

Transport for the North Board – Item 6

Subject: Future Road Investment

Author: Owen Wilson (TfN) / Philip Andrews (DfT)

Sponsor: Peter Molyneux, Major Roads Director

Date: Thursday 11 June 2020

1. Purpose of the Report:

- 1.1 This report provides an update to the Board on plans for Investment on the Strategic Road Network (SRN) and Major Road Network (MRN) in the North.

2. Executive Summary:

- 2.1 On 11 March 2020 Government published its second Road Investment Strategy (RIS2). This is a five-year plan (2020-2025) setting out plans for investment in the Strategic Road Network, managed by Highways England.
- 2.2 Funded through the National Roads Fund (NRF) RIS2 sets out plans for £27.4Bn investment in England over the next five years. This includes £11.9Bn for Operations, maintenance renewals and business costs, £14.12Bn for enhancements, £0.87Bn for designated funds and 0.47Bn to fund work preparing for RIS3.
- 2.3 Eighteen schemes are identified in the North as being scheduled for delivery by 2025. This includes completion of schemes developed in RIS1 and committed RIS2 schemes. RIS2 includes three Smart Motorway upgrades, which will be reviewed and developed in accordance with Government's 'Smart Motorway Safety Evidence Stocktake and Action Plan.'
- 2.4 Follow up announcements have recently been made on two of the major RIS2 investments in the North.
- a) On 23rd May Highways England announced the preferred route for dualling the remaining single carriageway sections of the A66 between Penrith and Scotch Corner. The scheme has been supported by TfN throughout the development stages, and we will continue to liaise with Highways England as work progresses. The dualling scheme has support from more than 90% of the 670 respondents to consultation.

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- b) On 29th May DfT gave final approval to the A63 Castle Street improvement scheme in Hull. The project, which is set to cost £355 million, is expected to take around five years to complete.
- 2.4 There is one additional scheme, M6 J33, to be delivered by Highways England, which will be funded through the Housing and Infrastructure Fund (HIF).
- 2.5 Highways England has specific Designated funds available for schemes that support Environment and Wellbeing, Users and Communities, Innovation and Modernisation and Safety and Congestion. Each of the designated funds is operated directly by Highways England. The total value of the funds in RIS2 is £870M.
- 2.6 There are nine schemes in the North identified as part of a RIS3 pipeline and these will attract development funding over the next 5 years, to be ready, subject to decisions on value for money, to go into construction during RIS3 (2025-2030).
- 2.7 Whilst total traffic volumes are greatest on the Highways England Strategic Road Network (SRN) only accounts for 2% of the road network in the North. The start and finish of almost all journeys lie beyond the strategic road and rail transport networks and require integration with local systems and other modes such as local public transport (including light rail, bus rapid transit, underground metro and local bus services), walking and cycling, as well as the use of the local road network.
- 2.8 In 2018, following work by TfN and partners the Department for Transport published Investment Planning Guidance for the MRN. Where the MRN forms a second tier of economically important roads, connecting the SRN to major population centres, ports, airports, transport interchanges, enterprise zones and other important centres of economic activity. Given the importance of the MRN, upgrades to the network can attract 85% funding from DfT.
- 2.9 In July 2019, Partnership Board endorsed TfN's Regional Evidence Base, identifying sixteen prioritised MRN schemes, which could be delivered by 2025. These are in addition to two MRN schemes accepted into an early win MRN programme in 2018. The current status of these schemes is shown in table 1, point 3.22.
- 2.10 TfN is also continuing to work with Local Highway Authority partners on supporting work on highway schemes in existing programmes prior to 2019. These include schemes bidding for Large Local Majors (LLMs) funding and HIF.

3. Background information

3.1 Road Investment Strategy (RIS2)

RIS2 will produce a wide range of benefits for millions of people and thousands of businesses and public services who use and depend upon the strategic road network (England's motorways and most important A roads). It will provide a multitude of improvements to people's lives in the north, including through enhanced performance, reliability and safety of the region's roads. The investment plan contains schemes that will deliver improved reliability and reduced congestion rates in the north, which will in turn boost the economy and unlock new jobs and housing. These schemes, all of which are in TfN's STP, are listed in Appendix 1.

3.2 RIS2 also confirms that a number of schemes in the North will be developed for potential inclusion in a future RIS. These projects, all of which are in TfN's STP, are listed in Appendix 2.

3.3 In addition, RIS2 will fund completion of northern schemes where development commenced in RIS1 and construction continues during the second Road Period (from 2020-2025). These are included in Appendix 3 for reference.

3.4 RIS2 is about much more than the investment plan. It is a major commitment to keeping the busiest roads – the arteries that are essential to businesses and jobs – in working condition. Many of these roads are now fifty years old, and DfT/HE are taking action now to make sure that a maintenance backlog doesn't build up. This means:

- a) Investing over £1bn in keeping bridges, viaducts and tunnels safe.
- b) Renewing 1,000 miles of safety barrier – the equivalent of a building a fence from Middlesbrough to London every year.
- c) Starting to replace outdated concrete pavement from the early days of the motorway network.

3.5 The intention is to catch problems before they become serious; and apply quicker, smaller fixes that can be done when the roads are quiet. Roads will run better, with fewer disruptions and fewer potholes.

3.6 In recent years severe weather conditions have had significant impacts on roads in the north of England, meaning that a larger share of this money will be spent on strategic roads in the north. Many of the bridges and barriers destined for replacement are in the North, including for example the Allerdene Bridge in Gateshead.

3.7 Meanwhile, disruption associated with extreme weather incidents will be reduced during the second road period, as RIS2 will fund the replacement of the existing fleet of gritting trucks and snowploughs,

ensuring that our roads can keep up with the demands placed upon them by extreme weather conditions.

- 3.8 RIS2 will also fund the operation of the SRN, ensuring that over 1,000 traffic officers continue to patrol key sections of it, including all smart motorways. This will help ensure that the network is safe and well-maintained.
- 3.9 RIS2 will unlock significant economic growth and housing. It is aligned with the Housing and Infrastructure Fund to maximise such growth through road investment. This will help tackle the country's housing shortage while facilitating more employment opportunities and improved connectivity for freight to transport goods more reliably and swiftly. This includes support for the planned growth across the north, including around Leeds, Doncaster, Newcastle, Manchester and Cumbria.
- 3.10 Sensitivity to the environmental impacts of the SRN is also a key aim of RIS2. It includes a £345m Environment and Wellbeing designated fund, ring-fenced to improve environmental outcomes from the SRN. For example, in the first RIS, designated funds were used towards the restoration of Penshaw Monument, a Grade I listed replica Temple of Hephaestus in Athens, a site of significant historic and cultural importance which attracts over 60,000 visitors per year.
- 3.11 There is also a £169m Users and Communities fund, which will support the creation of better walking and cycling facilities around the network and improve accessibility to public transport where it intersects with the SRN, helping to give people more choice in how they reach their destinations. For example, designated funds from the first RIS are being used to restore the Keswick to Threlkeld trail, a popular walking path in the Lake District that was severely damaged during Storm Desmond in 2015, providing a route for tourists and the local community. Nearly £4m is being invested through these funds to repair three bridges across the River Greta, along with a 200m stretch of the path.
- 3.12 The broad performance of both the SRN and Highways England will be measured and targeted through a performance specification. This sets out the Department's expectations for how the SRN and Highways England should perform during the second road period.
- 3.13 The Department also recognises the importance of roads managed by local authorities (local roads), the smooth performance of which is vital to the shorter everyday journeys that people make. They are also important in connecting people to the strategic roads managed by Highways England through RIS2. That is why in addition to the funding being provided via RIS2, the Government is investing substantially in the north's local road network.

3.14 For example, DfT are providing £40m towards a £70m scheme in Sunderland to provide a new road from the recently completed New Wear Bridge into the city centre, £16m to East Riding to help fund upgrades to the main local roads in the area, and £24m to upgrade the lowest standard of roads linking villages to the wider road network in North Yorkshire.

3.15 Over the current five-year funding period DfT are also providing the following funds to local authorities to maintain and improve road networks in the north, itemised regionally as follows:

North East:

- £301m for road maintenance
- £112m for integrated block which LAs can use for small scale improvements such as junctions and safety schemes.

Yorkshire and Humberside:

- £548m for road maintenance
- £196m for integrated block which LAs can use for small scale improvements such as junctions and safety schemes.

North West:

- £702m for road maintenance
- £260m for integrated block which LAs can use for small scale improvements such as junctions and safety schemes.

3.16 There is also a National Productivity Investment Fund (NPIF) which aims to address pinch points on local roads by improving key junctions and traffic management, and in doing so improve safety, journey times and local economic growth. Some of these projects are partly funded by housing developers to unlock more housing.

3.17 Examples of these projects include:

The Darlington Growth and Enterprise Zone Connectivity Scheme - The Department is providing £3.37m for Darlington Borough Council to deliver this project at a total cost of £4.85m. This will improve a key Tees Valley route from the A66 to Central Park Enterprise Zone, which will enable people and businesses to access this economically important hub more reliably. It is expected to be completed in spring 2020.

A61 London Road / Broadfield Road improvement – DfT is providing £3.36m towards a £4.82m scheme led by Sheffield City Council to improve junctions and widen parts of the route along the A61 corridor, complementing improved bus infrastructure and enhanced highway maintenance. This is expected to be completed in summer 2020.

- 3.18 **Investment in the Major Road Network**
- 3.19 TfN and partners first developed the concept of a Major Road Network (MRN) for the North in 2016/17, agreeing an MRN for the North, based upon the most economically important roads connecting important economic centres throughout the North.
- 3.20 TfN partners are progressing work on a substantial number of investment schemes on the MRN. These are primarily capital investments in the locally managed road network with improved provision for public transport, active travel and general traffic. Delivering a range of benefits including better local air quality and reducing the impact of traffic on local communities and the built environment.
- 3.21 In July 2019 Partnership Board endorsed the TfN Regional Evidence Base, identifying sixteen prioritised MRN schemes which could be delivered by 2025. These are in addition to two MRN schemes accepted into an early win MRN programme in 2018.
- 3.22 The estimated total value of the eighteen schemes is £770M, with a DfT contribution of £630M. Table 1 summarises the current status of the schemes.

Table 1 – Major Road Network Schemes in Regional Evidence Base (REB)

Scheme Name	Promoting Authority	Current Status
York A1237 phase 1	York CC	DfT funding to progress FBC
A595 Grizebeck	Cumbria CC	Progressing OBC
A595 Bothel	Cumbria CC	Progressing OBC
Kendal Northern Link rd.	Cumbria CC	SOBC completed
A1079 Dualling	East Riding BC	Progressing SOBC
A582 Dualling	Lancashire CC	DfT funding to progress OBC
The Rocket Junction	Liverpool CC	DfT funding to progress OBC
Blyth Relief Road	Northumberland CC	OBC completed
Durham Northern Relief Road	Durham CC	OBC completed
Sunderland Transport Corridor	Sunderland CC	Progressing OBC
Tyne Bridge & Central Motorway	Newcastle & Gateshead Councils	DfT funding to progress FBC & delivery
Shalesmoor Gateway	Sheffield CC	Waiting on a decision on OBC

A689 Wynyard	Stockton & Hartlepool Councils	DfT funding for OBC
A34 Cheadle	Stockport BC	DfT funding for OBC
Wigan East-West	Wigan	Waiting on a decision on OBC
A650 Tong Street	Bradford CC	Progressing OBC
Dawsons Corner Junction & Stanningley Bypass	Leeds CC	OBC completed
York A1237 phase 2	York CC	Progressing SOBC

Notes:

- SOBC – Strategic Outline Business Case
- OBC – Outline Business Case
- FBC – Full Business Case

3.23 Road schemes in the local infrastructure pipeline prior to the announcement on National Roads Funding are summarised in table 2. Some of these have funding confirmed and are progressing to delivery, whilst several schemes are in development and have yet to secure a DfT funding commitment. Estimated cost of these schemes is £720M, with £450M secured.

Table 2 – Major Road Network Schemes in pipeline prior to REB

Scheme Name	Promoting Authority	Current Status
A1079/A164 Jock's Lodge junction	East Riding Borough Council	DfT funding to progress FBC & delivery
A500 Cheshire	Cheshire East Council	OBC completed – waiting for DfT decision
Carlisle Southern Relief Road	Cumbria CC	Housing Infrastructure funding – progressing FBC
A59 Kex Gill	North Yorkshire CC	OBC completed – waiting for DfT decision
Middlewich Eastern Bypass	Cheshire East Council	DfT funding to progress FBC & delivery
Warrington West Relief Road	Warrington Council	DfT funding to progress FBC & delivery
Tees Crossing	Tees Valley Combined Authority	OBC completed – waiting for DfT decision. TVCA engaging with Highways England on a transition plan.
Darlington Northern Link Rd.	Tees Valley Combined Authority	Progressing OBC – scheduled for completion Jan 2021
Sheffield Innovation corridor	Sheffield City Region	Progressing OBC

3.24 TfN is working with partners to monitor progress on the development and delivery of highway improvements schemes on the SRN and MRN,

with reporting through the Major Roads Group.

4. The role of roads in delivering an inclusive and sustainable North

- 4.1 With 66% of all journeys by car, and 79% of freight moved by road haulage¹, roads have an essential role in supporting economic activity, access to goods and services and quality of life.
- 4.2 Road transport is also by far the largest emitter of greenhouse gases, totalling 98% of carbon emissions from domestic transport, and 23% of total UK greenhouse gases (MtCO_{2e})². How we plan and use our roads in the future will also be critical to achieving the NetZero greenhouse gas emissions target for 2050.
- 4.3 The position set out in the Strategic Transport Plan is being reinforced by the Northern Transport Charter work that makes clear that reducing greenhouse gas emissions from the transport network, at a pan-Northern and a local level, is key priority
- 4.4 TfN welcomed Governments decision to bring forward the date for phasing out of the sale of diesel/petrol vehicles and are keen to work with Government and our partners to meet the key challenges in delivering the move to zero carbon transport. For example, we would like to see greater clarity and a strong evidence-based approach to delivering electric vehicle charging infrastructure and to bringing forward cleaner technologies for Heavy Goods Vehicles. And to ensure that all areas of the North have access to infrastructure supporting decarbonisation of transport.
- 4.5 On 27th March 2020 Government set out plans for development of a Transport Decarbonisation Plan (TDP), setting out in detail *'what government, business and society will need to do to deliver the significant emissions reduction needed across all modes of transport, putting us on a pathway to achieving carbon budgets and net zero emissions across every single mode of transport by 2050.'*
- 4.6 As reported at TfN Board in March 2020, TfN aims to work with partners and other Sub- national Transport Bodies to agree policy positions on decarbonisation which we will use to provide statutory advice to central government to influence DfT's emerging transport decarbonisation plan. Also, to ensure decarbonisation criteria are embedded in the appraisal of our Investment Programme and Assurance Framework.

¹ DfT Transport Statistics, Table TSGB0401, Domestic freight transport, by mode, goods moved (billion tonne kilometres) 2018

² Source: BEIS (2019) 2017 Greenhouse Gas Emissions

5. Recommendation:

5.1 That the report be received.

6. Options Considered:

6.1 Not applicable as there are no other options to be considered.

7. Considerations:

7.1 None.

8. Appendices:

8.1 Appendix 1 - RIS2 schemes in the North of England

8.2 Appendix 2 - Future RIS Pipeline

8.3 Appendix 3 - RIS1 schemes for completion during RIS2

Appendix 1 – RIS2 schemes in the North of England

North East and Yorkshire & Humberside:

A66 Dualling: This is a flagship scheme in the RIS2 investment plan, representing an investment of over £800m in dualling the A66 from Scotch Corner to Penrith. This is the first new dual carriageway across the Pennines since 1971. First promised in 1946, government is now making the commitments needed to get the job done. The improved A66 will be a key route both for freight, and for tourism, and will underwrite the local economy.

Upgrading the Newcastle-Gateshead Western Bypass: Authorities had talked about widening the Newcastle/Gateshead western bypass since the early 2000s. The first RIS started work adding an extra lane; RIS2 continues the job. Other work in Gateshead will improve the junctions south of the Tyne Tunnel, removing the last roundabouts and providing better access to manufacturing sites in Sunderland.

Linking up the A1: RIS1 finished the motorway link to Newcastle. RIS2 will finish work to link up the existing sections of dual carriageway north of Morpeth and Alnwick, so that there is one continuous, high-quality road.

North West:

Manchester: the RIS commits to improving the Simister Island interchange, so that traffic no longer needs to turn off the motorway and back on. This will mean Manchester's ring road is finally a proper ring.

Access to Liverpool Port: a new link road connecting Liverpool port to the motorway network, without traffic having to go through a built-up area.

Appendix 2 - Future RIS Pipeline

RIS2 features a pipeline of schemes in the North that will be developed for potential inclusion in a future RIS, as follows:

North East:

RIS2 also confirms that the **A19 North of Newcastle Junctions** will be developed for potential inclusion in a future RIS. There remain two roundabouts on the A19, both of which stand in the way of local growth plans. Highways England will examine the case for removing both.

Yorkshire and Humberside:

A1 Doncaster to Darrington: Upgrading the A1 in Yorkshire to motorway standard, improving the notoriously congested Doncaster bypass and replacing the outdated stretch of dual carriageway between Doncaster and the M62. Coupled with improvements in the Midlands, this would create a 'Yorkshire bypass', allowing long distance traffic to stay off the M1 and improve conditions around Sheffield, Barnsley, Wakefield and Leeds.

Lofthouse interchange: Replacing the junction between the M1 and M62. Surveys suggest that substantial maintenance will be needed soon, and we will use the opportunity to significantly increase the capacity of the junction.

M1 Leeds Eastern Gateway: Upgrading the connection between the new Leeds orbital road and the M1, to support local growth and housing

A64 Hopton: dualling the A64 north of York

New M1 improvements: filling in the gaps in the upgraded M1, so there is a consistent four-lane highway linking Huddersfield and Leeds to Sheffield and Leicester.

North West:

Manchester ring road: More work will be done to develop an ongoing programme of improvement for the M60, fixing problem junctions and helping keep traffic moving on the North West's busiest road.

Trans-Pennine routes: further work will continue looking at how best to boost Trans-Pennine capacity, both on the route to Sheffield and north of the M65.

Appendix 3: RIS1 schemes for completion during RIS2

RIS2 will fund completion of numerous schemes in the North where development commenced in RIS1 and construction continues during the second Road Period (from 2020-2025):

North East

A1 Birtley to Coal House	A19 Testos junction
A19 Norton to Wynyard	A1 Morpeth to Ellingham
A1 Scotswood to North Brunton	A19 Downhill Lane junction improvement

Yorkshire and Humberside

M621 Junctions 1-7	A63 Castle Street
A61 Westwood Roundabout	

North West

A585 Windy Harbour to Skippool	Mottram Moor Link Road & A57 Link Road
M6 Junction 19	A5036 Princess Way

Required Considerations

Please confirm using the yes/no options whether or not the following considerations are of relevance to this report.

Equalities:

Age	Yes	No
Disability	Yes	No
Gender Reassignment	Yes	No
Pregnancy and Maternity	Yes	No
Race	Yes	No
Religion or Belief	Yes	No
Sex	Yes	No
Sexual Orientation	Yes	No

Consideration	Comment	Responsible Officer	Director
Equalities	An Impact assessment has not been carried out as this report is for information only.	Owen Wilson	Peter Molyneux

Environment and Sustainability

Yes	No
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Consideration	Comment	Responsible Officer	Director
Sustainability / Environment	A full impact assessment has not been carried out because this report is for information only.	Owen Wilson	Peter Molyneux

Legal

Yes	No
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Consideration	Comment	Responsible Officer	Director
Legal	<i>TfN Legal Team</i> has confirmed there are no legal implications.	Julie Openshaw	Dawn Madin

Finance

Yes	No
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Consideration	Comment	Responsible Officer	Director
Finance	TfN Finance Team has confirmed there are no financial implications.	Gareth Sutton	Iain Craven

Resource

Yes	No
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Consideration	Comment	Responsible Officer	Director
Resource	TfN HR Team has confirmed there are no resource implications.	Stephen Hipwell	Dawn Madin

Risk

Yes	No
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Consideration	Comment	Responsible Officer	Director
Risk	A risk assessment has not been carried out as this report is for information only.	Haddy Njie	Peter Molyneux

Consultation

Yes	No
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Consideration	Comment	Responsible Officer	Director
Consultation	A consultation has not been carried out because this report is for information only.	Owen Wilson	Peter Molyneux