

Value Management
M6 to A1M
Workshop Report
Stage 0

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1. Scheme Background

The M65 corridor is located within Central Pennines area, as defined within the TfN Strategic Development Corridors. Currently it stretches between Preston and Colne and totals approximately 26 miles, comprising of 14 Junctions. The key aims of the M65 Extension Study are to explore the strategic options and feasibility for the completion of a trans-Pennine link in the M65 corridor.

The CPC is one of seven Strategic Development Corridors (SDCs) identified within the TfN STP. The CPC SDC aims to improve strategic east-west connectivity for the North's important economic centres and assets in North Yorkshire, West Yorkshire, East Riding and Hull and Humber through to Greater Manchester, Lancashire and Liverpool City Region. To realise this vision for the corridor, a number of key transport interventions within the CPC are proposed.

The M65 Extension Study is a study at the request of the DfT which aims to explore the strategic options and feasibility for the completion of a trans-Pennine link in the M65 corridor. The high-level study will allow for Highways England to devise a long-term strategy for the central/south Pennines area by considering the benefits of extending the M65 to form an additional strategic trans – Pennine route.

The Pennines act as a barrier between the East and West of the North of England, restricting trade and commuting by road to a limited number of corridors. The M62, the only full motorway crossing of the Pennines, is at capacity with only limited alternative routes within a suitable geographic distance. (see figure 1)

The key drivers for considering this investment are economic growth in the North of England which is a key government driver in rebalancing the UK economy. This is also a key driver within Transport for the North's Strategic Transport Plan [STP];

As this is a strategic level long term study focusing on potential strategic options, the contribution to the key performance indicators will not be immediate. However, long-term contributions are expected in the Economic Growth (better East/West connectivity for the North), User Satisfaction (congestion relief on the M62) and Network Safety areas.

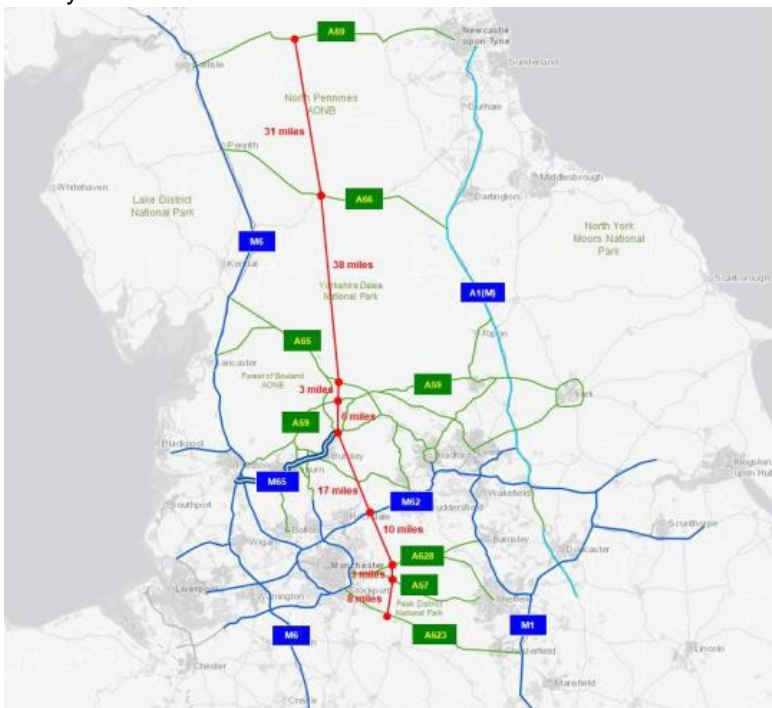


Figure 1: Study Area

Scheme description

The population of the corridor area is ~1-million;

East Lancashire is some 500k;
West Yorkshire some 500k;

There is no strategic route connecting these two populations other than the indirect M62. e.g.

Preston to Burnley – 26 miles - 36 min due to existing M65
Bradford to Burnley – 29 miles - 58 minutes.

The M65 is currently not a competitive Trans – Pennine route, alternatively the M62 - the only full motorway crossing of the Pennines is considered as the critical route which is currently at capacity. There are limited alternative routes within geographic distance, however these also hold limitations (still timely, single carriageway, resilience risk, greater distance).

The impact of doing nothing is that the current limited crossings of the Pennines will continue to suffer congestion and further journey time degradation. In particular the current M62, which will also continue to constrain the aspirational economic growth of the North of England through impairing productivity for a number of existing manufacturing employers that rely on access to the SRN.

TfN are currently unsighted of this work however the intention is to bring them onto the Project Board as an opportunity. As part of their Central Pennines Strategic Development Corridor work, TfN have identified a range of highway improvements in the corridor, however without much prioritisation or forming a cohesive corridor strategy.



2. Objectives Review

The project has been set up as part of wider work on east west connectivity along a route that is not currently part of the Strategic Road Network. This means that it does not fit into the traditional methodologies that would be used to orientate the scheme on relation to the focus on resolving understood problems on the Highways England network. This made the usual methodology of drilling into the specific problems driving the need for the scheme not as suitable for this scheme. To get to the same outcome the objectives that were originally set for the scheme were tested for their veracity. Below are the objectives as they were brought to the workshop followed by a summary of the key points raised about each one.

Strategic Objectives

- Increase efficiency, reliability and resilience in the transport system - Enhanced road and rail connectivity could deliver significant benefits to other modes of transport and established transport hubs within the Corridor and the wider North of England. For example, Leeds Bradford International Airport (LBIA) – a rapidly expanding airport with plans to double passenger numbers to 7m per annum by 2030 and to explore freight opportunities

An increase in resilience with a parallel route to the M62 would provide an alternative when there are issues along the route but also the reduced load on the M62 (7%) would also make it more resilient. There was the question about whether given the choice by LBA to support alternative none road connections there would be an impact on this driver for the scheme but it was clarified that this connection was still supported.

- Transforming economic performance - Nationally significant high growth, high value economic sectors and clusters: Across the corridor there are a number of key complementary economic sectors which are considered to be either existing or likely future significant drivers of economic output and productivity. New housing - the corridor has significant potential, being located so close to the Manchester and Leeds city regions, in addition to labour markets in Central Lancashire and West Yorkshire.

As an objective that is transformational in description it was unclear weather the majority of the benefit would be gained from an East West connection or one that had local better ties into the SRN.

- Improve access to opportunities across the North - Parts of the corridor (e.g. Burnley, Pendle, Blackburn, Bradford) have some of the most deprived communities nationally. Enhanced East-West connectivity may enable people to access economic opportunities across a wider geography. Increasing skills opportunities, the wider local economy is home to 7 universities including a number which are ranked globally as leading institutions in particular taught and research areas, connectivity to these may increase the attractiveness to further studies and retention to the resident population.

While it was seen that greater connectivity would possibly assist the access to a wider jobs market the assumption relating directly to the alleviation of deprivation was questioned. This was it was unclear whether there were not other contributory factors that would not be resolved by the addition of the this additional connection as well as the level that individuals would be able to access this form of provision. It was also unclear if the proximity to institutions would be a driver to increase the level of additional academic attainment or if but creating greater connectivity between the universities would drive a form of agglomeration leading to additional opportunities which could be utilised locally.

- Promote and support the built and natural environment

It was noted that the expansion of connection in the area would add to the connectivity in the area and thus allow access to the areas of natural beauty in the area it was unclear how building a road in the area would contribute to it.

The draft **transport specific objectives**, consistent with all of the previous trans-Pennine tunnel work are as follows:

Economic Growth

- Support the economic growth of the Northern Powerhouse economy, in particular, the prime and enabling sectors as set out in the North's Independent Economic Review.

There is a clear alignment with the desire to enable growth through the provision of infrastructure in this area.

- Support the regional growth aspirations of East Lancashire and North and West Yorkshire by facilitating new economic development opportunities along existing developed corridors where poor connectivity currently impacts on growth and productivity

It is clear that this would be the case but the level of the potential is unclear as well as how much of this is generated from the East West link and how much from a greater connection to the SRN.

- Improve accessibility from economically deprived areas in the corridor (East Lancashire and West Yorkshire) to centres of employment, education and training.

Further work would need to be done to look at the potential benefits of this as it is unclear how much of a dependant factor transport links are for this in this area

Connectivity

- Improve connectivity between important economic centres east and west of the Pennines to increase growth and productivity.

At the time of the workshop it was unclear given standard approaches to estimating the size of possible benefits in this area whether this would be significant or may need a more tailored approach if it was felt that this didn't accurately reflect the potential.

- Reduce Trans-Pennine journey times, including for freight.

It is clear that this scheme would do this opening up a route to freight which at the moment is generally seen as a none viable option.

- Maintain and improve access for local communities in the Yorkshire Dales National Park and the Bowland and Nidderdale Areas of Outstanding Natural Beauty

It was suggested that this suggested that this should be linked more to the access to theses areas rather than access between them.

- Improve access to international transport hubs and gateways such as Leeds Bradford Airport.

Greater clarity is needed on how this factors into the connection between ports and the level at with the expected increase in traffic to airports in the area will be using the capacity on this road.

Network Performance

- Improve journey time reliability for road users.

It is unclear from this objective if a set of small local intervention would resolve any current issues.

- Improve road safety, including NMUs.

Given the nature of the existing road and the transformational vision for its replacement the reduction in any accidents would be a likely positive outcome rather than a driver for the scheme

- Improve access for NMUs and reduce severance for local communities.

Existing levels of severance are not fully understood

- Reduce congestion on Trans-Pennine routes.

This is heavily linked into the provision of resilience

- Improve the resilience of strategic Trans-Pennine routes to severe weather events and other incidents.

There needs to be further investigation into this as a driver to the scheme as on other schemes with similar objectives the resilience has been linked to high winds and high sided vehicle which it is unclear how much this area of the network is affected by.

Environment

- Minimise adverse impacts on the built and natural environment

This would be seen as a mitigation for the scheme not a driving objective.

- Optimise opportunities to enhance the built and natural environment.

This would be linked to a benefit of the scheme rather than an objective

- Reduce the impact of traffic on local communities

Need to clarify current existing negative impact and which communities are being affected.

- Reduce carbon emissions in the corridor in-line with the Government's target for net zero greenhouse gases by 2050, and with the Climate Change emergencies declared by Local Authorities

This is a standard requirement of government and thus does not need to be listed as a specific objective of the scheme.

3. Options overview

Prior to the VM workshop a sifting exercise had been carried out to reduce the number of corridors had been looking at down to two which are detailed below. The assessment for these have been based on some standard assumptions – Dual 2 lane motorway, Grade separated junction throughout and offline provision.

Indicative Alignment for Orange Scenario



Lancaster – Leeds Journey Time Savings (2041)



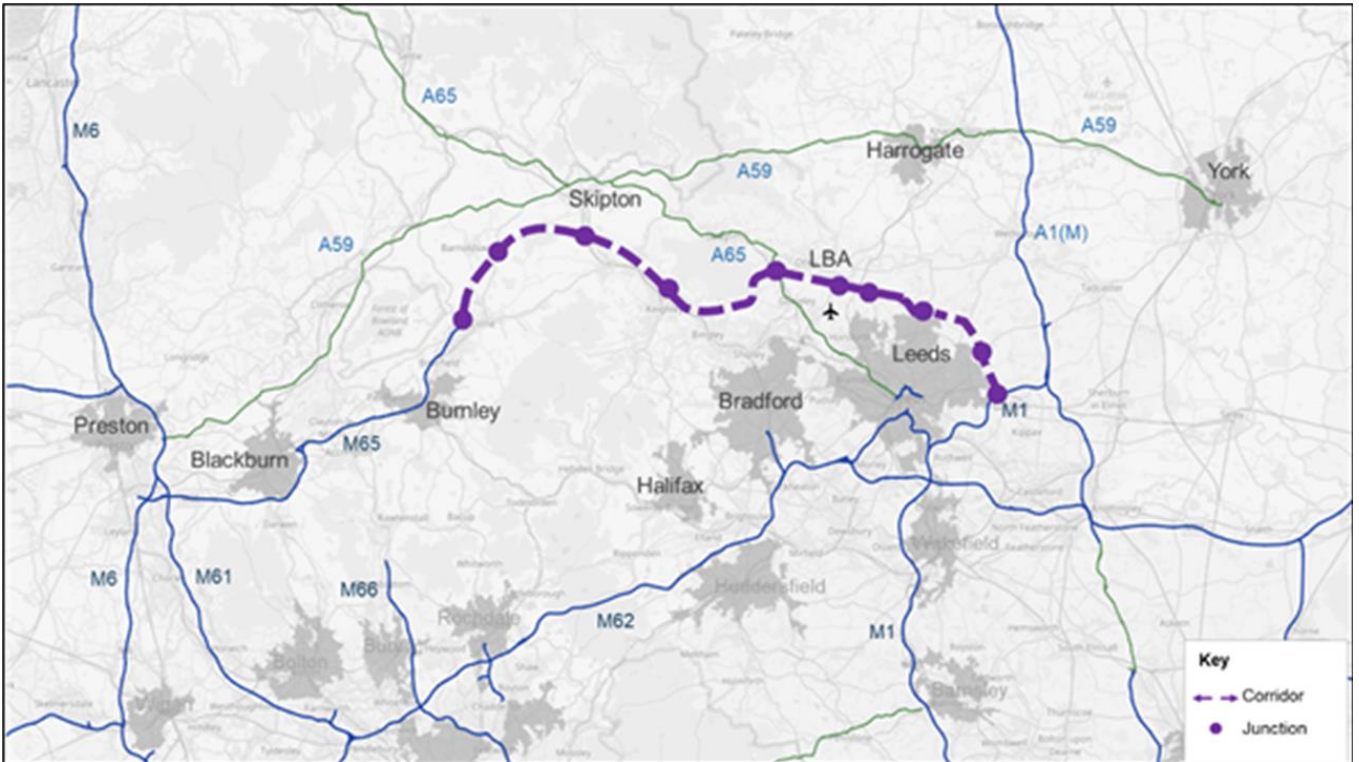
Manchester – Leeds Journey Time Savings (2041)



Economic Appraisal – PVB Estimates



Indicative Alignment for Purple Scenario



Lancaster – Leeds Journey Time Savings (2041)



Manchester – Leeds Journey Time Savings (2041)



Economic Appraisal – PVB Estimates



Both corridor options clearly for fill the role of connecting providing an East West link with the tie in varying on the Eastern side. The main differentiator being if there is benefit from linking directly into the A1M and then the A64 with the latter adding in a better connection between the outer areas of Leeds and York. Both sections tie into the existing SRN at Colne at the end of the existing M65 in later stages it was suggested the further testing should be done to evaluate of this is the best place to do this given the constraints.

4. CSR

The table below presents the high-level HE strategic business objectives which were used during the workshop as the basis for developing the scheme objectives for the current phase. The objectives were discussed to define what the scheme could deliver against each objective.

HE Theme	HE Objective	Ref	Study Area Objective
Economic	Encouraging economic growth	01	<ul style="list-style-type: none"> Support the economic growth of the Northern Economy Support the growth across aspirations for Central & East Lancashire as well as those in West and North Yorkshire. Ensure the improvement of the Trans-Pennine east-west connectivity, including for freight.
Safe and Serviceable Network	Making the Network Safer	02	<ul style="list-style-type: none"> This is not a main driver, safety would be a consequence.
	Keeping the network in good condition	03	
More Free Flowing Network	Supporting the smooth flow of traffic in wider area	04	<ul style="list-style-type: none"> Improving the resilience of the trans Pennine routes and particularly providing a realistic alternative to the M62 and the A59.
Improved Environment	Mitigate environmental outcomes	05	
More Accessible and integrated Network	Helping cyclist, walkers and other vulnerable users of the network	06	
Other	Improving user satisfaction	07	<ul style="list-style-type: none"> Customer satisfaction would increase, but it is not a primary driver.
	Achieving real efficiency	08	

Note: Please note the objectives above are all primary objectives specific to the study area. All others are secondary objectives. At PCF Stage 1 these will be further distilled into a ranked list based on priorities.

5. Conclusion

The general conclusion from those in the workshop was that the scheme had a clear alignment with aspirations to improve East West connectivity and that the introduction of a route in this area would increase the resilience in the area.

If the scheme progresses into the next stages a clear distinction needs to be made as to whether it is to be treated as a transformational project or one that is to be delivered and assessed using standard models. As the scheme stands at the moment the objectives are a mixture of the two and thus provide a conflict several of the objectives may be resolved with local interventions on the existing network but this would not provide the wider transformational outcomes.

If the choice is made to slim down the objectives to only align with those of a transformational case it would assist in the development of a more bespoke benefits case to accompany as well as a clear narrative that would reduce the risk of none value adding local improvements being included in the scheme.

Annex A Workshop Attendees

The workshop team members consist of key individuals who are responsible for the delivery of the project.

Name	Organisation/Function
[REDACTED]	HE - Planning Manager
[REDACTED]	HE – Assistant Planning Manager
[REDACTED]	HE – Regional Sponsor NW
[REDACTED]	HE – Regional Sponsor YNE
[REDACTED]	HE- Operations YNE
[REDACTED]	HE - Economics
[REDACTED]	HE – Operations NW
[REDACTED]	HE - Environmental
[REDACTED]	AECOM
[REDACTED]	AECOM
[REDACTED]	HE - TPG
[REDACTED]	HE – Operations NW
[REDACTED]	HE – Graduate Planning Manager
[REDACTED]	HE – Head of Network Strategy and Development
[REDACTED]	HE – Regional Value Manager

Annex B Agenda

Workshop Title: M6 to A1M Value Management Workshop
Venue: Manchester Piccadilly Gate 9.22 Highways England | Piccadilly Gate | Store Street | Manchester | M1 2WD
Date: 13th February 2020
Time: 13:00–15:00

Duration	Topic	Presenter
13:00-13:05	Safety Moment	Facilitator
13:05-13:15	Introductions and Objectives for the day (from individuals)	Group
13:15-13:30	Background of the scheme	Project Manager
13:30-13:45	Review of scheme objectives	Facilitator (Group Exercise)
13:45-14:00	Overview of the scheme	Project Manager
14:00-14:45	Alignment of how the option match the objectives	Group exercise
14.15-14.45	Risks, concerns & opportunity discussion	Facilitator (Group Exercise)
14:45-15:00	Action Plan and Way Forward	Group exercise

Annex C Value Methodology & Process

The purpose of this report is to give you key information from the Value Management workshop that took place on the 13th February 2020 in Manchester. The workshop took place at Manchester Piccadilly Gate 9.22 Highways England, Piccadilly Gate, Store Street, Manchester, M1 2WD between 13:00–15:30.

The project is currently at PCF stage 0. Throughout the workshop work focussed on defining the problem or opportunity, developing consensus on the need for a project, agreeing objectives and broad scope. The workshop also included discussions around potential outline solutions to address the identified problems, to be taken forward for further development and assessment.

Workshop Objectives:

- Agree the study area;
- Agree the problems and issues within the study area;
- Agree the objectives for any improvement;
- Agree the drivers behind the need for the scheme;
- Agree any key assumptions;
- Agree any risks to the business associated with “doing nothing”; and
- Agree the options to be considered that would contribute to solving the problems and achieving the objectives

The workshop followed the Value Management methodology and adhere to EN 12973 standards. The workshop consisted of the following phases;

1. Information Phase
2. Analysis Phase
3. Creation Phase
4. Evaluation Phase
5. Development Phase

6.

The next steps were collated from the workshop’s discussions. These are captured below:

Action	When	Who
Check if RIS2 in reference case	End of Stage	HE Project Team
Check if costing includes buildability problems from environment	End of Stage	HE Project Team
Make previous reports available to workshop attendees to show why option has been arrived at.	End of Stage	HE Project Team
Is there a Multi risk model assessment document and note	End of Stage	HE Project Team
Ensure that uplifts for Environment mitigations are appropriate for scheme.	End of Stage	HE Project Team
Investigate what the impact is of Environment Agency guidance on demolition of structures over drinking water	End of Stage	HE Project Team
See if M60 or A6 accounted for in option	End of Stage	HE Project Team
Look for link to M180 (Doncaster Bypass)	End of Stage	HE Project Team

Appendix A: Workshop Agenda

Workshop Title: Trans Pennine Tunnel Study Plus
 Venue: Manchester Piccadilly Gate G.35 Highways England | Piccadilly Gate | Store Street | Manchester | M1 2WD
 Date: 12th December 2018
 Time: 10:00–15:00

PLEASE READ WORKSHOP HANDBOOK PRIOR TO WORKSHOP

Duration	Topic	Presenter
10:00-10:15	Welcome and Introductions & expectations	Facilitator
	Overview of the workshop process	
10:15-10:30	Presentation – Project background information	Project Manager
10:30-10:45	Problem Identification	Group
10:45-11:00	CSR Strategic objectives defined into project objectives/functionality	Facilitator (Group Exercise)
	Business Case	
11:00-11:30	Defined project business case, aim, scope, drivers, constraints, timescales, cost	Group exercise
	Business Risk	
11:30-12:15	Key business risks if we were to 'do nothing'	Group exercise
12.15-13.00	Lunch (not provided)	All
	Outline Solutions	
13:00-13:30	Outline solutions to address business risks & meet functionality of project	Group exercise
13:30-14:00	Evaluation of outline solutions against business risk (discount any outline solutions that are not addressing the business risks)	Group
14:00-15:00	Cost Challenge on options	Group
15:00-15:30	Action Plan and Way Forward	Group

Appendix B: Workshop participants

Name	Role	Organisation
[REDACTED]	South Yorkshire Patch Manager (Ops)	HE (Aecom)
[REDACTED]	Environmental Advisor	HE
[REDACTED]	Transport Planning Group	HE
[REDACTED]	OD/MP Programme Integration Manager	HE
[REDACTED]	Regional Sponsor YNE	HE
[REDACTED]	Regional Sponsor NW	HE
[REDACTED]	ADT Team leader Ops NW	HE
[REDACTED]	Highways/Cost Lead	WSP
[REDACTED]	Planning Manager (S&P)	HE
[REDACTED]	Cost Estimator	Benchmark
[REDACTED]	Network Planning Graduate	HE