

# HERTFORDSHIRE LOCAL TRANSPORT BODY

## SHADOW MEETING

12 MARCH 2013

### PRIORITY LIST OF SCHEMES

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#### 1 Purpose of report

1.1 The purpose of this report is:

- To present the Scheme Overview documents and prioritisation assessments of the short listed Schemes
- To seek an LTB recommendation of an *initial Priority List* of schemes, to subsequently develop into a programme by July.
- To seek LTB support for a *Contingency List* of Major Schemes for which funding is already expected.

#### 2 Summary

2.1 The DfT requires the LTB to produce a prioritised programme of major scheme expenditure for 2015-2019 by July 2013.

2.2 The DfT has indicated that Hertfordshire's allocation for local major schemes for this period would be £27.8m, and has advised planning for a third above or below this allocation (contingency planning figures are therefore £19.5m to £36.1m).

2.3 An initial *Short List* of five eligible candidate schemes and proposed prioritisation criteria was endorsed by the Hertfordshire LTB on 12<sup>th</sup> February.

2.4 In order to meet the July deadline, the LTB should now identify an *initial Priority List* of major transport schemes, to identify those schemes on which further work is required between now and June, to develop a prioritised programme to forward to DfT by July.

2.5 Following this meeting, the LTB's recommendation on an initial Priority List will be forwarded to the accountable body (HCC) for initial sign-off via Highways and Transport Panel on 19<sup>th</sup> March and Cabinet on 22<sup>nd</sup> April.

2.6 A final prioritised programme, including funding profile, will be considered by the LTB on 28<sup>th</sup> June, to recommend to the accountable body for sign-off at Cabinet on 15<sup>th</sup> July.

2.7 In addition to the Short List, there are three major schemes in Hertfordshire that are at an advanced stage of development or delivery (Croxley Rail Link, Abbey Line and Hatfield Interchange) for which funding is currently expected from other sources. The LTB is asked to confirm its support for these schemes and their inclusion on an LTB 'Contingency List' (Appendix 3)

### 3 Recommendations

3.1 It is recommended that the LTB:

- Considers the *Scheme Overview Documents* and prioritisation assessment (Appendices 1 and 2)
- Recommends an *initial* Priority List of schemes for subsequent sign-off by the accountable body and further technical work.
- Recommends the *Contingency List* of schemes that have funding expected from elsewhere (Appendix 3).
- Notes the requirement to produce a prioritised programme of major scheme expenditure 2015-2019 by July 2013.

### 4. Background

4.1 The Shadow LTB (12<sup>th</sup> February) endorsed the following:

- The Assurance Framework for the Hertfordshire LTB governance
- A Short List of candidate local major transport schemes
- The prioritisation criteria to be used to assess the schemes on the Short List to develop a Priority List of schemes

4.2 LTBs across England are now required to identify a programme of expenditure by July 2013 to allow the Department for Transport to understand the likely major scheme funding and delivery programme across England during the period 2015-19.

4.3 It is unclear when the LTB will receive confirmation of its final funding allocation for 2015-2019 from DfT, so it is advised to retain flexibility within the Priority List and final programme to allow for a final allocation that is 30% above or below the indicative allocation of £27.8m.

4.4 The LTB should therefore note that this is an *initial* priority list, which will be subject to further technical work before the end of July, to develop into a programme for 2015-2019.

4.5 Inclusion on the Priority List does not automatically result in award of funding for any schemes. Each scheme on the July prioritised programme would subsequently follow a full business case approval process, as set out in the Assurance Framework (mirroring the DfT's previous approval process), before funding is awarded to it by the Local Transport Body (via HCC as the accountable body).

- 4.6 The scheme overview documents in Appendix 2 represent the best understanding of the Short List schemes at this point in time. It may be the case that delivery circumstances for individual schemes change as the business cases are developed further, or additional funding opportunities might arise in the future that we currently do not know about. Therefore, the Assurance Framework contains a provision for the LTB to review the Priority List should the need arise.

## 5 The Priority List of major schemes

- 5.1 The assessment of the Short Listed schemes against the Prioritisation Assessment can be viewed in Appendix 1.

**Table 1: Prioritisation Process**

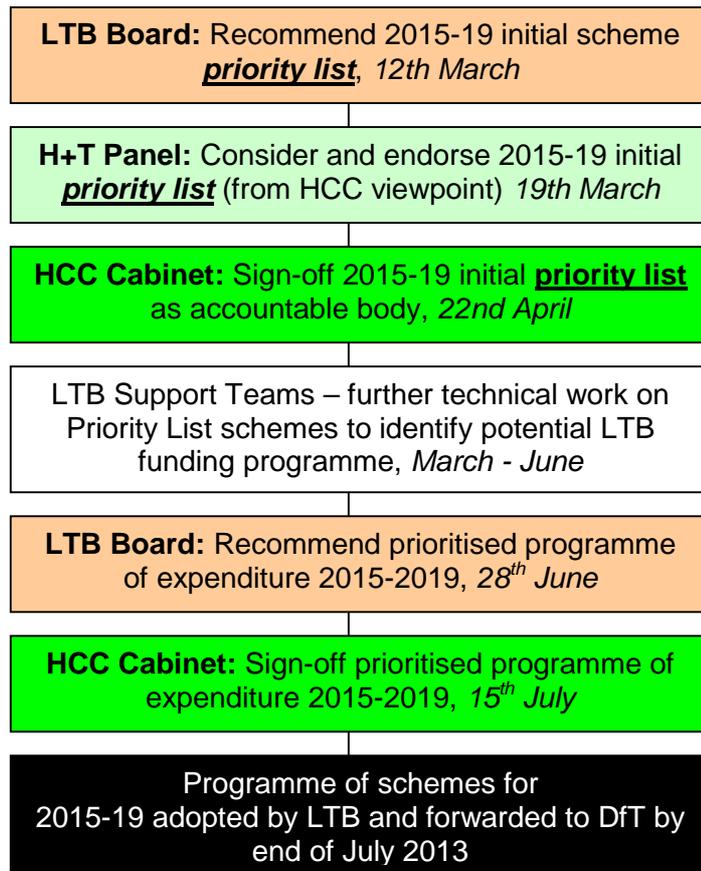
Stage / List	Description
Pre-qualification List	A review of all source documentation for transport schemes in Hertfordshire.
Long List	Pre-qualification list reviewed to remove duplicate schemes, completed schemes, "dead" schemes and non-eligible schemes (according to the LTB definition of major transport schemes). All (12) remaining schemes were by default, taken forward to the long list.
Short List	Sift long list in accordance with the DfT's Early Appraisal Sifting Tool (EAST) to create the short list which contains schemes which can feasibly be implemented 2015-19.
Priority List	More detailed appraisal of schemes on short list using EAST and prioritisation criteria (Appendix 1) to identify priority schemes for the 2015-19 period to forward to LTB for funding (and to submit to DfT).

- 5.2 Consultation with districts and other partners has taken place throughout this process through the LTB Advisory Group. The *Scheme Overview Documents* have been shared with officers at the relevant district councils for 'fact-checking' in February, and the LTB Advisory Group was consulted on the prioritisation process for a short period in early March 2013. The key points made by the Advisory Group through this process are tabled in appendix 4 and should be considered by the LTB in identifying the *initial* Priority List.
- 5.3 It should be noted that the schemes on the Short List have previously been subject to public consultation through the consultation on the strategic document (i.e. Local Transport Plan, LTP daughter document, or Urban Transport Plan) in which they are contained.
- 5.4 In addition to the Priority List, it is proposed that a Contingency List is produced and endorsed by the LTB, which identifies the Major Schemes for which there is an expectation will be funded through other processes (Appendix 3).

## 6 Next Steps

- 6.1 Figure 1 summarise the next steps with regard to the Priority List and final programme of schemes.

**Figure 1: LTB Priority List - Next Steps**



- 6.2 Following submission of the initial Prioritised Programme to DfT by the end of July 2013, the Major Projects Unit will develop a full business case for each scheme, for submission to the LTB approval process at a later date (via the Highways and Transport Panel). The LTB will also continue to monitor the Priority List, and advise the accountable body if any review of the list needs to take place.

## Appendix 1: An assessment of each Short Listed scheme against the prioritisation criteria

### Hertfordshire Local Transport Body

#### Initial Priority List of Major Transport Schemes

##### 1. The Five Short Listed Schemes

Scheme overviews have been prepared for each of the five short-listed schemes and information from those scheme overviews is referred to in this document. The schemes are listed below with the most recent information on total scheme cost and Benefit Cost Ratio (BCR). Note that the estimated scheme costs may not include the cost of any land acquisition, **the scheme costs are therefore indicative at this stage and are subject to further revision.**

Major Transport Scheme	Estimated Scheme Cost	BCR
A120 Bypass (Little Hadham)	£20m	7.9
A602 Improvements (Stevenage to/from Ware)	£27m	positive
M1-Maylands Link NE Relief Road (Hemel Hempstead)	£4-£5m	not known
Watford Junction Interchange Redevelopment (Watford)	£14m *	>10
	*(2004 scheme & prices – further detailed cost estimate required if progressed)	
A1(M) Congestion Relief (Welwyn Garden City to/from Stevenage)	£35m	>2

##### A120 Bypass (Little Hadham)

The scheme is for the A120 to bypass Little Hadham where congestion is caused by a signalised junction in the centre of the village. The preferred option is 4.9km long and passes to the north of the village.

Work already undertaken on the scheme (which includes traffic modelling) indicates that it would have a high benefit cost ratio (7.86) and that it represents very high value for money. In earlier development work on this project, the EA indicated they would be able to make a funding contribution of up to £1m toward combining flood alleviation works within the scheme. This agreement would need to be refreshed. Stansted Airport may also make a contribution.

Removing congestion from a key junction on the principal road network would benefit strategic traffic movements and support economic growth. It would improve journey time reliability and provide benefits for the residents of Little Hadham as well as benefiting the built/historic fabric of the village. It therefore provides strong support to the LTP3 economic and quality of life goals.

The scheme supports County Council policy and has been through a consultation process with Cabinet Approval.

There is a high degree of confidence that the scheme can be delivered in the 2015- 2019 period. The scheme has been clearly defined following a full assessment of the options, and is good value for money, with the risks considered to be manageable. The scheme would necessitate land acquisition, which as yet has not been agreed and therefore constitutes a risk at this stage.

### **A602 Improvements (Stevenage to/from Ware)**

The scheme is to improve the A602 between Ware (the A10) and Stevenage. It is a primary route which falls below current design standards, operates above capacity with lengthy delays and has road safety issues.

An appraisal report was prepared in 2006 (but this did not include traffic modelling). This indicated that the improvements have positive benefit cost ratios. No value for money assessments have been undertaken.

The improvements would reduce congestion on a key primary network route and improve safety. The scheme therefore provides strong support to the LTP3 economic and safety goals.

The scheme supports County Council policy and is included in LTP3. The level of support from wider stakeholders is to be determined.

The preferred scheme has not been fully defined and the level of support needs to be clarified, but there is a reasonable degree of confidence that the scheme can be delivered in the 2015-2019 period. It is a long standing scheme which can be expected to deliver good value for money. The risks appear to be manageable. Further work could improve the level of confidence over deliverability. The scheme would necessitate land acquisition, which as yet has not been agreed and therefore constitutes a risk at this stage.

The scheme could be delivered in sections although the maximum benefits are achieved when the full improvements proposals are delivered.

### **M1-Maylands Link NE Relief Road (Hemel Hempstead)**

The scheme is for a road to provide relief to the heavily trafficked routes in Maylands, Hemel Hempstead Industrial Estate, particularly HGVs.

A feasibility study was undertaken in 1999. This did not include an economic appraisal. Section 106 agreements for developments in the area could be used to part fund the scheme.

The scheme would reduce congestion on key routes within a key employment zone and so provides strong support to the LTP3 economic goal.

The County Council is the scheme promoter. Once an outline for the scheme has been developed it will be possible to ascertain the level of support from wider stakeholders.

There are some risks to the scheme being delivered in the 2015-2019 period. Scheme development and traffic modelling is required to identify a preferred scheme and understand the level of support, as well as to develop the strategic case for the scheme. This needs to be carried out in conjunction with the development proposals for Maylands and Buncefield. The scheme would necessitate land acquisition, which as yet has not been agreed and therefore constitutes a risk at this stage.

### **Watford Junction Interchange Redevelopment (Watford)**

The scheme includes improvements to the station forecourt and interchange, a new rear station entrance, a new multi-storey car park and a link between Stephenson Way and St Albans Road (which includes crossing over the St Albans branch line).

Proposals were developed in 2004 and then modified in 2009, when a traffic impact report was prepared. These proposals are currently being reconsidered. The Watford Local Plan Core Strategy was adopted in January 2013 and this proposes a major mixed use regeneration scheme around the station. A key stakeholder summit is planned for March 2013 to discuss the preparation of a masterplan.

The scheme offers the potential to unlock substantial housing and development opportunities. It also improves public transport accessibility and reliability, so encouraging behavioural change. The scheme therefore provides strong support to the LTP3 economic and choice goals. The scheme is also considered to have a positive impact on social/distributional impacts as a result of the regeneration benefits and the improvements to a critical public transport hub.

Although wide consultation has been carried out, there is still some uncertainty on the specifics of the development outside of the transport elements. There are multiple stakeholders, including third party developers/land owners and key rail interests.

Until the masterplan is developed, the scheme is considered to have a high risk to deliverability in the 2015-2019 period. This is because of uncertainty in respect of land owner and developer involvement. Traffic modelling and the development of the economic case will need to be undertaken. Section 106 agreements for developments in the area could be used to part fund the scheme.

### **A1(M) Congestion Relief (Welwyn Garden City to/from Stevenage)**

The A1(M) is part of the strategic road network and as such is the responsibility of the Highways Agency. There is an intention to develop a strategy for the A1(M) through Hertfordshire and detailed definition of this scheme will emerge from that strategy. It could involve capacity improvements at Junction 7, managed motorway all lane running and intelligent transport systems connectivity.

Based on previous work, the scheme is likely to represent good value for money, with a benefit cost ratio above 2. The scheme could be part funded by the Highways Agency and there is also the potential for Section 106 funding.

The scheme would improve journey times and reliability, so providing more attractive conditions for economic development. The scheme therefore provides strong support to the LTP3 economic goal.

Until the completion of the proposed strategy, it is considered that the scheme should be deliverable in the 2015-2019 period. There is uncertainty in respect of possible land requirements, cost and additional funding requirements.

**A full scheme overview for each scheme can be viewed in Appendix 2.**

## 2. Prioritisation Summary

Prioritisation has been assessed on the basis of **deliverability** (within 2015-2019) and then support to the **Local Transport Plan Goals** with the outcome shown in the table below. More information on this assessment follows after the table, and individual scheme overviews can be viewed in Appendix 2.

Major Transport Scheme	Deliverability		LTP Goal				
			1	2	3	4	5
			Economy	Choice	QofL	Safety	Carbon
A120 Bypass (Little Hadham)	5	High level of confidence over deliverability 2015-19	****	**	*****	***	***
A602 Improvements (Stevenage to/from Ware)	3	Should be deliverable 2015-19	***	*	***	****	***
M1-Maylands Link NE Relief Road (Hemel Hempstead)	2	Some risk to deliverability 2015-19	****	**	*	***	***
Watford Junction Interchange Redevelopment (Watford)	1	High risk to deliverability 2015-19	*****	*****	****	***	****
A1(M) Congestion Relief (Welwyn Garden City to/from Stevenage)	3	Should be deliverable 2015-19	*****	*	**	***	***

### Key to LTP Goal assessment

- \* very low level of support
- \*\* low level of support
- \*\*\* moderate support
- \*\*\*\* strong support
- \*\*\*\*\* very strong support

The above assessments based on the information contained within the scheme overview documents would seem to indicate that the priority schemes (as at March 2013) could be (in order of priority):

1. **A120 Bypass (Little Hadham)** – as this scores highly on deliverability and contributes strongly or very strongly to two of the LTP goals and moderately to two.
2. **A602 Improvements (Stevenage to/from Ware)** - as this should be deliverable in the 2015-19 period and also contributes strongly to one of the LTP goals and moderately to three.
3. **A1(M) Congestion Relief (Welwyn Garden City to/from Stevenage)** - as this also should be deliverable in the 2015-19 period although it contributes

less strongly to the LTP goals (but very strongly against the economy goal).

As far as the other two schemes in the short list are concerned (M1-Maylands Link NE Relief Road (Hemel Hempstead) and Watford Junction Interchange Redevelopment (Watford)) the scheme overview documents have identified risks to deliverability in the 2015-19 period which based on existing information score a 1 or a 2 (i.e. 'some or high risk to deliverability').

With more work undertaken on these schemes, the deliverability assessment could improve. The current assessment indicates that the Watford Junction Interchange Redevelopment scheme could contribute most strongly of all the schemes to the LTP goals.

### 3. Deliverability

This has been assessed for the 2015-19 period drawing on the DfT's EAST assessment (Early Assessment and Sifting Tool), specifically:

- The strategic case:
  - any key uncertainties highlighted
- The managerial case:
  - implementation timetable
  - public acceptability
  - practical feasibility
  - quality of the supporting evidence
  - key risks
- The financial case
- The commercial case

There is not a numerical output from EAST for this – rather it has been a matter of interpreting the information and coming to a view on the certainty of deliverability / level of risk. A five point scale has been used for assessment, as shown below.

Score	Description
1	High risk to deliverability 2015-19
2	Some risk to deliverability 2015-19
3	Should be deliverable 2015-19
4	Reasonable level of confidence over deliverability 2015-19
5	High level of confidence over deliverability 2015-19

#### 4. Contribution to the Local Transport Plan 3 Goals

A five point assessment has been made of how strongly the scheme supports each of the five LTP3 goals (very low level of support / low level of support / moderate support / strong support / very strong support indicated by \*, \*\*, \*\*\*, \*\*\*\* or \*\*\*\*\* respectively). The specific parameters that have been judged against are the existing LTP3 challenges under each goal.

LTP3 Goal	LTP3 Challenge (i.e. parameters against which schemes will be judged)
1. Support economic development and planned dwelling growth	1.1 Keep the county moving through efficient management of the road network to improve journey time, reliability and resilience and manage congestion to minimise its impact on the economy.
	1.2 Support economic growth and new housing development through delivery of transport improvements and where necessary enhancement of the network capacity.
2. Improve transport opportunities for all and achieve behavioural change	2.1 Improve accessibility for all and particularly for non car users and the disadvantaged (disabled, elderly, low income etc).
	2.2 Achieve behavioural change as regards choice of transport mode increasing awareness of the advantages of walking, cycling and passenger transport, and of information on facilities and services available.
	2.3 Achieve further improvements in the provision of passenger transport (bus and rail services) to improve accessibility, punctuality, reliability and transport information in order to provide a viable alternative for car users.
3. Enhance the quality of life, health and the natural, built and historic environment of all Hertfordshire residents	3.1 Improve journey experience for transport users in terms of comfort, regularity and reliability of service, safety concerns, ability to park and other aspects to improve access.
	3.2 Improve the health of individuals by encouraging and enabling more physically active travel and access to recreational areas and through improving areas of poor air quality which can affect health.
	3.3 Maintain and enhance the natural, built and historic environment managing the streetscape and improving integration and connections of streets and neighbourhoods and minimising the adverse impacts of transport on the natural environment, heritage and landscape.
	3.4 Reduce the impact of transport noise especially in those areas where monitoring shows there to be specific problems for residents.
4. Improve the safety and security of residents	4.1 Improve road safety in the county reducing the risk of death and injury due to collisions.
	4.2 Reduce crime and the fear of crime on the network to enable users of the network to travel safely and with minimum concern over safety so that accessibility is not compromised.
5. Reduce transport's contribution to greenhouse gas emissions and improve its resilience	5.1 Reduce greenhouse gas emissions from transport in the county to meet government targets through the reduction in consumption of fossil fuels.
	5.2 Design new infrastructure and the maintenance of the existing network in the light of likely future constraints and threats from changing climate, including the increasing likelihood of periods of severe weather conditions.

It can be seen from the above that social/distributional impacts are included as part of LTP goals 2 and 3.

## Appendix 2: The Scheme Overview Documents for each scheme

See supplementary appendix.

## Appendix 3: Contingency List

### Schemes for which ongoing LTB strategic level support is sought

Further major schemes with LTB strategic support but not requiring LTB funding at this stage for 2015-2019.

Scheme Name	Total Cost	Notes
Croxley Rail Link (Watford Metropolitan Line Extension)	£116.8m	Funding currently not required from LTB as scheme progressing through existing DfT major scheme funding process.  Project has been approved for funding via DfT Major Schemes. Also funded via future revenue from farebox; and third party contributions with completion expected in 2016.  The LTB has stated its strategic level support for this scheme.
Abbey Line Watford to St Albans Improvement	£30m	Funding currently not required from LTB as the scheme will be funded using the existing funding arrangements and subsidies within the rail industry with completion date not determined at this stage but expected before 2019.  The LTB has stated its strategic level support for this scheme.
Hatfield Station Interchange	£11m	Funding currently not required from LTB as scheme progressing through existing funding process.  Funded via LTP, S106 and Network Rail, with completion expected in 2015.  The LTB has stated its strategic level support for this scheme.

## Appendix 4: Comments received from consultation with LTB advisory Group

Supplementary note to be circulated separately.