fund will be:

- *St Erth Multi Modal Hub – investment to enable access to train and public transport services to promote a shift from private car to low carbon modes;*
- *Alternative Fuels infrastructure – investment to increase the number of alternative fuel re-fuelling points across the Cornwall connecting to the A30 and other key transport routes and on the Isles of Scilly to encourage take up of low emission vehicles across the region.”*

1.3 Conclusions

Our independent assessment concludes that the St Erth project has successfully developed a new Multi Modal Hub in a strategic location at the junction of the Plymouth to Penzance main line, the St Ives branch line and the A30 trunk road. The Multi-modal Hub is expected to benefit the following groups:

- **Existing users of rail mainline, branch lines and bus services**, through improved services for public transport access in key towns;
- **Road users**, reduced pressure on the existing road network and modal transfer from road to rail utilising improved sustainable train services;
- **Public transport operators (rail and bus)**, encouraging a modal shift to more sustainable forms of transport. The improvement will contribute to increasing operational efficiencies and economies of scale;
- **Cyclists and walkers**, encouraging a larger number of commuters and tourists to use St Erth as a base for cycling the improving network of Cornwall cycle paths and walking the South West coastal footpath which passes nearby; and
- **Those without private transport and commuters** who are constrained by the costs of personal transport. (This is an important target group with respect to economic growth, opening up labour markets and reducing social and economic exclusion.

The £10.095 Million investment, along with associated investment on the Main Line Signalling Project (ERDF) funded and neighbouring development, has the potential to act as a catalyst to attract increased investment into West Cornwall. As a key strand within ‘Connecting Cornwall’ (Cornwall’s 3rd Local Transport Plan), sustainable public transport is promoted and the St Erth Multi Modal Hub will enable increased access to, and use of, mainline rail services by offering a convenient place to park, including a number of electric car re-charging points. By providing such access to the mainline, westbound car occupiers will be able to transfer to rail to avoid congestion along the A30 to Penzance. The transport hub will also provide a convenient option for drivers heading eastwards to Truro and St. Austell to transfer from road to rail. This project, alongside the linked Main Line Signalling project to bring two trains per hour on the mainline, will provide commuters and day travellers with a real alternative to the car. Additionally, the greatly expanded Park and Ride, by replacing the inadequate facilities at Lelant Saltings, is expected to enhance the number of tourists who will use the facility to travel via the branch line to Carbis Bay and St Ives. Further, the facility will support the separate investment which Cornwall Council is making in cycle paths across the County to encourage greater use and take up by both commuters and tourists.

The value added by the St Erth Multi Modal Project, along with related ERDF funded and other Cornwall Council initiatives, will contribute to addressing the current challenges experienced by the Cornwall and the Isles of Scilly’s economy, which are reflected in low wages, low productivity and relatively low skills attainment. Currently, employment in West Cornwall is dominated by retail and tourism and these projects and associated investment support the development of employment space with a more diverse

sectoral composition and resultant increases in higher value added and non-seasonal employment opportunities.

Currently there is no data to support the above conclusions, given the timescales for both the completion of this Summative Assessment and the time lag before post completion data can be collected and collated. The Monitoring and Evaluation Plan provided originally for a “One Year After” report based on data collected between one and two years after scheme opening with a report to be published within two years of scheme opening, and a final report incorporating all the data collected for five years from scheme opening with a report to be published within six years of scheme opening. However, it is now intended to produce the final report after three years instead of five.

2. Project Context

2.1 Background

Historically, St Erth on the Great Western Railway Plymouth to Penzance mainline was known as “St Ives Road” indicating its position as the railhead for the town of St Ives. On the 1 June 1877 the branch line from the railhead to the town of St Ives, a distance of approximately 4 and ¼ miles was opened and St Ives Road was renamed “St Erth”. The branch line originally supported rail transport of pilchard fish catches being offloaded from the boats in St Ives harbour, and the expanding Victorian seaside holiday trade and day visitors. The pilchard trade rapidly declined during the first half of the twentieth century and goods traffic was withdrawn from the intermediate stations at Lelant and Carbis Bay in May 1956 but continued at St Ives itself until September 1963. The number of passenger services on the line was initially just five trains a day, but by 1909 this had grown to nine and in 1965 it was 17 with up to 24 on summer Saturdays. Some trains included through carriages from London Paddington station and in the 1950s the Cornish Riviera Express ran from St Ives through to Paddington on summer Saturdays. In the 1960’s with car travel becoming increasingly affordable and popular the line was proposed for closure in the 1963 ‘Reshaping of British Railways’ but it was reprieved by Minister of Transport Barbara Castle.



Photo 2.1.1 – St Erth Station’s Victorian Heritage

The later 1960's and 1970's saw a rapid increase in motor traffic which placed pressure on the limited car parking spaces at St Erth and in the St Ives town car parks. To address this, a new station was opened at Lelant Saltings, between St Erth and Lelant, on 27 May 1978. This was given a large car park so that it could operate as a Park and Ride facility for St Ives. But, since the opening of this car park, there has been relatively little investment in the area. Parking at St Erth Station was limited to just 72 spaces and when the station car park was full during the busier summer months particularly, cars parked inappropriately and illegally on verges under the bridge towards St Erth Village (See Photo 2.1.2)



Photo 2.1.2 – Cars parked on the local road close to St Erth station.

The surfaced car park at Lelant Saltings has provided up to 200 spaces all year round and an additional 200 spaces during peak periods via an overflow facility (field – photo 2.1.3) although during wet weather the overflow is on occasions not available due to flooding and undesirable ground conditions. This site is land locked by residential development and cannot be extended to accommodate any future demand requirements. Access to the car park is gained through the residential development and photo 2.1.4 shows cars parking on the approaches to the car park, which has a detrimental impact on the residents.



Photo 2.1.3 – Lelant Saltings overflow carpark following summer rain.



Photo 2.1.4 – The access road to Lelant Saltings Park and Ride

The St Erth to St Ives branch line is a very popular service especially during the summer season with 8,159 cars utilising the car park during July 2015 (an average of 263 cars per day Mon-Sun). Operationally the two peak months for occupancy have been July and August and table 1 outlines fluctuations between 2012 and 2015. The dip in August 2015 may have been due to the unseasonably wet weather, which caused flooding in the car park. The site does not have CCTV and security has been an issue with ticket machines being vandalised.

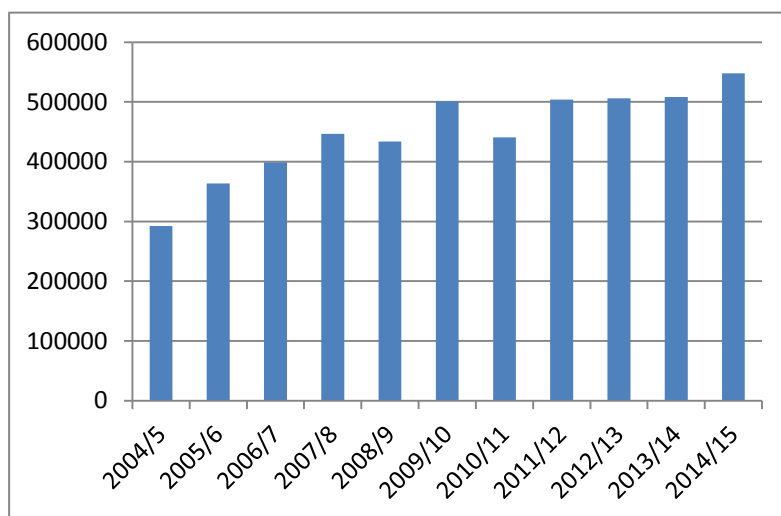
Table 2.1.1 Lelant Saltings Car Park Usage

	Usage (No. of Cars)	% Change		Usage (No. of Cars)	% Change
July 2012	7,120	-	Aug 2012	10,283	-
July 2013	7,595	6.3%	Aug 2013	10,751	5%
July 2014	7,772	2.3%	Aug 2014	10,178	-5.3%
July 2015	8,159	4.7%	Aug 2015	8,641	-15%

Whilst parking was limited at both St Erth and Lelant Sidings, passenger numbers on the St Ives branch line have increased since the line was designated as being a 'Community Rail Line' in 2005. 547,600 journeys were made in 2014/15, which represented an 87% growth over the number of journeys made in 2004 (Graph 1). Demand on the branch line is highly seasonal with summer periods very popular with tourists taking trains to and from St Ives and surrounding villages. Increasingly the shoulder months are becoming more popular, with the season extending from Easter into the beginning of September.

In 2014/15 282,422 journeys (52%) were made during the peak summer months of June, July and August 2014. Table 2 outlines this growth:

Graph 2.1.1 – St Ives Branch Line Passenger Numbers 2005 to 2015

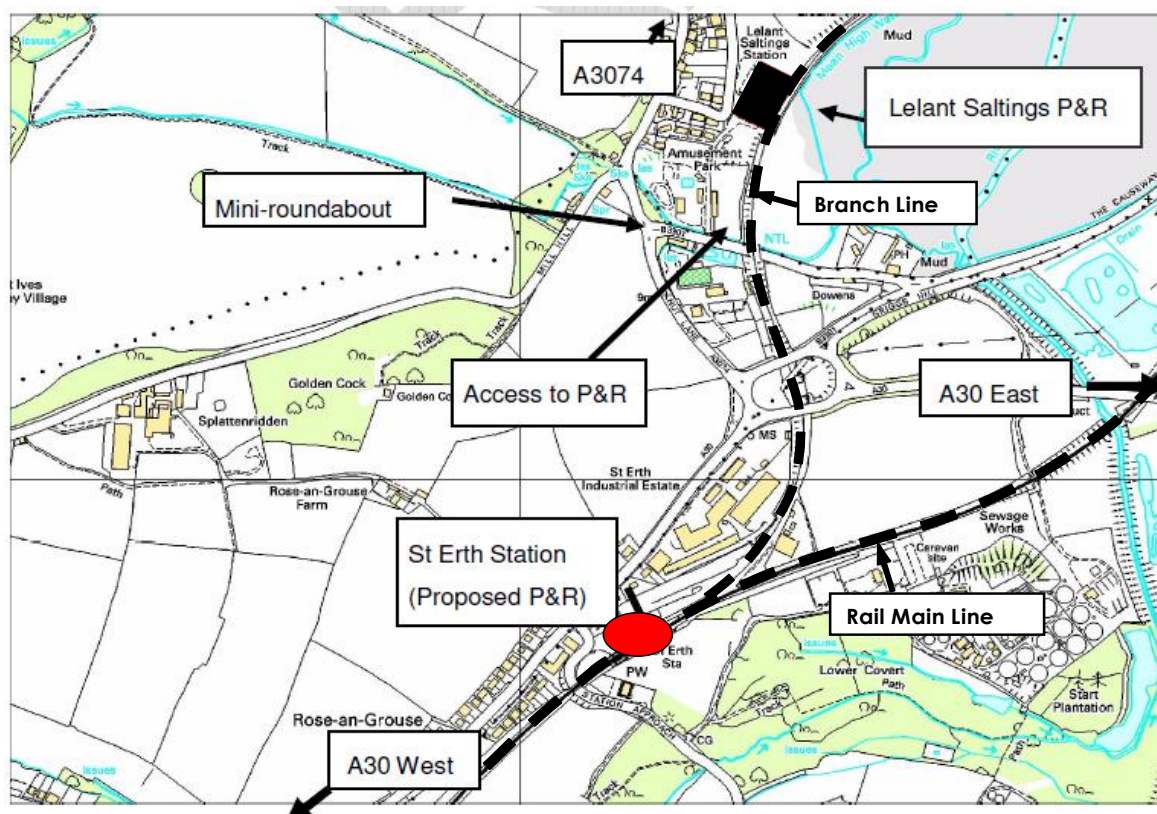


Between 2009/10 and 2014/15 the annualised growth per annum was 2.18% which was in line with industry average of 2-3% (source GWR). As a culmination of all the planned improvements Great Western Railway forecast that demand would continue to rise, which would build the case for improving weekend services, extending seasonal strengthening in shoulder months and assisting with overcrowding during the summer peaks.

Table 2.1.2 St Ives Branchline Passenger Journeys

Year	Total Passenger Numbers	% Change
2014/15	547,600	7.7%
2013/14	508,000	0.4%
2012/13	505,800	0.4%
2011/12	503,900	14.3%
2010/11	440,800	-12%
2009/10	501,000	Base

St Erth Station, in addition to providing access to both the mainline rail services and branchline services, is directly accessible from the A30 trunk road, which is served by bus operators in both easterly and westerly directions. See Map 1.



Map 2.1.1 – St Erth station and its location at the junction of the Main Line and Branch Line and the A30

Traffic surveys estimated that a 40% increase in traffic volume during the summer months results in lengthy queues along the A30 trunk road and within the towns of Hayle, St Ives and Penzance and the neighbouring villages. This results in delay and congestion, leading to “rat running” along narrow local lanes and increased noise, pollution and risks of accidents, particularly at the narrow bridge where Treloweth Lane passes beneath the main line. Poor connectivity between public transport modes has also discouraged investment in West Cornwall and has reduced journey time reliability.

2.2 Project initiation

Given the background, Cornwall Council identified the need to address the traffic and connectivity problems associated with the limited parking at St Erth station, and the poor facilities and inadequate access to the Lelant Sidings Park and Ride. In 2013 / 2014 The Council developed proposals to improve access to West Cornwall by creating a significantly enhanced transport interchange at St. Erth, to integrate rail, bus, walking and cycling which would encourage greater use of train travel within West Cornwall and beyond to alleviate the congestion. Cornwall Council put forward proposals for the St Erth hub as part of the 2015 ‘Call for Proposals for European Regional Development Fund’ (ERDF) funding to leverage the development. The Call as part of the Priority Axis 7: Sustainable Transport in Cornwall and the Isles of Scilly noted:

“The economy of Cornwall and the Isles of Scilly is hampered by a range of transport development needs. By virtue of its peripherality and physical distance to markets, business growth is slowed by high transport costs and slower movement of goods and services which in

turn impacts on the area's attractiveness to new business and inward investment. It is in particular adversely impacted by poor transport links to the core corridors of the Trans-European Transport Network. These restrict trade opportunities as well as hamper travel for visitors to Cornwall and the Isles of Scilly, which constrains growth of the tourist sector."

The proposals for St Erth were then developed in the "Full Application Form EUROPEAN STRUCTURAL & INVESTMENT FUNDS ESIF-Form-2-010" dated 30 September 2015, which requested ERDF funding of £5.4 Million towards the full project's estimated cost of £10.095 Million. The St Erth project detail included:

ERDF Core Project – delivered by Cornwall Council £10.095m (£5.4m ERDF, £3.2m Growth Deal and £1.495m Council match)

- New signal controlled junction
- Improved North Car Park (increasing spaces from 72 to 100)
- Pedestrian "Walk-Around" providing an alternative access to station platform assisting mobility impaired or parents with small children in buggies/pushchairs
- New and improved footways
- New traffic signals
- New South Car Park (providing up to 440 spaces)

This was subsequently amended in the following respects by a Project Change Request approved by the Ministry of Housing, Communities and Local Government (MHCLG) on 22nd February 2018:

- Alterations to the station forecourt to align the new access road with the station, to enhance access and safety for both pedestrians and cyclists and provide Access for All gradients; including the provision of bus shelters with Real Time Passenger Information displays
- All work necessary for the Installation of EV charging points in the north car park (1 standard rapid charger serving two spaces) and South car park (2 fast chargers serving 4 spaces)
- Removal of pedestrian walk-around following re-consultation with disAbility Cornwall
- Removal of the Under Track Crossing to carry services and surface water drainage under the railway in favour of upgrading the existing drainage system in Treloweth Lane/Station Approach

Additional rail investment by NR and GWR facilitated by the Core Project (approx. £3.1m):

- Increased platform capacity at St Erth for the for St Ives branchline provides increased passenger circulation space and builds in future opportunities for additional rolling stock on branchline – under discussion
- Trackline improvements between St Erth and St Ives due to complete November 2015
- Station building refurbishment and provision of Disability Discrimination Act compliant ramps. Listed Building Consent obtained and works due to start in October/November 2015 and complete before the end of the year

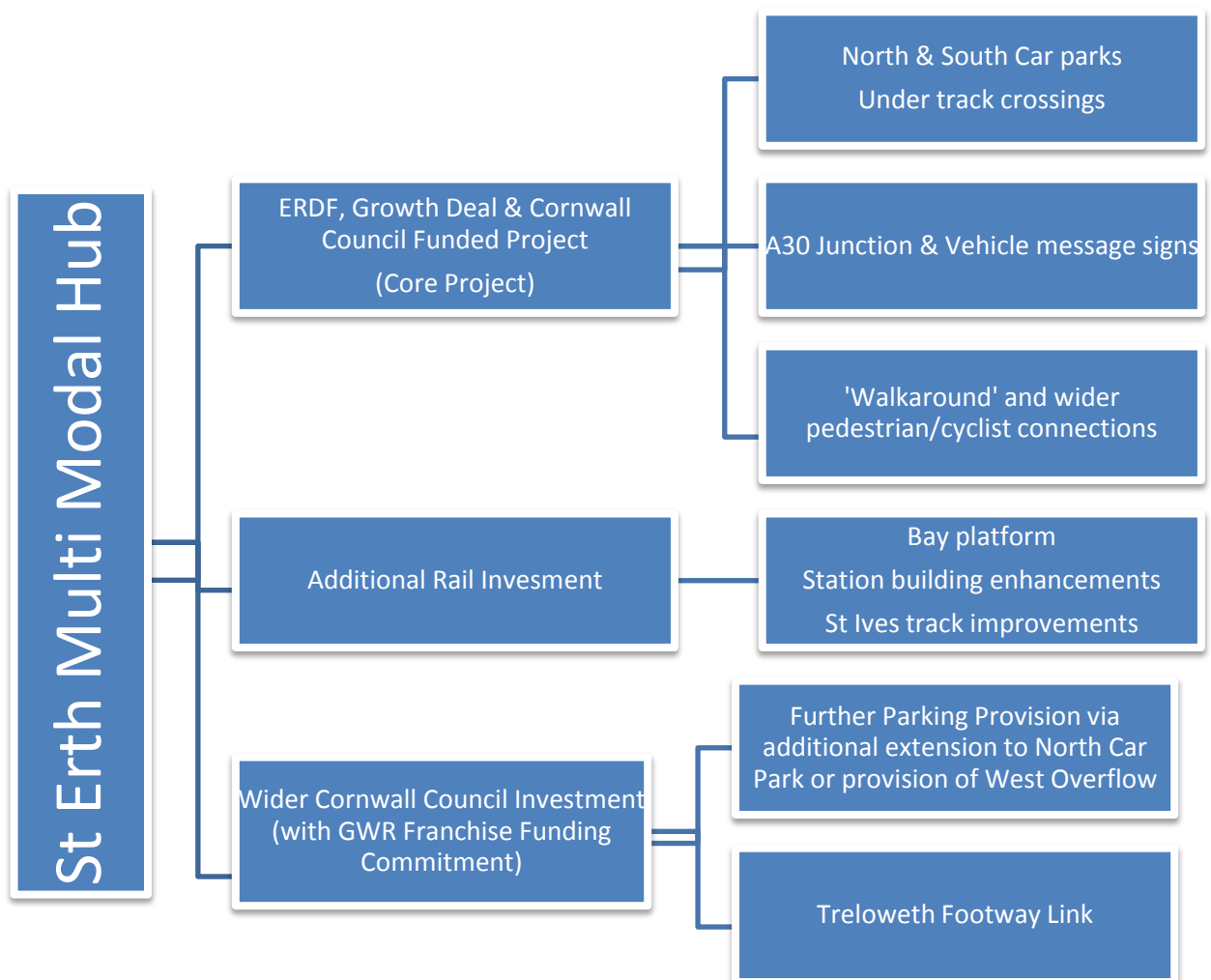
Wider Cornwall Council Investment approx. £2m (£1.966m Growth Deal funding and £0.4m council match with GWR franchise funding commitment)

- Further extension of North Car Park (subject to land purchase) or provision of an overflow (West) car park for additional parking. Increases potential spaces to 675 or 730 (dependant on option brought forward and final design).

- Treloweth Footway Link– providing a safe pedestrian footway connection to St Erth Village. New/enhanced signage directing cyclists through St Erth Village as an alternative route to the A30 for onward travel to Marazion and Penzance connecting to the existing National Cycle Network Route 3.

The inter-linked elements of the St Erth project are shown below:

The St Erth Project was recognised as a key transport project in the Strategic Economic Plan and was awarded funds through the Cornwall Local Growth Deal. It is one of a number of rail schemes targeted to achieve an increase in rail patronage and assist in meeting the targets above.



The St Erth 'Hub' services both mainline and branch line rail services and builds opportunities for bus operators to call directly into the site. It provides sufficient parking provision to offer an effective park and ride facility encouraging sustainable travel for work, health, education, shopping and leisure.

Pedestrians are able to access the St Erth station from bus stops outside the station which supports the integration of journeys linking bus and rail. The separate Cornwall Council plans for the extension of the County's network of cycle trails support integration with cycling and walking on the nearby South West coastal footpath.

3. Project Progress

3.1 Site development work

As noted in Section 2 – Project Context, the objectives were to develop the area around St. Erth railway station as a strategic Multi Modal Hub serving West Cornwall by connecting the Cornwall rail mainline, A30 Trunk road, St. Ives rail park and ride service, the strategic Cornwall bus network and support adjacent employment space. The hub would help to address the congestion linked with the local 40% increase in traffic volume during the summer months which results in lengthy queues along the A30 trunk road and within the towns of Hayle, St Ives and Penzance and the neighbouring villages. The scheme is also enhanced by improvements to train frequency and capacity enabled by the Mainline Signalling project (also an ERDF project), which have been implemented with the May 2019 timetable and will be further enhanced with the introduction of the December 2019 timetable which enables two trains per hour in each direction to run between Plymouth and Penzance and supports the nine trains each way per day increase over the pre-ERDF investment frequency.



Map 3.1.1 – Site Overview of large South car park, the smaller North car park and the entrance / exit road to the A30, with railway tracks between the South and North car parks

Work on the St Erth project started in 2016 and was originally scheduled to be completed by autumn 2018. By Autumn 2018 the new North car park (at the top of Map 3.1.1) was partially opened with 72 spaces to replace the original small station car park, work was progressing on the A30 junction and earth preparation for the main South car park. The A30 traffic light installation and associated re-alignment of the junction was completed in March 2019, and the North car park was opened fully with 94 spaces, including 10 designated as disabled bays (N.B. the number of disabled spaces was increased to 10, reducing the total number of spaces from the initially planned 100). The 440 spaces in the main South Car Park (at the bottom of Map 3.1.1) were opened on 1 June 2019. The car park was formally taken over from the contractors on 3 June 2019 and the Take Over Certificate is at Appendix 1 along with the As-built general arrangement plan. Formal completion was due by the end of June but was delayed due to some minor issues and is now expected to take place before the end of September 2019.

Other features incorporated into the finished St Erth project include:

- Cycle shelter for storage of cycles;
- 2 rapid electric car recharge points and 4 semi rapid recharge points;
- CCTV coverage of both car parks, the entrance and exit roads and station forecourt;
- Signage with electronic information on the number of available parking spaces in each car park;
- Bus stop in front of the station, replacing the A30 stops;
- New shallow ramp from the North car park to the North station platforms serving the St Ives branch line and the Plymouth direction main line;
- New ramp from the South car park to the Penzance direction main line platform; and
- Landscaped attenuation pond and landscaping around the site.

Some photographs of the completed works are at Appendix 2 and photographs of the post-completion ERDF plaques are at Appendix 3.

3.2 Project changes

The delay in the completion of the St Erth project from the autumn of 2018 to June 2019 was due to a number of unexpected and unforeseen matters. These matters have resulted in 263 Compensation Events being proposed and agreed, and have added additional costs. The principal changes and challenges were:

- There was an initial 3 months delay because of issues with the tender process and appointment of the contractor. This was due to a combination of circumstances including a complex tender, internal resource issues and difficulty in obtaining approvals.
- The replacement of the under track crossing to carry services and surface water drainage under the railway with an upgrade to the existing drainage system in Treloweth Lane/Station Approach in the form of tanks under the entrance road to the North Car Park;
- Replacement of the originally proposed walk around footway with a proposed new bridge over the tracks which includes a lift for people with limited mobility, which is being undertaken as a non-ERDF project as it could not be completed within the lifetime or budget of this project;
- The presence of Japanese Knotweed in the South car park;
- Ground contamination;

- The location of disused mine shafts adjacent to the railway lines;
- Listed building consent for the construction of a ramp from the station to the car park; and
- Legal agreement issues which prevented the main contractors having access to the North car park and station approach between May and October 2018

The Project Change Requests relating to the delay in completion are set out below:

Milestones as set out in the grant funding agreement and as varied by Change Requests						
Start date	Financial Completion Date	Activity End Date	Practical Completion Date	First Grant Claim Date	Net Revenue Report	Final Grant Claim Date
6.8.15	30.6.18	31.3.18	31.3.18	30.6.16	31.7.18	30.9.18
PCR 1	30.9.19	30.11.18	30.9.19	30.12.17	31.1.20	30.9.19
PCR2	30.9.19	30.6.19	30.9.19	30.12.17	31.1.20	30.9.19

Table 3.2.1 Milestones and Change Requests

Further detail on the principal changes and challenges are set out below:

Water Drainage from North Car Park:

The original design was for surface water from the site to be drained from the North car park and station approach area by a channel under the railway lines to join the main South car park drainage. On further investigation and discussion with Network Rail it became clear that the indemnities for going under the railway line would be substantial and place the project at risk. An alternative solution of placing large attenuation tanks below the North car park approach road was then devised. The tanks, which are 1.6 metres deep internally and around 30 metres in length, were installed by November 2018, after which the North car park road over the top of the tanks could have its tarmac surface laid.

Pedestrian Walkway:

Currently passengers with impaired mobility who are unable to use the old footbridge across the railway have to travel to Penzance in order to return to St Erth on the right side of the station to exit the station or access the St Ives branch line. The original design included a proposal for a pedestrian walkway from the South car park along Treloweth Lane to the main station entrance. In June 2015, Cornwall Council re-consulted with DisAbility Cornwall to gather views on the walk-around proposals which provide pedestrian access from the southern car park to the station. Two options were presented; the shortest route was 250-270m but required a lot of turns and rest points due to gradients, and the second option was 400m providing a longer route but on a flatter gradient. Whilst not completely dismissive of the proposals they recognised it was by no means ideal. Key concerns with the proposals presented included:

- Distance end to end too long, hard for people in wheelchairs either on their own or being pushed, no protection from wind or rain
- Feeling of safety next to road

Whilst some measures could have been added to the design to alleviate concerns it would not have been possible provide a shorter route than those proposed or DDA gradients for the whole of the route. DisAbility Cornwall's Focus Group favoured replacement of the Victorian footbridge with a new bridge that would incorporate a lift. This major change could not be accommodated within the existing budget or timescales. The bridge replacement is being funded as a non-ERDF project and should be completed in 2020-21. The old Victorian bridge which is Grade 2 listed will be dismantled and moved to a steam railway in Wales.



Photo 3.2.1: the Victorian Foot Bridge at St Erth Station

Japanese Knotweed:

The Japanese Knotweed problem required a change to specifications to bury the weed in a lime mixture below the South car park tarmac. This was an innovative solution to reduce the environmental impact and it contributed to the achievement of a DCRG Gold Award under the Considerate Contractor Scheme. Also contributing to the project's environmental impact, around 60 slow worms (a species at risk) found on one part of the site were moved to a protected green area at the other end of the site, and new landscaping, including a dry stone wall in local mined Cornish stone, was built along the South car park access road.

Contamination:

Significant contamination issues from old mining and industrial activity were identified during site surveys and clearance works. This required additional time and investment to remove and treat the contaminated material.

Disused Mines:

The disused Treloweth mine located to the south of the station produced nearly 6,500 tons of copper in the years from 1812 to 1866, with shafts and tunnels around the proposed site of the South car park. Before work started on the South car park survey work identified the location of the majority of the shafts and tunnels, but during the land excavations additional historic mining activity and associated hazards requiring remediation were identified.

4. Project Delivery and Management

4.1 Contracts and project management

Cornwall Council was responsible for delivering the Core Project (ERDF funded), but the Council's team was supported by a range of partners and stakeholders to ensure delivery of the overall benefits and results. Cornwall Council appointed a professional team to work on this project both in house and through tendered services in order to manage the scheme delivery effectively. The contractors included:

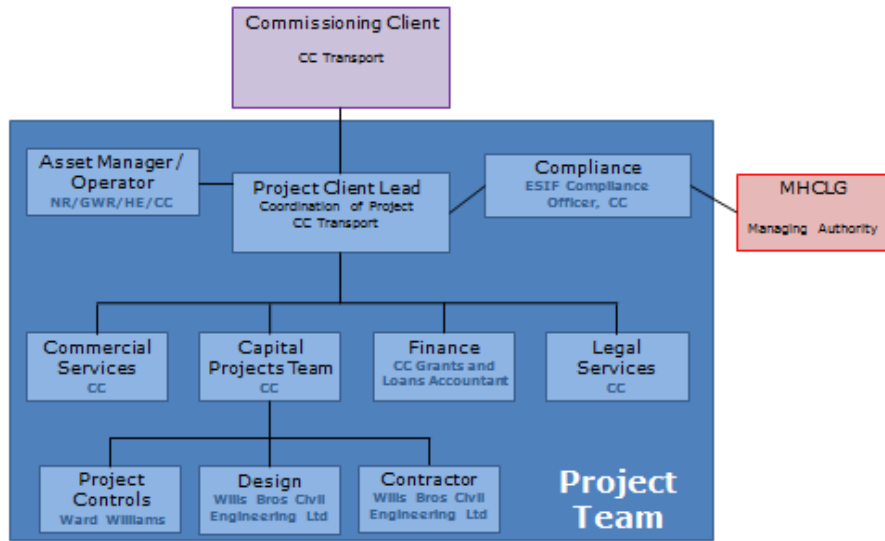
- Wills Bros Civil Engineering – principal contractors for site works;
- Ward Williams Associates – project management and control;
- Network Rail – track infrastructure;
- South West Water – drainage, sewage and water supplies;
- Highways England – A30 Junction Improvements;
- Western Power Distribution – Electrical supply diversion and re-routing;
- BT / Vodafone / Virgin Media – Telecommunication infrastructure.

Additional rail investment by Network Rail and Great Western Railway did not form part of the ERDF funding nor assist with the delivery of the programme outputs. They are strategic partners rather than Delivery Partners.

All early design work was undertaken by Cormac Solutions Ltd, the Council's Regulation 12 Company (Public Contracts Regulations 2015). Costs associated with this were treated as ineligible, as they related to work undertaken prior to 6 August 2015 and were necessary to confirm the St Erth project was feasible.

The delivery structure for the St Erth Project is set out in the following slide:

Cornwall Council Projects – ERDF Roles & Responsibilities



The following roles are responsible for the identified key tasks that extend to ensuring the submission of associated audit files to the central audit area. All to be in accordance with ED&C's ERDF Compliance Advisory Note. See overleaf for review timetable.

Project Client Lead (Project Development Stage) – Outline & Full ERDF applications, pre-contract ERDF conditions, evidence of match funding, control of land, state aid approach, scoping of cross cutting themes, corporate approvals, commissioning stage procurements (including internal costs such as Capital Projects & procurement strategy for contractor / operator) and publicity up to & including funding agreement.

Project Client Lead (Project Delivery Stage) – Post contract ERDF conditions, ERDF Project Change Requests, governance of cross cutting themes to project completion, procurement of any operator, publicity up to & including project handover to Asset Manager or Operator, delivery of Outputs (including Summative Assessment) & co-ordination of audit visits up to project handover.

Asset Manager / Operator – State Aid monitoring requirements, operational governance of cross cutting themes, operational publicity, monitoring & evaluation (including any statutory monitoring eg. environmental) and co-ordination of post-handover audit visits.

Delivery Partners – As agreed via Partnership Agreement.

Commercial Services – Above OJEU threshold procurements (project development and delivery stages).

Capital Projects – Contractual delivery of cross cutting themes, relevant statutory approvals, project controls, internal resource costs (HR letters, JD's & detailed timesheets), framework & below OJEU threshold procurements, delivery of contractual outputs and attendance at audit visits.

Finance – Claims and audit.

Legal Services – Control of Land, State Aid Report & Procurement advice if required.

Project Controls – As agreed via Framework Appointment.

Contractor – As contracted.

ED&C Assigned Compliance Lead – Establish audit file location/structure/access rights, provide compliance guidance, peer review key documents* (prior to submission or signature) & audit files, single point of contact with DCLG following signature of funding agreement up to project closure and attendance at audits.

*Key documents include outline/full applications, condition submissions, funding agreement, procurement documents, project change requests, claims and audit forms.

Cornwall Council had procured a framework agreement that was designed to enable the Council to have access to all of the design, commercial, project management and other services necessary to support and deliver construction and civil engineering projects. The framework agreement was used for the procurement of Project Controls (Lot 1), with the call-off process based on the NEC3 Professional Services Contract with specific Employer's Amendments.

Five Lot 1 suppliers were appointed to the framework on 17 July 2014 following a full OJEU compliant tender process. The suppliers under the framework were:

- EC Harris
- Mace
- Currie and Brown
- Provelio
- Ward Williams Associates (WWA)

Following the managed bidding process the contract for Project Controls was concluded with Ward Williams Associates. In accordance with the Memorandum of Agreement dated 4th September 2015, Ward Williams assumed full responsibility for the governance and management structure over delivery having successfully bid for the site management contract covering the supply of specialist project managers, surveyors, engineers, clerk of works and architects for pre-construction, construction and post construction phases. The initial contract with Ward Williams was valued at £735,000.

The Ward Williams Associates Project Manager led on the development of the Design and Build Contractor Procurement and associated documents and acted as the overall Project Manager for the scheme on the Council's behalf managing both the design and construction programme and the contractor. The Council's Capital Projects Commissioning Team remained responsible for placing the contract and ensuring adherence to the clauses within.

In summary the tender process including the Contract Notice and Construction Contract Invitation to Tender (ITT) documentation went live on the 13th September 2016 via the Cornwall Council Due North electronic tendering portal. This portal was then used by the contractors to download the ITT, raise clarifications during the tender period and submit their tender. Following extensions to the tender period of two weeks and 4 days, on the 2nd December 2016 at mid-day the tendering period closed by when tenders had been received from the following companies:

- CORMAC Contracting Ltd.
- Wills Bros Civil Engineering Ltd.

In accordance with Cornwall Council procedures a price / quality evaluation commenced to determine the Most Economically Advantageous Tender (MEAT). A review of the tender submissions revealed that Wills Bros Civil Engineering Ltd. (Wills Bros) scored highest in both the quality and price evaluation. The price submission that formed 40% of the overall tender assessment was £4,517,686 which was £3,074,853 or 40% lower than the Pre-Tender Estimate for construction cost excluding Optimism Bias. Only one other tender was received which was significantly higher at £7,382,685. The Wills Bros quality submission was scored 47.43% of the possible 60%. That produced a total score of 87.43%.

The lower than anticipated tender submission resulted in the forecast overall expenditure being reduced to £11.234 Million. Wills Bros were appointed as the main contractor for the project scheme on the basis that they submitted a valid tender which passed the required assessments and represented good quality and was the most economically advantageous tender.

Under the project direction of Ward Williams, Wills Bros have been principally responsible for the detailed scheduling of the works, the procurement of materials, undertaking the improvement works, and for handing over the commissioned works to Cornwall Council. The contract with Wills Bros, valued at £7.0 Million, was signed on 20 April 2017 as an Agreement by Deed with the following scope

“The works comprise the provision of approximately 440 new car parking spaces to the south of the station and approximately 100 part replacement (reconfigured) and part new car parking spaces (72 existing spaces) to the north of the station with associated infrastructure. The works also include a pedestrian ramped access from the south car park to platform level, improvements to the station forecourt and amendments to the existing junction on the A30 Trunk Road.”

Wills Bros have substantially completed the work in accordance with the contract and Cornwall Council took over the site on 3 June 2019 as cited in section 3.1 above.

4.2 Risk management

The Council accepted the risk associated with the need for additional works under Compensation Events and acknowledged that any additional costs would fall outside the ERDF project.

Risk management was integral to the management of this scheme. A full detailed Risk Register was maintained throughout the project and was updated on a regular basis as part of the Project Control undertaken by Ward Williams. Risks were monitored, updated and escalated through monthly meetings, with mitigation plans developed for the principal risks. The principal risks identified at the start of the project are set out below.

Table 4.2.1 Risks and Mitigation

Risks Description	Owner	Probability (1-5) 5 high	Impact (1-5) 5 high	Mitigation
Programme delay and costs due to late changes and compensation events	Project Manager Ward Williams Associates	3	3	Develop appropriate tender specification and maintain a risk register to be discussed at project meetings
Late procurement of UTX services, delays construction of southern car park	Ward Williams Associates	3	3	Establish specialist items required as key risks and negotiate with NR about delivery early into the programme
Delays due to damaging services (A30)	Contractor (TBC)	2	2	Early statutory undertakers involvement with clear scope of work and programme agreed
Statutory undertakers fail to complete diversions works within agreed timescales, delaying other works	Contractor (TBC)	3	2	Early confirmation with statutory undertakers, dig trial trenches to confirm locations
Delay to programme due to bad weather	Contractor (TBC)	2	1	Programme sequence of works to suit likely weather during the construction phase. Add time into the contingency programme
Unforeseen ground conditions	Contractor (TBC)	2	2	Undertake a comprehensive GI

Risks Description	Owner	Probability (1-5) 5 high	Impact (1-5) 5 high	Mitigation
				survey, check historic records
Utilities, inaccuracy of estimates for diversions and associated construction cost estimates	Contractor (TBC)	2	2	Undertake utilities enquiries and establish any need for diversions including costs and programme
Failure to agree land and technical agreements with NR and GWR	Project Manager Ward Williams Associates	2	3	Initiate Heads of Terms with Legal, Property, NR and GWR regarding lease arrangements early into the programme
Failure to secure ERDF funding to support project	Cornwall Council	2	5	Review of elements which can be brought forward with confirmed funding scheme scale would be reduced or potentially abandoned altogether
Failure to expend ERDF money before March 2018	Cornwall Council	2	4	Ensure claims are made as early as possibly utilising ERDF funds prior to other funding sources to ensure an early spend
Failure to get contractor on board through procurement process	Capital Projects Commissioning Team	2	5	Ensure appropriate tender route selected to open the opportunity up to the wider market in a clearly defined manner
Obtaining required land to deliver "Walk-Around" solution	Capital Projects Commissioning Team	2	2	Engagement with land owner underway and seems happy in principle but Council has an alternative solution providing access to southern platform, if this cannot be obtained.

4.3 Financial outcome

As noted in Section 2.2, the initial ERDF forecast was for the core project to cost £10.095 Million, split between Capital and Revenue as shown below:

Table 4.3.1 Expenditure and Budget

Expenditure	Budget	Claimed to date	Balance
Building	£9,140,267	£8,884,842	£255,425
Fees (Capital)	£759,530	£759,530	£0
Salaries (Revenue)	£195,203	£171,609	£23,594
Total	£10,095,000	£9,815,981	£279,019

4.4 Community and stakeholder feedback

The Summative Assessment Guidance invites comments on how project activities are perceived by stakeholders and beneficiaries and what their perceptions of the quality of activities / delivery are. In this respect the project has been widely publicised in the local area to ensure that the local community were aware of the proposals before construction started, and were then kept informed of progress during the construction phase. Events have included:

- 2011 Questionnaire on options for a proposed transport inter-change at St Erth;
- Special public meetings on the proposals and potential options for the St Erth car parking held in St Ives and St Erth in 2014;
- Focus group and a briefing on the proposed plans at the St Erth Parish Hall in 2015;
- Briefing on the proposed plans to St Ives Town Council in January 2016
- A construction safety themed awareness talk at St. Erth Community Primary School, which is located in close proximity to the site, in 2017 and followed with a poster competition to reinforce the learning and to encourage the students to reflect on what they had been told during the visit.
- On 4th September 2017 and 21st May 2018, Ward Williams Associates attended meetings in Hayle to present and answer questions from the St.Ives Community Network Panel, with around 20 attendees at the first event and 40 on the second occasion.

The opening of the St Erth Interchange on 1 June 2019 was publicized on the Cornwall Council website (see the screenshot in Appendix 4). It was also covered by the local press in West Cornwall and on the Cornwall Live website, with many of the reports quoting the Cornwall Council website notice. This publicity also generated social media commentary. The local press coverage includes statements from Cornwall Council and Great Western Railway. The St Ives Times & Echo on 7 June 2019 quoted Geoff Brown, Cornwall Council cabinet portfolio holder for Transport:

“We want to encourage local residents, visitors and commuters to use public transport to travel to work, and for health, education, shopping and leisure rather than using their cars. We are working hard through our One Public Transport Scheme for Cornwall to provide a joined up public transport system across rail, bus and ferry services to provide regular, convenient, reliable transport for residents and visitors”.

Similarly, the GWR Director of Operations was quoted in the same report:

“With this work being completed the new Park and Ride can be opened, providing greater opportunity for road users to switch to more sustainable transport with better integrated rail and bus facilities.”

Social media commentary, which was also reported in the local press and on Cornwall Live, has focused on two issues; the operation of the new traffic lights at the A30 junction and First Kernow buses timetable issues. Local residents and commuters claimed that the new traffic lights were causing additional congestion and tail backs in both directions on the A30. In relation to the new traffic lights, the St Ives Times & Echo reported, “It’s now caused tailbacks to Crowlas and on the Hayle by-pass”. This report did not include any reference to the number of serious accidents on the junction before the new lights were installed (as to which please see section 6.2 below), or the risk that the increased traffic would otherwise have resulted in more accidents in the future. Social media commentary also alleged that First Kernow bus routes to and from Penzance were not all entering the new Park and Ride to stop outside the station as this was adding four minutes onto the journey. First Kernow clarified that Sunday and evening services were using the new bus stop, however, other services would continue to stop on the A30 until a new timetable could be introduced (which is understood to be in the autumn this year). The reports also confirmed that, from 1 June 2019, National Express services had moved to the interchange outside the station.

5. Project Outcomes and Impact

5.1 ERDF output and objectives

Project specific objectives as stated in section 3.4 of the full application included:

- Improve capacity of the A30 junction (Station Approach)
- Improve parking facilities for all rail users, improving the public transport experience and encouraging additional patronage for rail services, supporting the viability of rail provision in Cornwall
- Support the development of improved mainline services (two trains per hour), complementing another key transport project seeking ERDF support (Mainline Signalling Investment Priority 7a) collectively increasing patronage for the mainline services (Paddington to Penzance)
- Improve parking facilities and public transport access for commuters to St. Erth employment areas, supporting the viability of wider allocated areas for employment and attracting private sector investment
- Support on-going growth of for St. Ives branch line service through service timetable efficiencies and building a case for future additional rolling stock to accommodate future passengers and tackle overcrowding during the seasonal peaks
- Encourage the full development of a strategic employment site around a transport interchange that will be complementary to town strategies in West Cornwall (privately owned undeveloped brownfield land, subject to access creation)
- Provide opportunities for bus operators to call directly into St Erth Station as opposed to stopping on the A30, improving the integration of public transport accessibility for those without private car transport
- Increase modal shift from car to non-car travel for business commuting and leisure purposes
- Facilitate through ticketing options that will cover parking, train travel and onward bus travel

Encouraging users to join the service at St Erth is expected to enhance the ability for the service to run an efficient half hourly service on the St Ives branch line reducing delays and cancellations, which should greatly benefit all existing/future users of this service. The Network Rail work to remodel the branch line platform in May 2019 was designed to help safely manage the anticipated rise in passengers. A key part of the St Erth hub is Platform 3 which serves branch line trains to St Ives.

The Cornwall Integrated Transport Network project (funded by Growth Deal) and future proposals through the Cornwall Devolution Deal will improve the quality of the bus network. While the specific details of these initiatives are still in development, one of the key aims is to improve integration with rail.

5.2 CEEQUAL and the cross-cutting themes

The verification meeting for CEEQUAL took place on 08 July 2019. The meeting was reported as very positive and the assessor's forecast is that the project should meet the Very Good requirement (see below).

Section	% Score
Section 2	69%
Section 3	93%
Section 4	88%
Section 5	80%
Section 6	81%
Section 7	69%
Section 8	31%
Section 9	88%
Section 2-9 score after scoping	4192
Section 2-9 assessment score	2919 (69.6%) VERY GOOD

After the verification meeting the online portal has to be finalised and the verifier undertakes a full review. Ratification will be undertaken promptly thereafter with certification expected in early September.

The former Lelant Saltings Park and Ride site had no disabled facilities and no disabled access onto the small platform. The new St Erth site includes 10 disabled parking bays in the North car park and an additional 26 disabled spaces in the South car park and, whilst there is currently no direct disabled access from the South car park to the eastbound mainline and St Ives branch line, there is a regular bus operating a free shuttle service between the South car park and the main station building giving access to the eastbound mainline and St Ives branchline and also a drop off facility adjacent to the station and North car park, enabling a disabled passenger to be dropped off for access to the east bound and St Ives platforms. In addition, there is a disabled toilet facility at St Erth, whereas none was available at the old Lelant site.

A cross cutting themes review took place on 27 June. This was commissioned from a cross cutting themes specialist with Cornwall Development Company (one of the Council's Regulation 12 companies). Her full report is awaited but she has provided the following summary:
"On the whole it is a great project from a CCTs point of view, but there are a few areas where further formal assurances should be sought or improvements made." The features which contributed to this conclusion are summarised below:

Good/great CCT features

- Large accessible pedestrian ramp at the south car park, with seating at resting points and space allocated for wheelchair users to rest or for parents with buggies
- Stepped access adjacent to the ramp (a great alternative for people who find steps more suitable than a long ramp)
- Corduroy paving used at the south car park ramp and steps
- The inclusion of pedestrian crossing points across south car park
- Accessible parking provision
- Shuttle bus between rear car park and station entrance to meet the needs of disabled users
- Retention of trees
- Planting on gabion baskets
- Retention pond is great for wildlife

Two issues were identified for remediation and these are under discussion with Project Controls:

- Where the hand rails on the ramp meet their end points there should be ridges on the underside of the rail to show users that the end of the rail has been reached. Also tactile paving should be placed at the end of the rails too.
- Where the tactile paving close to the north car park meets Station Approach it also meets the filter lane which someone who may not be able to see very well may not be aware of

5.3 Achievement of the output and objectives

The Logic Model and the statement provided to MHCLG at the Project Inception Visit proposed a number of metrics to assess the outcome of the project. These metrics have been reviewed and updated by the Project Team to develop a realistic set of metrics against which data will be collected over a three year period from 2019 to 2022. This period is necessary to take into account the frequency and timing of data publication. Appendix 5 sets out in detail the original metrics proposed in the Logic Statement and Project Inception report and the updated proposal for data collection over the next three years. In summary the metrics against which data will be collected are:

- 2% annual increase rail journeys (branchline) until scheme delivery then 5% thereafter. Monitoring to take place until March 2020;
- 2% increase in footfall at St Erth (for 3 years following project completion);
- 3% increase in annual parking at St. Erth (for 3 years post scheme implementation) – allowance to be made for Lelant displacement;
- 3% passenger journeys for St. Erth on the mainline (post scheme implementation);
- Monitor the impact on vehicle flows using the A3074 through Lelant Village (St Ives bound) annually for 3 years post scheme implementation;
- 2% increase in pedestrian and cyclist movements to station/St Erth Village per year for 3 years post scheme implementation
- 2.5% journey time saving time (in the peak periods) on A30 between Hayle and Newtown roundabout annually for 3 years post scheme implementation (delays/congestion); and
- 2% increase in pedestrian and cyclist movements to station/St Erth Village per year for 3 years post scheme implementation.

6. Project Value for Money

6.1 Value for money introduction

The St Erth project should enhance the capacity, attractiveness and commercial viability of public transport, attract new business and inward investment, secure further improvements at St Erth Station from private transport operators and reduce the high dependence on private car transport which is prevalent in West Cornwall. As noted in the previous section, due to the time required to realize the benefits, at this point in time, when the Multi Modal Hub is just being handed over from the contractor to the operator, there is an absence of data to support the expected benefits.

Specifically the direct benefits from the St Erth project, demonstrating added value for money include:

- Improved accessibility for A30 traffic;
- Improved integration between bus and rail (which was not possible at Lelant Saltings);
- Improved links to cycle paths and cycle storage facilities;
- St Ives Park and Ride passengers having access to a staffed station, with good amenities such as a café and shop, toilets and baby changing facilities, CCTV, ticket machines and customer waiting areas; and
- Improved access and facilities for disabled users ; although these are currently limited due to the inability to deliver a lift across the railway track as part of this project there will be further improvements when the wider project has also been delivered.

By virtue of its location where the London to Penzance mainline, the St Ives branchline and the A30 trunk road linking Cornwall with the rest of the UK, all intersect, St Erth acts as a new Multi Modal Hub for public transport facilities that are commercially self-sustaining. It creates conditions for public transport to operate successfully, with scope for expansion where required. This key project complements the Mainline Signalling project, which sees two trains per hour operate on the mainline from 2019. Together, these improvements are realistically expected to increase the attractiveness of rail travel as an option, with a resultant uplift in passenger demand. The improvements future-proof St Erth to enable the facilities to support future predicted increases in the number of people using the hub.

6.2 Value for money detailed assessment

Set out below are details of each of how the St Erth project will act as a catalyst for the future development of St Erth and the surrounding areas:

Improved Connectivity:

The changes improve access to the A30 trunk road for vehicles emerging from Station Approach. Drivers previously could wait for very long periods for gaps in the main traffic flows. The introduction of the traffic light signals enables vehicles from Station Approach to emerge safely on to the A30 trunk road.

The changes also maximise opportunities to link into the existing pedestrian and cycle facilities. New pedestrian crossing facilities have been installed on the A30 junction with a central refuge point. These are wider than the old crossing facilities, provide enhanced safety and are considered the right level of provision given the limited pedestrian movements.

For cyclists, there is enhanced cycle storage and parking both in the station forecourt and in the South car park. In addition, the advisory cycle lanes on the East bound side of the A30 trunk road have been replaced by a shared use facility through the junction. Arrangements west bound remain largely unchanged. New signage helps guide cyclists using the facility to the cycle lanes on the A30 and to National Cycle Route 3 through St Erth Village.

A new shuttle bus service has been running since 1 June 2019 as a temporary trial service between the St Erth Multi-Modal Hub car parks via St Erth village to Hayle. St Erth Parish Council and local Councillors in Hayle have been keen to promote this shuttle bus because it fills a gap in services as not all trains stop at Hayle railway station. Additionally, the shuttle connects the North and South car parks (for which there is no charge) and addresses the needs of passengers with more limited mobility requiring motor transport between the two car parks enabling the foot bridge over the railway to be by-passed.

Cycle Routes:

Cycle Route 3 will be complimented by the proposed Bay to Bay 30km trail linking towns and villages across west Cornwall with a route which is looking to follow in the footsteps of the popular Camel Trail.

Cornwall Council states that the multi-use trail will be a “high quality walking and cycling link acting as a spine, connecting communities, attracting visitors and creating economic and cultural opportunities for West Cornwall”.

It adds: “The Bay to Bay multi-use trail builds on the proven success of the Camel Trail and the convenience of public bike hire schemes to create a 30km trail with bike hire hubs at a number of key locations connecting Mousehole, Penzance, Marazion, Hayle and St Ives and several small settlements.”

The council estimates that the Bay to Bay trail could be used by as many as 300,000 people a year. The Camel Trail attracts 424,000 visitors a year.

Under the plans there would be a Bay Bikes hire scheme which would use docking stations for people to hire bikes to use on the trail.

The project has been split into four phases, with the first running from Marazion to Mousehole. The second covers Marazion to St Erth, the third connects to Hayle and the last phase would connect to St Ives.

Cornwall Council is set to provide £1.6m funding for the first phase and is asking for £1.4m from the Government

A30 Junction Safety:

For many years the junction of the A30 and Treloweth Lane has been a notorious black spot for accidents. The station exit road is also on this junction. The funding has enabled the junction to be re-aligned, the gradient of the steep slope where Treloweth Lane meets the A30 to be reduced, and new traffic lights to be installed on the junction. In addition to all station traffic entering and exiting onto the A30 at this junction, it is used for all traffic, including many heavy vehicles, using the Cornwall Council Household Waste and Recycling Centre and adjacent waste re-processing site which is accessed from Treloweth Lane at the same point as the new South car park. The junction is a notorious accident blackspot; during 2014, 2015 and 2016 a total of 6 collisions were recorded involving one fatality and

one person seriously injured, and in 2017 three collisions were recorded with one person sustaining serious injuries. The collisions mainly involved cars attempting to exit from the Treloweth junction onto the A30. The fatality involved a motor cyclist attempting to cross the junction who was hit by a car. By addressing this problem, the project will directly contribute to a greatly reduced risk of fatal and serious collisions.

Employment Space:

The St Erth Multi Modal Hub is an 'enabler' project to support economic growth and development. The development actively supports the growth of strategic employment areas and complements existing town strategies in West Cornwall which includes the existing Industrial Estate adjacent to the station. There is great potential to achieve much more for the economy of West Cornwall, by utilising a location which enables increased access to, and use of, mainline rail services by offering a convenient place to park. There is future potential to develop a privately owned, undeveloped brownfield site (approx. 6.3 ha) adjacent to the Station Car Park. Whilst the St Erth project will not lead directly to employment and economic growth, the added value relates to enhanced capacity for new developments through improvements in public transport provision.

If access was provided to the undeveloped brownfield site the Multi Modal Hub would support the viability of the future business case development for industrial and office based employment (B2/B8 employment). The development would balance the existing dominance of tourism related development in that locality, i.e. retail, accommodation in the town centres.

Inward Investment:

Attracting businesses to West Cornwall is constrained without adequate transport infrastructure. The more the A30 becomes congested west of Hayle the more likely that development proposals for employment opportunities, such as at St Erth, Longrock and Penzance would be opposed at the planning application stage. This is due to concerns over the generation of additional traffic to the A30 corridor.

Provision of a transport interchange brings additional footfall within, and exposure to, the St. Erth Parish and associated development areas. This should serve as a catalyst, giving confidence to businesses to develop brownfield land near the station (subject to the creation of appropriate access). Development of this site could bring jobs and the nearby transport hub will offer all those developments links to sustainable transport options (both within Cornwall and further afield) and supporting travel plans. The St Erth Multi Modal Hub provides non-car travel options to reduce these impacts and enable developers to address any concerns through travel plans linked to the new infrastructure provision.

Green Benefits of Expanding Public Transport:

With widely dispersed development and a strong dependence on car ownership, it is not surprising that public transport is currently seen as a less viable alternative to the car, due to unreliability, lengthy journey times and a lack of connectivity with other services. The St Erth project addresses this perception and should relieve future pressures on growth and capacity. St Erth Station is at the intersection of the A30 trunk road, the rail mainline, St. Ives branchline and strategic bus services and consequently it is the ideal location for a viable modal interchange facility, providing travel choices which address barriers to labour mobility, reducing the over reliance on the car and the impact of high fuel costs on living standards. By encouraging both Cornish residents living and working in West

Cornwall and tourists to switch from travelling by car to train and bus, there will be reduction in harmful emissions from cars in the area.

Synergies Across Cornwall

The St Erth Multi Modal Hub complements the other eight key stations along the Cornish mainline. Penzance, Camborne, Redruth, Truro, St Austell, Par, Bodmin Parkway and Liskeard all function as transport hubs, offering sufficient parking and options to travel by train or bus. The St Erth project completes the network across Cornwall enhancing the County's offering to meet the requirements set out in Investment Priority 7c.

Disabled Facilities

See section 5.2 above.

6.3 Value for money conclusion

In summary the business and community users benefit from the project through:

- Significantly enhanced parking quality and provision at St. Erth station, including disabled facilities;
- Improved access between the A30 trunk road, rail mainline, branchline and strategic bus services;
- Improved operation of rail services and reduced congestion on the road network as a consequence of encouraging a modal shift to sustainable forms of transport;
- Improved public transport accessibility and attractiveness; and
- Improved connectivity both within and beyond Cornwall, supporting existing services and the proposed increased mainline services.

Whilst the above are the expected direct benefits of the St Erth project, there are likely to be consequential benefits for economic growth and development, and social and environmental benefits. No data is available to the independent assessor to support these consequential benefits but qualitatively, based on Cornwall Council's knowledge and experience of the County's economic and social development, there is a reasonable probability that the benefits will be realized.

The benefits for the economic growth and social development of Cornwall align with the sustainable public transport and the environmental aims of 'Connecting Cornwall 2030: Strategy, Strategic Goal 3: Respecting & Enhancing the Environment', and in particular the following Local Transport Plan Objectives & Policies:

- Objective 7: Make the most of opportunities to protect and enhance the environment;
- Objective 8: Minimise the use of natural resources and minimise waste;
- Objective 9: Sustainable access to Cornwall's environment.

And

- Policy 15: Procedures for construction, surfacing and maintenance to minimise and mitigate their environmental impacts;
- Policy 17: Priority to the management of existing infrastructure over building new;

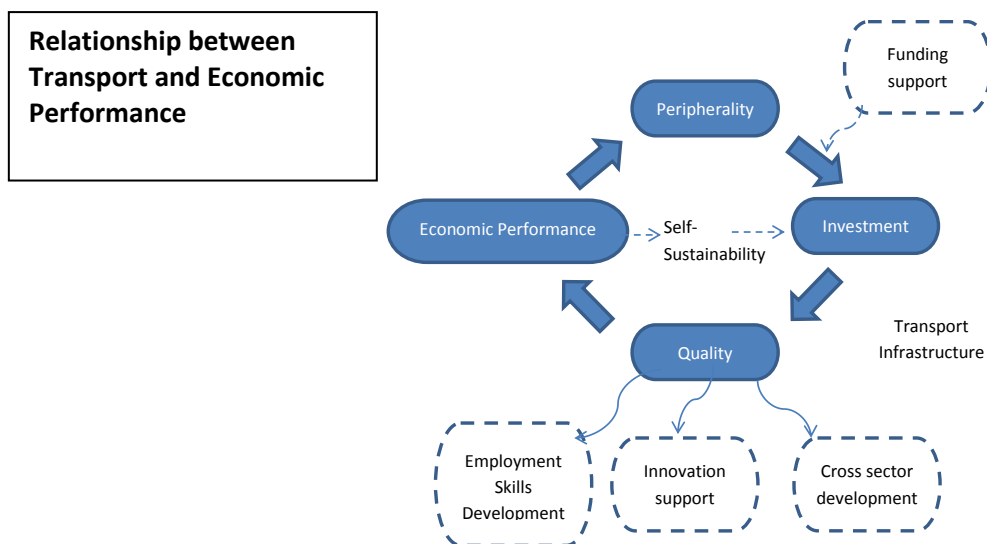
- Policy 18: Minimise the use of natural resources and minimise waste in planning, designing and delivery of transport infrastructure and services;
- Policy 19: Provide and maintain sustainable infrastructure and services to enable access to Cornwall's environment.

Cornwall Council is publicly committed to the achievement of these published objectives and policy goals.

7. Conclusions and Lessons Learnt

7.1 Conclusions

The projected benefits to communities in Cornwall set out in the 'Value for Money' Section of the report above', are predicted on the basis of the following model:



This model illustrates the rationale for Transport Infrastructure schemes to be an enabler for economic growth. However the direct links to individual jobs and investments are difficult to measure, and therefore difficult to show as monetised benefits for individual jobs investments and Gross Value Added (GVA).

7.2 Lessons learnt

Project Review

The Project conducted a Lessons Learnt meeting on 3 July 2019 with key members of the project team in attendance. The meeting was to discuss the involvement of both Capital Projects and Transport Strategy. The meeting concluded that the project suffered due to working with multiple partners' policies, governance procedures and interactions. Both the project budget and time taken to build have been exceeded, owing to a variety of factors to be set out below:-

Key Lessons Learnt

Key Issue & Impact	Action that was taken	Lesson Learnt
Opportunity to build Access For All bridge missed	Delayed engagement with Network Rail (NR) and Great Western Railway (GWR) meant a funding application deadline was missed	An earlier engagement would promote greater opportunities for funding
Outstanding design issues upon commencement of works owing to legislation within rail industry	28 day challenge process to designs delayed the commencement of works undertaken	A more streamlined system for raising design issues
UTX design incomplete at start of works	Lengthy discussions over distribution of risk	Design to be in place and agreed upon prior to works starting
Internal workings and policies of NR and GWR at times incompatible with Cornwall Council (CC)	Items such as south car park ramp required both GWR and NR approval	Prior to any works taking place a framework needs to be in place to try and synergise different working methods to improve synergy
Lack of Project Director	Greater number of decisions waiting to be taken to TIPB level rather than decided at an earlier stage	A Project Director in conjunction with the steering group would enable decisions to be made more quickly than at board level and having to wait for each board to reconvene monthly

The investment in the St Erth Multi Modal Hub involved the management and delivery of a complex construction project over a three year period between 2017 and 2019. Ultimately the project was delivered nine months later than scheduled (Planned: September 2018 and Actual: June 2019). This late delivery is down to a number of factors as detailed in Section 3.2. A number of the factors which contributed to the delay, including site contamination, Japanese Knotweed, the presence of disused mines and complications of a pedestrian path from the South car park could fall into the category of foreseeable events, which should have been identified by site survey early in the project. The other main contributors to the delay such as the dispute with Network Rail over the route for drainage water from the North Car Park and the legal disputes preventing contractor access to a large part of the site were more difficult to foresee. Project risk management had its part to play, with a number of the identified risks essentially crystalizing to become the issues noted above.

8 Limitations/Contact Details






This assessment was been conducted in line with the requirements outlined in the “Summative Assessment Guidance ESIF-GN-1-033 Version 2 and Appendices ESIF – GN-1-034 Version 2.” and in conformance with the International Standards for the Professional Practice of Internal Auditing. The findings are based upon the work carried out to date as detailed in the agreed terms of reference. The review and report in no way removes management’s responsibility for ensuring that the internal control and risk management arrangements are sufficient to protect the interests of the Council in relation to these projects.

For more information about this report please contact:

Chris Chandler

Principal Auditor - Internal Audit, Risk and Assurance | Cornwall Council

Appendix 1 – Take Over Certificate and As-built general arrangement plan

TAKE OVER CERTIFICATE (CI 35.3)		 
Project Description St Erth Multi Modal Hub	Ref Nr. 294485 Date: 3-Jun-2019	
TAKE OVER CERTIFICATE		Certificate Nr: KC/TO/001
To:	Contractor Buckley Hunt Company Wills Brothers Civil Engineering LTD Address 41 Charlton Street London NW1 1JD	
<p>1. Dear Sir</p> <p>You are notified under Clause 35.3:</p> <p>The Employer took over the whole of the works on the 1st June 2019.</p>		
Signed: 	Project Manager	Date: 03/06/2019
Distribution:	Other	
Cornwall Council Ward Williams Associates Wills Brothers Civil Engineering		
  European Union European Regional Development Fund		

Appendix 2 – Some photographs of the Completed Works

North Car Park



Bus Stop Outside the Station



Car Park Signage



South Car Park and Ramp



Ramp from South Car Park to Westbound Platform



South Car Park Walkway



EV Chargers in North Car Park



Cycle Rack in North Car Park



Appendix 3 – Permanent ERDF Plaques

North Car Park ERDF Plaque



South Car Park ERDF Plaque



Appendix 4 – Screenshot of hub opening announcement

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St Erth transport hub opens to the public

St Erth transport hub opens to the public

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European Union
European Regional Development Fund

Cornwall's first Multi Modal Hub at St Erth, which connects the main rail line through Cornwall with the A30, the St Ives rail park and ride and the bus network, will open to the public on Saturday, 1 June.

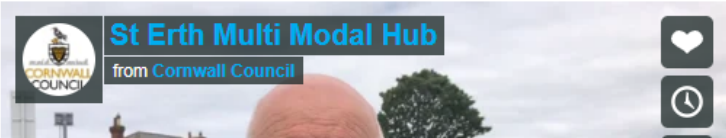
Part of Cornwall's ground breaking One Public Transport system, the aim of the new Hub is to reduce traffic congestion and delays on this key stretch of road by joining together rail, bus, walking and cycling facilities to encourage more people to travel by public transport.

With two new car parks with 516 parking spaces and charging points for electric vehicles at the station, the scheme, which has been developed in partnership with Network Rail, GWR and Highways England, provides a park and ride for both mainline trains and the branch line service to St Ives.

Bus operators will now be able to drive directly into the station to connect with train services, providing an important link to the increased rail services which started on 20 May and looking ahead to the new 30 minute train services which are due to come into operation in December.

The Hub also includes new pedestrian crossings, with an improved footway between the station and the village of St Erth, together with improved cycle and pedestrian facilities and cycle storage.

There is also a bid in for funding from the Government's Access for All programme for a future scheme to replace the current footbridge at St Erth with step free access between platforms and to the car parks.





"The opening of the new Hub is very good news for residents and visitors" said Geoff Brown, Cornwall Council cabinet portfolio holder for Transport. "We want to encourage local residents, visitors and commuters to use public transport to travel to work, and for health, education, shopping and leisure rather than using their cars".

"We are working hard through our One Public Transport Scheme for Cornwall to provide a joined up public transport system across rail, bus and ferry services to provide regular, convenient, reliable transport for residents and visitors. The development of the Hub is a key element of this scheme.

Glenn Caplin, Chief Executive of the Cornwall & Isles of Scilly Local Enterprise Partnership, said: "This is the latest project to benefit from a £36m package of investment secured by the LEP and its partners from the Government's Local Growth Fund to improve public transport in Cornwall. Better connectivity boosts our economy and means less reliance on the car in the shift towards a low carbon economy."

GWR Director of Operations Rob Mullen said: "We would like to thank passengers for their patience, as we have continued to modernise the railway in the South West.

"With this work being completed the new Park & Ride can be opened, providing greater opportunity for road users to switch to more sustainable transport with better integrated rail and bus facilities."

Andrew Page-Dove, South West Regional Director for Highways England, said: "We are working closely with Cornwall Council to improve transport connectivity within the county.

"We and other partners have been fully supportive of this sustainable public transport initiative, which will play a greater role in meeting both the existing travel needs within Cornwall and the demand forecast to be generated from planned growth."

Mike Gallop, director of route asset management at Network Rail, said: ""We are aware of the significance of the railway in Cornwall and we are proud of the role we play in keeping people moving and connecting communities.

"The St Erth transport hub is a step forward for commuters, residents and visitors and by working together with partner transport agencies it means travelling through Cornwall will be much easier.

"It follows significant investment in Cornwall on better signalling and new trains which means there are 4,200 extra seats everyday between Plymouth and Penzance."

The project is receiving £5.4m of funding from the England European Regional Development Fund as part of the European Structural and Investment Funds Growth Programme 2014-2020. It is also receiving £3.2m from the Government's Local Growth Fund through the Cornwall and Isles of Scilly Local Enterprise Partnership.

Story posted 31 May 2019

Appendix 5 - Projected Project Results and Proposed Monitoring

Result	Specific	Measureable	Agreed	Realistic	Recorded	Time-bound	Contextual Assessment 2019	Data Obtained
2% annual increase rail journeys (branchline) until scheme delivery then 5% thereafter. Monitoring to take place until March 2020.	Demonstrates that the strategic hub at Erth supports further growth on the branchline from 2017/18 tied to the delivery of the project	<p>Passenger Journeys (547,000 currently) baseline will be taken from 17/18 post implementation. Based on 2% uplift now to scheme delivery and 5%, passengers journeys could reach the following predicted targets:</p> <p>Figures (000's) 15/16 – 557.9 16/17 – 569.1 17/18 – 580.5 18/19 – 609.5 19/20 – 640.0</p> <p>Figures rounded to nearest 100</p>	Growth has been discussed with GWR and agreed that the targets seem sensible	Average growth in the rail industry is between 2-3% per annum and since 2009/10 the annualised growth on the branchline has been 2.18% per annum. A 5% uplift from 2017/18, tied to the delivery of the project,	A monitoring and evaluation plan will be developed and updated annually once information is supplied by FGW.	<p>There are 13 data periods in a calendar year (4 weekly) running from 01 April.</p> <p>Suggested that annual monitoring takes in September each year to allow for data collection and analysis to be completed</p>	<p>Changes:</p> <p>Result: Monitoring will be extended to 2022 to allow for the delay to completion.</p> <p>Specific: Date of 2017/18 is now 2019/20 due to delay in opening.</p> <p>Measureable Confirmed that data is per calendar year (Jan to Dec) not financial year.</p> <p>Baseline should now be 2018 due to delay in opening.</p> <p>Realistic Scheme was delayed opening so 5% uplift would be from 2020.</p> <p>Recorded FGW supply data to Devon & Cornwall Rail Partnership who provide this to Cornwall Council.</p> <p>Time-bound Data lag can be up to a year – monitoring will be done at the earliest opportunity upon receipt of data.</p>	<p>Actual:</p> <ul style="list-style-type: none"> 2013 – 518,828 2014 - 536,090 2015 – 519,315 2016 – 495,061 2017 – 512,668 2018 – 536,181 <p>The St Erth Branchline service has achieved 3.3% uplift between 2013 – 2018. Pre-scheme completion. Target achieved.</p> <p>The potential to uplift passenger journeys by 5% was linked to the project opening and will be monitored over the following years 2019*, 2020, 2021, 2022.</p> <p>*part year, St Erth MMH opening on 1st June 2019.</p>
2% increase in footfall at St Erth (for 3 years following project completion) Will make allowances for displacement from Lelant Saltings	Demonstrate that footfall within station rises as a result of the scheme	<p>Station Footfall</p> <p>Baseline TBC entries/exits in 17/18 data during site mobilisation</p> <p>18/19 – tbc 19/20 – tbc 20/21 – tbc</p>	Growth has been discussed with GWR and agreed that the targets seem sensible	Current car parking capacity limits footfall growth. Allowance has been made for growth to return over time from 2018 as extra car parking capacity is delivered and the strategy for the branchline is implemented	To be included in a monitoring and evaluation plan data is available from the Office of Rail Regulations or GWR	Suggested that monitoring could also take place in the month of September to allow collection, analysis and distribution.	<p>Changes:</p> <p>Measureable Project delayed opening so baseline should be taken as financial year 2018/19.</p> <p>Realistic Scheme was delayed opening so 2% uplift would be from 2019/20.</p> <p>Time-bound Data lag can be up to a year – monitoring will be done at the earliest opportunity upon receipt of data.</p>	<p>Actual</p> <p>2017/18</p> <ul style="list-style-type: none"> St Erth foot fall 261,664 Inter change passengers at St Erth 205,862 <p>Data for 2018/19 is not yet available from ORR.</p>
Increased frequency and regularity of services stopping at St Erth connecting to locations outside Cornwall	Demonstrates that StEMMH supported business case for two trains per hour on the mainline	Franchise timetable from December 2018 introducing up to 2 trains per hour on mainline services	Agreed with GWR/NR	Project is supported by NR and Growth Deal funding	To be included in a monitoring and evaluation plan, December 2018 is the target service introduction	Review in December 2019	There was a small delay to the timetable changes expected in December 2018. The new timetable was implemented in May 2019 and includes for two trains per hour on the mainline, but this is not currently clockface. It is anticipated that this will be included within the December 2019 change.	Data not applicable.
Re-development proposals at St. Erth Industrial Estate and other areas adjacent to Station	Demonstrates that StEMMH has enabled wider economic regeneration	Following a favourable outcome from ERDF, planning permissions submitted both outline and full would be an indicator that the scheme has provided market confidence	Cornwall Council officers can obtain this information	No target set since it would be difficult to justify – however, we will look at employment developments that advance following the	To be included in a monitoring and evaluation plan, planning permissions could be reviewed	Annual monitoring suggests start of each financial year.		During the pre-construction phase of the St Erth Multi Modal hub scheme a decision was taken to purchase this land to de-risk delivery. The land was utilised during construction as a site compound and staff accommodation and to ensure access for

				funding announcement or after scheme delivery	annually			<p>Network Rail to tracks and former tyre site was relocated and maintained. The land may in the future be utilised to create additional parking spaces should demand increase.</p> <p>It is now unlikely that this will be developed for any other purpose.</p> <p>No further monitoring suggested.</p>
3% increase in annual parking at St. Erth (for 3 years post scheme implementation) – allowance to be made for Lelant displacement	Demonstrates a growth in people utilising St Erth	Baseline will be in 17/18 data during site mobilisation 18/19 – tbc 19/20 – tbc 20/21 – tbc	Agreed to obtain data through GWR and their current car park operators APCOA.	This is a reasonable uplift given that growth in car park terms would be linked to both the mainline and branchline	To be included within the monitoring and evaluation plan and updated annually once information is supplied by FGW	Suggested that monitoring could also take place in the month of September to allow collection, analysis and distribution.	<p>Changes:</p> <p>Measureable Future monitoring will be extended to 21/22 to allow for the delayed project opening.</p> <p>Time-bound Data lag can be up to a year – monitoring will be done at the earliest opportunity upon receipt of data.</p> <p>Following the contractual negotiations with the Rail Operator it may not be possible to get parking figures direct from contracted parking company. The figures are not able for the 2017/18 period in full – future data will be dependent on alternatives methods to be agreed (under discussion).</p>	<p>Actual</p> <p>2017/18 – 71,414 tickets sold April 2017 to March 2018 (Lelant Saltings)</p>
3% passenger journeys for St. Erth on the mainline (post scheme implementation)	Demonstrates that the strategic hub at Erth supports further growth on the mainline	Passenger Journeys Baseline tbc in 17/18 during site mobilisation 18/19 – 19/20 – 20/21	Growth has been discussed with GWR and agreed that the targets seem sensible.	Average growth in the rail industry is between 2-3% per annum. A 3% uplift would be at the top of the industry average.	A monitoring and evaluation plan will be developed and updated annually once information is supplied by GWR	<p>There are 13 data periods in a calendar year (4 weekly) and run from 01 April.</p> <p>Suggested that annual monitoring takes in September each year to allow for data collection and analysis to be completed</p>	<p>Changes:</p> <p>Measureable This will no longer be collected Passenger journeys is not readily available for mainline services and subject to commercial sensitivity. This would not provide any further intelligence on the footfall data that will be obtained, which will indicate growth and this is readily available through ORR.</p>	
ERDF project is a pre-requisite for additional rail investment to increase operational efficiency on St Ives branchline negotiations of this work is ongoing.	Platform extension and potential for additional rolling stock (post 2018)	<p>Confirmation of platform completion due in 2017.</p> <p>Improved timetabling to provide efficiencies of half hourly timetable, linked to ERDF project completion</p> <p>Potential future rolling stock used on service to meet seasonal overcrowding</p>	<p>Platform development proposals underway</p> <p>Improved timetable efficiencies from scheme opening</p> <p>Potential for additional cars post 2018.</p>	<p>In progress</p> <p>GWR to agree through DfT</p> <p>Potential for this in redistribution on fleet in franchise period</p>	To be included in the monitoring and evaluation plan. Will be informed of progress regularly by GWR of each element	Report annually not dependant on a month.	<p>Changes:</p> <p>Measureable The platform completion was delayed; this was originally anticipated for completion during 2017 but was done in May 2019.</p>	<p>Actual</p> <p>Two trains per hour introduced on mainline in May 2019. Clockface service expected in December 2019 change.</p> <p>Date for additional rolling stock not yet known – delivery of StEMMH helps to provide the business case for its implementation, would be delivered by Rail Industry (not part of this project).</p> <p>Network Rail have confirmed that they are re-laying 2.5km of the St Erth branchline track from 2020/21, which will support performance and reliability.</p>
Monitor the impact on vehicle flows using the A3074 through Lelant	Reductions in vehicle flows would indicate that the scheme has	Baseline (two way traffic flow) – data to be taken during scheme mobilisation to establish current trend. Baseline will be 17/18 data during site	Agreed with CC monitoring officers that data collection	A downward trend in the context of background growth would show a positive	To be included with a monitoring and evaluation plan. Data will be	Vehicle flows could be considered in an agreed 'neutral'	<p>Changes:</p> <p>Specific: Monitoring to go onto 2022 due to delay in</p>	<p>Actual</p> <p>March 2018 Mean Flow (7 day) 7376</p>

Village (St Ives bound) annually for 3 years post scheme implementation.	encouraged car bound traffic visiting St Ives to switch to sustainable modes of transport. Site is monitored bi-annually but recommend that this becomes a permanent site from site mobilisation to 20/21 Figures to be reviewed in light of general background traffic growth.	mobilisation 18/19 – tbc 19/20 – tbc 20/21 – tbc	is feasible	impact for the scheme.	collected by CC officers from the automatic traffic counter.	and 'seasonal month. Months to be agreed, but will be monitored annually.	opening. Measureable Data collected as calendar years, baseline set as March and August 2018. Future monitoring will extend to 2022.	Mean Flow (5 day) 7652 August 2018 Mean Flow (7 day) 10969 Mean Flow (5 day) 11356
2.5% journey time saving time (in the peak periods) on A30 between Hayle and Newtown roundabout annually for 3 years post scheme implementation (delays/congestion)	Analysis of the Local Authority Traffic Master GPS Data (provided by DfT) could provide useful insight to the journey time savings achieved	Baseline will be 17/18 data during site mobilisation 18/19 – tbc 19/20 – tbc 20/21 – tbc	Agreed with CC monitoring officers that data collection is feasible	Data would need to take into consideration that the A30 past the station now is not signalised – but will be as part of the scheme	To be included with a monitoring and evaluation plan. Data will be collected by CC officers directly from the DfT website	Journey time could be considered in an agreed 'neutral' and 'seasonal month. Months to be agreed, but will be monitored annually.	Changes: Measureable Baseline changed to 2018/19 to allow for the delay in project opening. Future monitoring will be extended to 21/22. Data runs in academic years from September to August and becomes available from the following January so there is a 3-4 month time lag. Data collected will be a neutral month from April to June (mon-thurs).	Actual Data obtained 01/04/2017 to 30/06/2017 (see table 1.0 below)
2% increase in pedestrian and cyclist movements to station/St Erth Village per year for 3 years post scheme implementation	Demonstrates that the StEMMH has encouraged integration of other sustainable modes of travel	Baseline will be in 17/18 data during site mobilisation 18/19 – tbc 19/20 – tbc 20/21 – tbc Counters to be provided by contractor during site works	Agreed with CC monitoring officers that data collection is feasible	Given linkages from A30, provision at the site and alternative route through St Erth Village connecting to NCN3, this would seem a reasonable uplift.	To be included with a monitoring and evaluation plan. Data will be collected by CC officers directly from the installed counters	This could be monitored annually on a month by month basis.	Changes: Measureable Future monitoring will be extended to 21/22. Count not done in 2018/19 or 2019/20 due to construction. Schedule for June 2020, 2021 and 2022. Counters were not provided due to the open nature of the site accesses. Manual surveys will continue instead.	Actual 14 June – Cyclists 19 and pedestrians 278 15 June cyclists 21 and pedestrians 231

Table 1.0 Journey time (delay) - The delay is: [measured journey time] – [free flow journey time]. The free flow journey time is calculated from observations between midnight and 5am.

Link Analysed	Delay Seconds
A30 St Erth Roundabout to Treloweth Lane (Waste Site junction)	5.17
A30 Station Approach junction to St Erth Praze (via St Erth Village)	30
Treloweth Lane (Waste Site junction) to A30 St Erth Roundabout	12.97
St Erth Praze to A30 Station Approach junction (via St Erth Village)	30.5
A30 St Erth Roundabout to Treloweth Lane (Waste Site junction)	16.51
A30 Station Approach junction to St Erth Praze (via St Erth Village)	51.75
Treloweth Lane (Waste Site junction) to A30 St Erth Roundabout	40.19
St Erth Praze to A30 Station Approach junction (via St Erth Village)	117.69
A30 Loggans to A30 Cannons	32.45

A30 Cannons to A30 Loggans	21.24
A30 Cannons to Lelant	9.92
A30 Loggans to Lelant	24.05
Lelant to A30 Cannons	17.78
Lelant to A30 Loggans	19.08
A30 Cannons to Lelant	30.38
A30 Loggans to Lelant	35.31
Lelant to A30 Cannons	35.42
Lelant to A30 Loggans	45.63
A30 Cannons to A30 Loggans	62.62
A30 Loggans to A30 Cannons	53.6