

MAJOR ROAD NETWORK SCHEMES, LARGE LOCAL MAJOR SCHEMES AND PRIORITISATION

1st March 2019

Please note that the following recommendations are subject to consideration and determination by the Board before taking effect.

RECOMMENDATION

It is recommended that:

- (a) The proposed Peninsula Transport SSTB schemes in Appendix A are approved for inclusion in the Major Road Network / Large Local Majors shortlist for future assessment and prioritisation; and
- (b) The proposed STB scheme prioritisation principals discussed herein are noted and approved by the Board.

1. Introduction

The Department for Transport (DfT) have recently released the 'Investment Planning Guidance For the Major Road Network and Large Local Majors Programme'. This document sets out the Government's expectation that STBs will be responsible for developing a Regional Evidence Base (REB) for their region, to be submitted in July 2019. Alongside the REB, it is expected that a prioritised list of schemes on the Major Road Network which can commence construction between 2020/21 and 2024/25 subject to successful funding bids are submitted. It is also expected that future Large Local Major schemes for the same timeframe are also included.

The Peninsula Transport Board has identified and appointed AECOM to take forward various workstreams which need to be completed to support the submission of a REB to the DfT in July 2019. One of these workstreams is the development of a Prioritisation Matrix as a basis for the assessment and prioritisation of Peninsula Transport schemes on the MRN. This prioritisation matrix will be used to assess the business case documentation and supporting information provided by scheme promoters.

This report outlines the criteria used to identify schemes on the MRN and LLMs, as well as key principals proposed to be used as part of this appraisal process to identify a prioritised list of transport schemes to present to the DfT.

2. Proposal

The MRN is a new programme that will see substantial amounts of new investment available for road enhancement schemes on the most important local authority roads from 2020/21. For schemes to be eligible for the first tranche of funding, there are a number of criteria which schemes for consideration must satisfy:

- Schemes which are not on the MRN or are wholly on the SRN will not be eligible
- The DfT's contribution will be between £20m and £50m
- Local contribution must be at least 15%
- Schemes must submit a Strategic Outline Business Case (SOBC) three years before works start, submit an Outline Business Case (OBC) two years before works start and start construction by 2024/2025

In addition, schemes greater than £50m in cost can be included in a submission to the next tranche of Large Local Major funding, assuming the same timescales and level of local contribution. This is not restricted to schemes on the MRN.

Based on these criteria, the local authority partners of Peninsula Transport have been working to identify a shortlist of schemes for inclusion to the MRN and LLM submission for funding alongside the REB. Scheme proformas for the shortlist are included in Appendix A and will be subject to a prioritisation process in advance of the submission. In addition, as part of ongoing work to identify and address priority cross-boundary issues with neighbouring SSTB, Western Gateway, work to ensure some modest improvements for the A38 from the M5 to Bristol Airport is included within the schemes that Western Gateway consider has been undertaken.

AECOM have commenced their initial work on the REB, and in particular on identifying a suitable prioritisation process. As part of the approach to the identification of an appropriate prioritisation approach the following considerations have been reviewed:

- The DfT Investment Planning Guidance for the MRN and LLMs Programmes¹;
- STB Officer Group views;
- The likely level of detail contained within scheme submissions;
- National guidance such as WebTAG², DfT Business Case Guidance³ and the Green Book⁴; and
- Existing prioritisation processes, such as the DfT's Early Assessment and Sifting Tool⁵ and the Heart of the South West LEP tool for assessing GD3 Transport Schemes.

Based upon this review the below themes (not listed in order of importance / value) were identified:

- Scheme deliverability;
- Safety;
- Impact on the environment;
- Value for money;
- Stakeholder support and public acceptability;
- Seasonality and supporting Peninsula tourism;
- Consideration of the needs of all road users;
- Supporting Growth Corridors and housing/employment developments;
- Supporting the Strategic Road Network (SRN);
- Congestion relief;
- Network resilience;
- Network performance and reliability;

¹ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/765680/mrn-investment-planning-guidance.pdf

² <https://www.gov.uk/guidance/transport-analysis-guidance-webtag>

³ <https://www.gov.uk/government/publications/transport-business-case>

⁴ <https://www.gov.uk/government/publications/the-green-book-appraisal-and-evaluation-in-central-government>

⁵ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/4475/east-guidance.pdf

- Connections to International Gateways; and
- Alignment with Western Gateway aspirations.

To align the prioritisation process with the DfT Business Case guidance (and hence the scheme business case submissions) it was determined that the prioritisation themes above should be presented in line with the five case business case format, namely:

- Strategic Case;
- Economic Case;
- Financial Case;
- Commercial Case; and
- Management Case.

A series of more detailed questions have subsequently been identified to help to assess scheme performance against each of the identified themes.

The following questions are proposed under the Strategic Case heading to assess how each scheme performs against Peninsula strategic priorities:

	Theme	Proposed Question
Strategic Case	Consideration of the needs of all road users	Would the scheme benefit users of active modes?
		Would the scheme benefit public transport users?
		Would the scheme benefit mobility impaired users or improve accessibility?
	Supporting Growth Corridors and housing/employment developments	Does the scheme provide improved access to an identified growth corridor? Please specify.
		Does the scheme facilitate the delivery of any specific housing or employment developments? Please specify.
		Please indicate the scale of development which is dependent upon this intervention (no. of households or no. jobs created)
	Supporting the Strategic Road Network (SRN)	Does the scheme provide relief or enhanced access to the Strategic Route Network? Please specify the SRN routes which would benefit.
		Will the scheme improve journey time reliability on the SRN?
		Will the scheme improve the resilience of the SRN?
	Connections to International Gateways	Would the scheme improve access to Exeter, Newquay or Bristol airports? Please specify which.
		Would the scheme improve access to international shipping (e.g. via Plymouth or Falmouth Ports)?
	Alignment with Western Gateway aspirations	Does the scheme benefit a location, scheme or objective identified by the Western Gateway STB? Please specify.
	Seasonality and supporting tourism	Does the scheme help to provide additional capacity which is required seasonally (e.g. during the school holidays)?
		Does the scheme provide improved access to any key tourist areas/attractions? Please specify.

The following questions are proposed under the Economic Case heading to determine the economic performance of the proposals:

	Theme	Proposed Question
Economic Case	Value for money	What is the anticipated Value for Money score for the proposed scheme?
	Congestion relief	Does the scheme benefit an existing congestion hotspot?
		What level of congestion relief is provided at this/these locations?
	Network resilience	Does the scheme improve the resilience of the network to maintenance and unplanned incidents?
	Network performance and reliability	Does the scheme improve day to day journey time reliability?
	Safety	Does the scheme benefit an existing safety blackspot?
		What change in Killed or Seriously Injured (KSI) accidents is anticipated as a result of the scheme?
	Impact on the environment	What are the impacts of the scheme on AQMAs?
		What are the impacts of the scheme on Noise Important Areas?
Does the scheme impact upon any other environmentally designated areas? Please specify.		

The following questions are proposed under the Financial Case heading to establish the availability of local and 3rd party funding contributions (a DfT requirement for MRN schemes):

	Theme	Proposed Question
Financial Case	Level of Local or 3rd Party funding available	What proportion of the anticipated scheme costs are planned to be funded locally (i.e. by local authority / LEP contributions)? What proportion of this funding is committed?
		What proportion of the anticipated scheme costs are planned to be funded by 3rd party contributions (e.g. s106 funds)? What proportion of this funding is committed?
	Level of funding ask	What is the funding ask?

The following questions are proposed under the Commercial and Management Case headings to determine the level of scheme development that has occurred and hence the deliverability of the schemes:

	Theme	Proposed Question
Commercial Case	Scheme deliverability	How mature is the scheme design/concept?
		Has a contractor tendering process been completed?
		Are statutory processes required and outstanding? (e.g. Planning approval/DCO, TRO)?
		Are any land purchases required and outstanding?
		Are any Compulsory Purchase Orders required?
		Have required public and statutory consultation activities been commenced/completed?
Management Case	Stakeholder support and public acceptability;	What is the level of support amongst the public?
		What is the level of support amongst statutory consultees?
		What is the level of support amongst community and lobby groups?
	Delivery timescales	When is construction anticipated to commence (assuming funding was awarded this year)?

A scoring matrix will be established for each of the above questions using a 7-point qualitative scale as utilised in WebTAG6 where appropriate. For other questions a simpler 3-point scale or YES/NO approach may be more appropriate due to likely levels of detail anticipated within scheme business case documents.

3. Options/Alternatives

Whilst there may be further schemes which could be delivered under the MRN or LLM funding, the local authority partners have identified a shortlist of the most suitable schemes given the criteria and timescale constraints.

Feedback is sought on the suitability of the proposed appraisal themes and questions presented. Additionally, feedback is requested on the relative weightings which should apply to each appraisal area (theme or question) which will influence the outcomes of the prioritisation of schemes.

The Officer Group considers that deliverability will be one theme which is of high importance as part of the prioritisation (this is reflected in the DfT Investment Guidance). And, whilst value for money should be balanced against the other themes, poor value for money is likely to be a barrier to Government investment.

4. Financial Considerations

A Project Plan including a cost estimate for the development of the prioritisation matrix and assessment of schemes has been submitted to and approved by the STB Officer Group.

5. Other Considerations

This Report has no specific equality, sustainability or legal implications that are not already covered by or subsumed within the detailed policies or actions referred to therein.

⁶ large adverse, moderate adverse, slight adverse, neutral, slight beneficial, moderate beneficial, large beneficial.

6. Summary/Conclusions/Reasons for Recommendations

Suitable schemes in the Peninsula Transport area which could form successful bids for MRN or LLM funding have been identified and details of these are provided in Appendix A. Subject to the approval of the shortlist, these schemes must be prioritised and submitted alongside the REB in July 2019. The proposed prioritisation themes and questions have been identified based upon a review of Central Government / DfT guidance and objectives and consideration of Peninsula Transport priorities and distinctive characteristics. Feedback is requested on the themes and questions proposed and the relative priorities and weightings which should be applied to these questions.