

# MAJOR ROAD NETWORK / LARGE LOCAL MAJORS SUBMISSIONS

3 July 2019

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

## RECOMMENDATION

**It is recommended that the Board:**

- (a) Approves the list of Major Road Network schemes for submission to the Department for Transport in July 2019; and
- (b) Approves the list of Large Local Major schemes for submission to the Department for Transport in July 2019; and
- (c) Supports the Western Gateway Shadow Sub National Transport Body 'A38 – Improved Access to Bristol Airport' Major Road Network scheme; and
- (d) Approves the principles of the Regional Evidence Base document and that Members of the Board receive a final draft a week before the submission due date; and
- (e) Delegates authority to the local authority Directors to review and sign off the final draft of the Regional Evidence Base.

### **I. Background/Introduction**

The MRN Investment Guidance published by DfT in December 2018 invited Sub National Transport Bodies's (STBs) to prepare a Regional Evidence Base (REB) by July 2019 to support the need for interventions on the Major Road Network (MRN). STBs were asked to identify their top priority MRN schemes and Large Local Majors (LLM) programmes covering the period 2020-2025.

At its Board meeting on 1 March 2019, the Peninsula Transport Shadow STB Board approved a shortlist of MRN and LLM schemes and made recommendations regarding the process to be used to assess and prioritise the potential MRN schemes, which was refined and agreed subsequently by officers, including a representative from Highways England.

Since the March meeting, and following further stakeholder engagement (through liaison with planning authorities; the LEPs and via the Transport Forum), the MRN schemes have been refined to the following six schemes (in no particular order):

- A39 Atlantic Highway, Camelford; and
- A39 Roundswell to Bishop's Tawton, Barnstaple
- A361 Glastonbury Congestion Pinch-point Improvements;
- A374 / A386 / A3064 Plymouth MRN Phase I;
- A379 Bridge Rd Corridor Improvements, Exeter;
- A382 Drumbridges to Newton Abbot;

Constituent authorities submitted their evidence to AECOM during May/June in order for the schemes to be assessed using the spreadsheet prioritisation tool.

## 2. Regional Evidence Base

The Regional Evidence Base (REB) outlines the long-term strategic approach to the investment needs of the South West Peninsula Transport area in order to make the best use of funding available from the National Roads Fund, which will deliver the best possible outcome for residents, business and visitors in the region.

The REB has been prepared using the Government's Major Road Network and Large Local Majors programmes investment planning guidance, which is based on the outcomes of the 'Proposals for the Creation of a Major Road Network' consultation<sup>1</sup>. The guidance includes pro-formas for developing and submitting investment proposals for local roads. More specifically the guidance:

- Summarises the final eligibility criteria for Major Road Network (MRN) programme;
- Explains how and when the MRN regional evidence bases, pro-formas and investment proposals should be developed and submitted to the department;
- Explains the roles and responsibilities of local and regional bodies in the MRN and how they should work with stakeholders; and
- Sets out the process for submitting scheme proposals for the Large Local Majors programme and how it aligns with the MRN.

The guidance outlines the minimum DfT expectations of the REB, which for the Peninsula Transport Shadow STB is summarised in Appendix I and will be the principles on which the final draft will be produced.

Whilst the REB reflects the DfT guidance, it has been important to pull out some of the distinctive transportation challenges facing the Peninsula, which is impacting on its ability to boost productivity and remain competitive with other parts of the country. The REB will identify some of these emerging themes which will support our MRN and LLM regional priorities, as well as make the case for our SRN and rail connectivity asks. Specifically, the REB will:

- Set out how the Peninsula Transport Shadow STB will be supporting the Local Industrial Strategy plans and in particular its three priorities of: clean energy/growth, digital futures and high-tech engineering;
- Describe how the ambitious planned growth around key Peninsula cities and towns will be supported by investment in the Peninsula MRN and other transport connections;
- Explain the challenges for the Peninsula's smaller communities and rural areas and using the principles of the DfT's rebalancing toolkit. This will illustrate the barriers to growth alongside the opportunities which can be afforded by enhancing connections within the Peninsula;
- Highlight the importance of external transport links with the Western Gateway area and the rest of the country, in particular, the east-west links with London and the South East and the North-South connections to Bristol / South Wales the Midlands and beyond. Alongside this will be an emphasis of the importance of international gateways - both the ports and airports within the Peninsula, but also the links beyond, particularly the growing importance of Bristol airport;
- Explain the consequences of poor transport resilience in the Peninsula. Whilst this is partly a feature of geography, the rail enhancements secured by the Peninsula Rail Task Force (PRTF) have shown how investment can reduce the risk and mitigate the impact of incidents. Evidencing

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<sup>1</sup> <https://www.gov.uk/government/publications/major-road-network-and-large-local-majors-programmes-investment-planning>

critical points where closures to infrastructure have had major impacts (e.g. the SRN around Exeter) will be important in defining future investment strategies. Strengthening the reliability and resilience of the primary and secondary strategic road and rail routes into the far South West is fundamental if we are to continue to support business, commuter and leisure (visitor economy) activity.

A data / evidence base repository is being developed alongside the REB document to provide a resource for future STB strategy development.

An important part of this process has been the ongoing communication with the Western Gateway Shadow STB. The following has been agreed ahead of the MRN / LLM submission:

- Each STB will review each other's REB;
- We will seek opportunities to include supporting text in both REBs acknowledging cross-border working;
- Peninsula Transport Shadow STB's prioritisation process includes assessment of alignment with the Western Gateway objectives;
- Western Gateway are promoting a cross-boundary MRN scheme, including A38 / Jct 22 sections as part of their Bristol Airport corridor MRN submission. This is a great demonstration of co-working on cross boundary schemes.

The member local authorities are currently providing feedback on the first working draft REB (issued 14th June). Given the deadlines for submission, it is recommended that the Board delegates authority to the local authority Directors to review and sign off the final draft. Members of the Board will be provided with the final version of the REB prior to submission for comments.

### **3. Major Road Network / Large Local Major Priorities**

The REB provides the evidence to support the MRN and LLM schemes being put forward for submission in July 2019. There was also the DfT expectation that the STB seeks to prioritise the MRN schemes (and LLM schemes if over 4 submitted). The MRN schemes nominated by the member local authorities, and further refined following stakeholder input, have been independently evaluated by AECOM using a prioritisation tool which assessed each of the schemes based on the MRN objectives and using the five-case model (strategic, economic, financial, commercial and management). Member feedback at the March Board meeting indicated higher weighting should be applied to scoring for schemes with increased likelihood of deliverability. Details of the questions used and weighting applied to the prioritisation assessment tool are included in Appendix II. Cornwall Council, in their technical role for the STB, is satisfied that the MRN schemes meet the DfT criteria and have been consistently assessed using the prioritisation assessment tool.

The results of the prioritisation assessment of the following MRN schemes (listed in no particular order below) will be presented at the Board meeting:

- A39 Atlantic Highway, Camelford;
- A39 Roundswell to Bishop's Tawton, Barnstaple
- A361 Glastonbury Congestion Pinch-point Improvements;
- A374 / A386 / A3064 Plymouth MRN Phase I;
- A379 Bridge Road Corridor Improvements, Exeter; and
- A382 Drumbridges to Newton Abbot;

In addition to the above MRN schemes, Peninsula Transport are supporting the A38 – M5 Jct 22 Bristol Airport corridor scheme, which is being promoted by Western Gateway Shadow STB. This cross-boundary scheme (North Somerset District Council and Somerset County Council) is expected to support growth South of Bristol and delivered improved access to Bristol Airport.

There are also three Large Local Major (LLM) schemes (which are valued at over £50m). These schemes meet with the defined criteria and have not been prioritised in line with guidance:

- M5 Junction 28 Improvement, Cullompton;
- A39 Walton Ashcott Bypass, nr Glastonbury; and
- A38 Manadon Interchange Improvement Scheme, Plymouth.

#### **4. Alternatives**

There are strict criteria which limit the possible schemes for inclusion in the initial tranche of funding. All of the above schemes meet these criteria. Stakeholder views were sought on the proposed schemes, as well as seeking suitable additional MRN/LLM schemes for consideration.

Appendix III sets out an indicative pipeline of potential MRN schemes, which could potentially come forward in the future funding period 2025-2030. This has not an exhaustive list and all would be subject to further feasibility work and stakeholder engagement at a future date.

Should the STB not agree a prioritised list of schemes and REB for submission in July 2019, there is a risk that this significant, national funding opportunity will be missed.

#### **5. Financial Considerations**

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

All member authorities have confirmed that they are able to secure the required minimum 15% match funding for the MRN schemes listed in section 3.

#### **6. 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.

#### **7. Summary/Conclusions/Reasons for Recommendations**

As per the DfT requirements, the REB must be submitted in July 2019. It is recommended that the Board approves the principles of the REB and the list of MRN schemes to enable submission of these, alongside the scheme business cases, in July 2019 as per the DfT requirements. Work is continuing to progress the REB document and voting Members of the Board will be provided with the final version prior to submission, subject to the approval of delegated authority to the local authority Directors to review and sign off the draft documents. The document will have evidence of the prioritisation process undertaken attached in addition to the business cases / pro-formas for each of the MRN and LLM schemes (as appendices).

## Appendix I: Regional Evidence Base Content

- Executive Summary
- Regional Context
  - Short description of the region, the transport network within the region and the main issues relevant to the MRN.
- Priority Corridors/Routes
  - Overview of the MRN with explanation of the priority corridors and routes crucial for economic activity.
- Key development areas and local economic growth aspirations
  - Significant housing developments expected to be unlocked or to affect the MRN's performance (specifying approved and planned);
  - Significant economic developments and employment sites expected to affect the MRN's performance (specifying approved and planned); and
  - Significant trade and gateways for international connectivity.
  - Other relevant information from local development plans, local industrial strategies and LEPs' Strategic Economic Plans.
- Network Issues
  - Key problems, capacity issues, pinch-points and connectivity issues on the MRN in the region, and anticipated future challenges and opportunities. At a minimum this must include evidence of current traffic data.
  - Identification of social, safety and environmental problems relevant to the development of the MRN in the region e.g. air pollution hotspots, noise important areas and related issues.
- Additional Evidence
  - Outline of major transport investments in local transport and in the wider transport network (e.g. Highways England and Network Rail) already in programmes (i.e. have funding) (all modes) that directly affect the MRN, LLM and SRN. Brief analysis of priority MRN schemes and how they meet MRN objectives.
- Brief analysis of priority MRN/LLM schemes and how they meet Government guidance objectives
  - Identify list of priority MRN schemes.
  - Explanation of criteria and methodology behind the selection of these schemes, including which bodies support the scheme e.g. local highway authorities, MP, LEP, HE or a combination.
  - Fit with strategic aims for transport in the region, including:
    - Current traffic and modelling data; and
    - Indicative value for money category as explained in the Department's value for money framework.
  - How the priority schemes support the MRN objectives.
  - How the priority schemes takes account of other transport investments in the region that will affect roads on the MRN and SRN.
  - Timetable of development, planning and construction of priority MRN/LLM schemes.
- Full list of viable schemes proposed

## Appendix II: Assessment Prioritisation

Theme	Question
<b>STRATEGIC CASE</b>	<b>WEIGHTING (25%)</b>
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 a growth corridor? (see the attached map for the location of these). 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 <b>dependent</b> upon this intervention (no. of households or no. jobs created)
Supporting the Strategic Road Network (SRN);	Does the scheme provide relief or 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 an 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
Industrial Strategy	Does the scheme facilitate one or more of the core areas identified for special investment in the IS?/Does the scheme align with the key objectives outlined in the IS?
Fit with local plans	Is the scheme explicitly mentioned in the Local Plan (or Local Transport Plan) for the region?
	Does the scheme facilitate development identified in the local plan?

<b>ECONOMIC CASE</b>	<b>WEIGHTING (25%)</b>
Value for money;	What is the currently indicated Value for Money score for the proposed scheme?
	What is the potential Value for Money score for the proposed scheme? (including other factors such as collisions, wider economics)
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 AQMA's? (see the attached map for the location of these).
	What are the impacts of the scheme on Noise Important and other environmentally designated areas? (see the attached map for the location of these).
<b>FINANCIAL CASE</b>	<b>WEIGHTING (12.5%)</b>
Level of Local or 3rd Party funding available	What proportion of the anticipated scheme costs are planned to be funded locally or by 3rd party contributions (e.g. s106 funds)?
	Has a detailed cost estimate been provided?
	Is the level of quantified risk appropriate to the cost of the scheme?
<b>COMMERCIAL CASE (scheme maturity)</b>	<b>WEIGHTING (25%)</b>
Scheme deliverability;	How mature is the scheme design/concept?
	Are statutory processes required and outstanding? (e.g. Planning approval/DCO, TRO)
	Are any land purchases required and outstanding? (including Compulsory Purchase Orders)

	Have required public and statutory consultation activities been commenced/completed?
<b>MANAGEMENT CASE</b>	<b>WEIGHTING (12.5%)</b>
Stakeholder support and public acceptability;	Level of support amongst the public?
	Level of support amongst statutory consultees?
Delivery timescales	Can the scheme be delivered within the MRN timeframe?
	Can the scheme be commenced within the next 2 yrs?
Risk	Has a detailed risk register been produced for the scheme?



**Appendix III: MRN Pipeline Schemes (2025-2030)**

MRN – tranche 2 (2025/ 30)	Description
A3059 – Trekenning to Newquay	Improved alignment providing capacity and safety improvements over length of approx. 8.5km linking Newquay town, growth area and airport to A30 trunk road.
A39 – Penmount to Truro	Capacity and safety improvements on approx. 2km section of A39 corridor linking Truro to A30 trunk road
A39 – Truro to Penryn	Capacity and safety improvements over approx. 7km section of A39 corridor linking Falmouth to Truro and onwards to A30 trunk road
Tamar Bridge (A38)	Major structural maintenance
A374/A386/A3064 – Plymouth MRN phase 2	Asset reconstruction and capacity improvements to support growth in the city, including access to Dockyard / naval base
A376 Exmouth – Exeter	Significant capacity constraints at Clyst St Mary roundabout and on approach to M5 Jct 30. Significant growth pressures on Strategic Road Network in peaks.
A30 – West Penzance	Safety and access measures to unlock development areas to west of Penzance
A37 Yeovil to Dorset Boundary	Substandard road inconsistent with improved standard from Dorset Boundary to South Coast.
A38 Bridgwater to Taunton	Key inter-urban growth corridor with narrow roads through settlements (e.g. North Petherton). M5 diversionary route. Plan for increased bus priority.
A38 Bridgwater: M5 J23 to Taunton Road/ Broadway	Urban growth corridor requiring junction capacity, safety, and sustainable travel improvements. Currently subject to Housing Infrastructure Bid. MRN scheme needed if HIF unsuccessful.
A358/A38 Taunton: M5 J25 to Silk Mills Junction	Urban growth corridor requiring junction capacity, safety and sustainable travel improvements. (Toneway Corridor section currently subject to Housing Infrastructure Bid. MRN scheme needed if HIF fails). Taunton Site Allocations Development Management Plan identifies several other locations where capacity improvements

	required
A37 North-South Corridor	Inter-urban corridor for strategic traffic and connecting medium sized communities across Somerset linking into the Strategic Road Network. End-End corridor package of smaller safety and capacity enhancements.