



KCC Transport Scheme Business Case Report Sturry Link Road

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1 Introduction

1.1 SELEP Schemes – Transport Business Case Preparation

Amey has been commissioned by Kent County Council (KCC) to prepare a Transport Scheme Business Case (TBC), appropriate to the size and scope of each scheme, for each of the projects which have been allocated Local Growth Fund (LGF) finance by the South East Local Enterprise Partnership (SELEP).

1.2 Purpose of Report

The overall purpose of this TBC report is to provide a 'proportionate' justification for the LGF funding allocated to the *Sturry Link Rd (circa £6million)*. This is a predominantly highway scheme aiming to address the layout and function of the road network in and around the village of Sturry; specifically around the junction of the A28/A291 north-east of Canterbury city centre. A key aspect of the scheme is a new bridge over the railway to reduce the current use of the Sturry level crossing.

The scope of the TBC is not aligned with any specific stage of the Department for Transport (DfT) 'Transport Business Cases' procedure. Rather, it is a 'lighter touch' report in the spirit of the DfT advice for 'LEP Assurance Framework' (December 2014), which agrees with using 'proportionate appraisal' appropriate to the scope of a transport scheme.

The TBC report does, however, consider the five key strands of TBC content required by DfT and HM Treasury's The Green Book, namely strategic, economic, financial, commercial and management. It also brings in other strands where relevant, such as summary of predicted scheme outcomes and scheme operational case (including design).

This TBC report may need to stand as an interim submission, justifying SELEP allocation of LGF to the *Sturry Link Rd*, but which may need to be supplemented by a further TBC submission in later financial years, as the content and delivery aspects of the scheme are resolved in greater detail.

The report broadly follows the 5-Case Model for Transport Business Case preparation, incorporating design and environmental issues as well as a summary of the overall risks in terms of project delivery and project funding approval. These risks include:

- The potential for the project to be called in for review by DfT or other bodies before it is delivered;
- The potential for challenge from stakeholders which may jeopardise or delay the project;
- The potential that a subsequent review of the project after implementation may identify issues relating to the delivery of overall outcomes (e.g. job creation or transport modal shift);

Proportionate Transport Business Case

Whilst this scheme is part of a second tranche of LEP schemes, including relatively larger schemes compared with KCC's 2015/16 LGF allocated schemes, it is still important to consider what is sufficient and proportionate.

The Sturry Link Rd scheme has been scoped, with communication with the ITE (independent technical evaluator) for SELEP. These discussions clarified the requirement for a reasonably comprehensive modelling exercise and a likely TUBA appraisal.

In addition the following will be considered:

- Address, briefly, each of the five aspects common to all stages of the TBC, namely, the strategic, economic, financial, commercial and management, cases;
- Present a clear train of logical reasoning and correlated steps for how the scheme is justified;
- Provide qualitative evidence in support of the scheme, if it is not possible or good value to assemble quantitative evidence.

1.3 Structure of the Document

This report is structured in accordance with the Department for Transport's guidance on Transport Business Case, which was updated in January 2013. Following this Introduction, the remainder of the document is structured as follows:

- Chapter 2 - Project Outline;
- Chapter 3 - the Strategic Case;
- Chapter 4 - the Economic Case (including Value for Money Statement);
- Chapter 5 - the Financial Case;
- Chapter 6 - the Commercial Case;

- Chapter 7 - the Management Case;
- Chapter 8 - Conclusions and Recommendations.

2 Project Outline

2.1 Location of the Scheme

Sturry is a village on the outskirts of Canterbury, on the A28 corridor from Thanet to East Sussex. It lies on the junction of the A291 and A28 where two main routes from the north and east join heading to the city centre. These routes pass over the Sturry level crossing on the Thanet to Ashford International line which serves Canterbury via Canterbury West.

The location of Sturry within Canterbury district is shown in **Figure 2-1**, and its location to the built-up area is given in **Figure 2-2**.

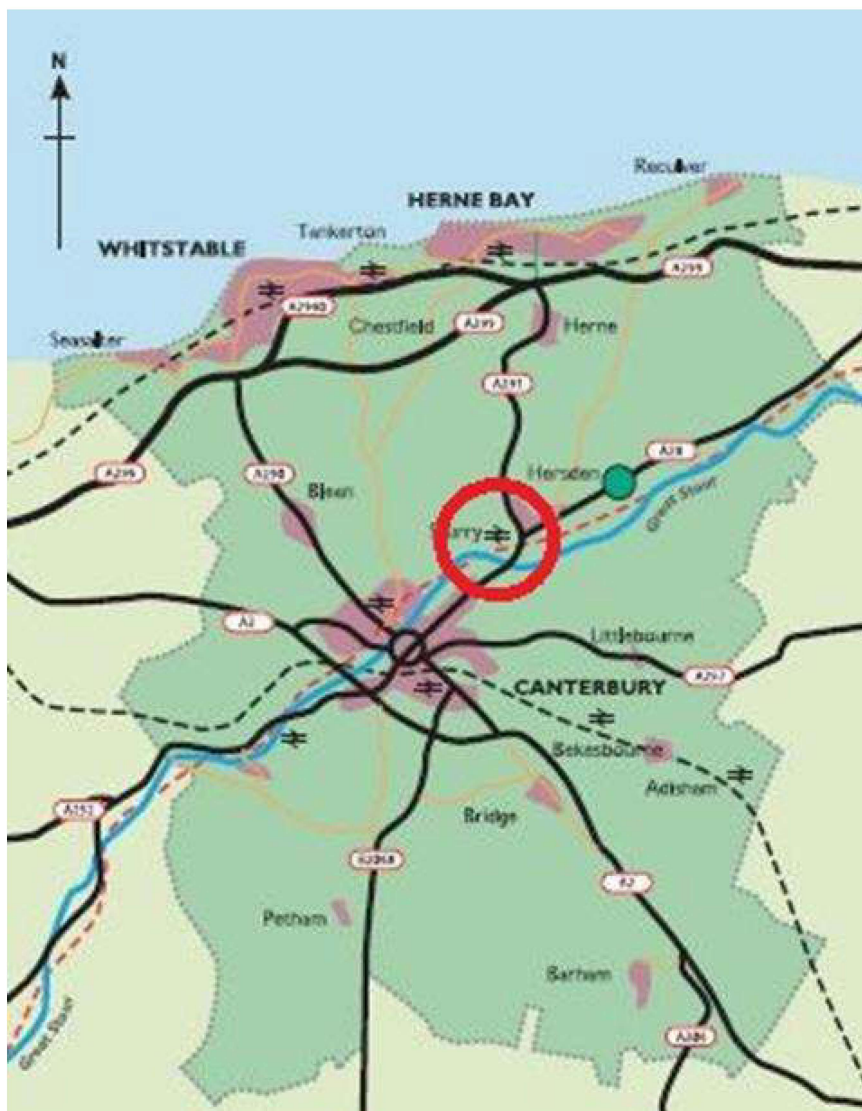


Figure 2-1 – Scheme Location

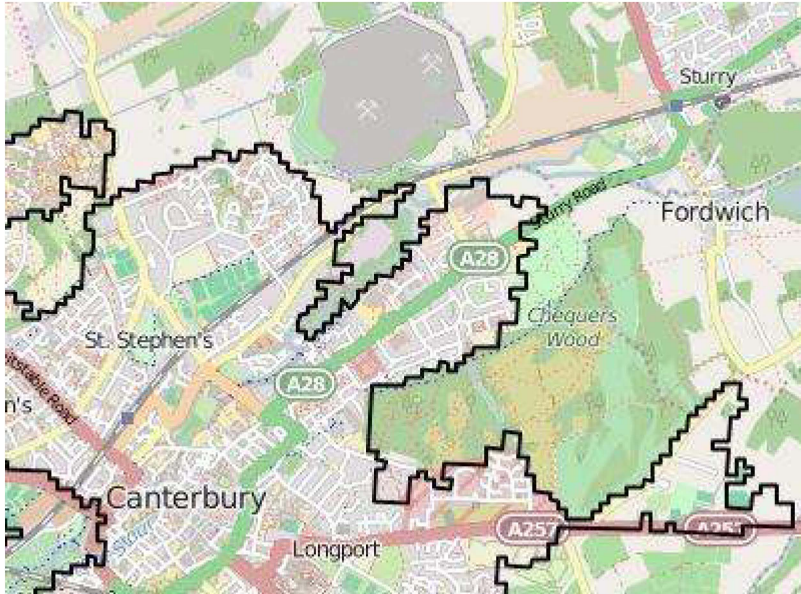


Figure 2-2 – Canterbury built-up area

2.2 Current Conditions

At present there are approximately 18,000 vehicles per day (vpd) using the level crossing at Sturry. This is the combination of traffic from Herne Bay via the A291 and Thanet via the A28 joining and heading towards Canterbury City Centre.

2.3 Scheme Layout and Function

The link road is designed to remove the need for mainline traffic on the A28 (from Thanet district) and the A291/A28 (from Herne Bay, a satellite town of Canterbury) to cross the level crossing at Sturry, by means of an alternative bridge. The indicative scheme is shown in **Figure 2-3**. Traffic then continues through the Canterbury urban area towards the city centre via the A28 or a parallel route (Broad Oak Rd). The presence of these parallel routes is discussed further later in this report.

In addition the scheme will also be able to remove some poor elements of the existing layout, relating to the proximity of junctions and other highway elements near to the level crossing. This is discussed in further detail in later chapters.

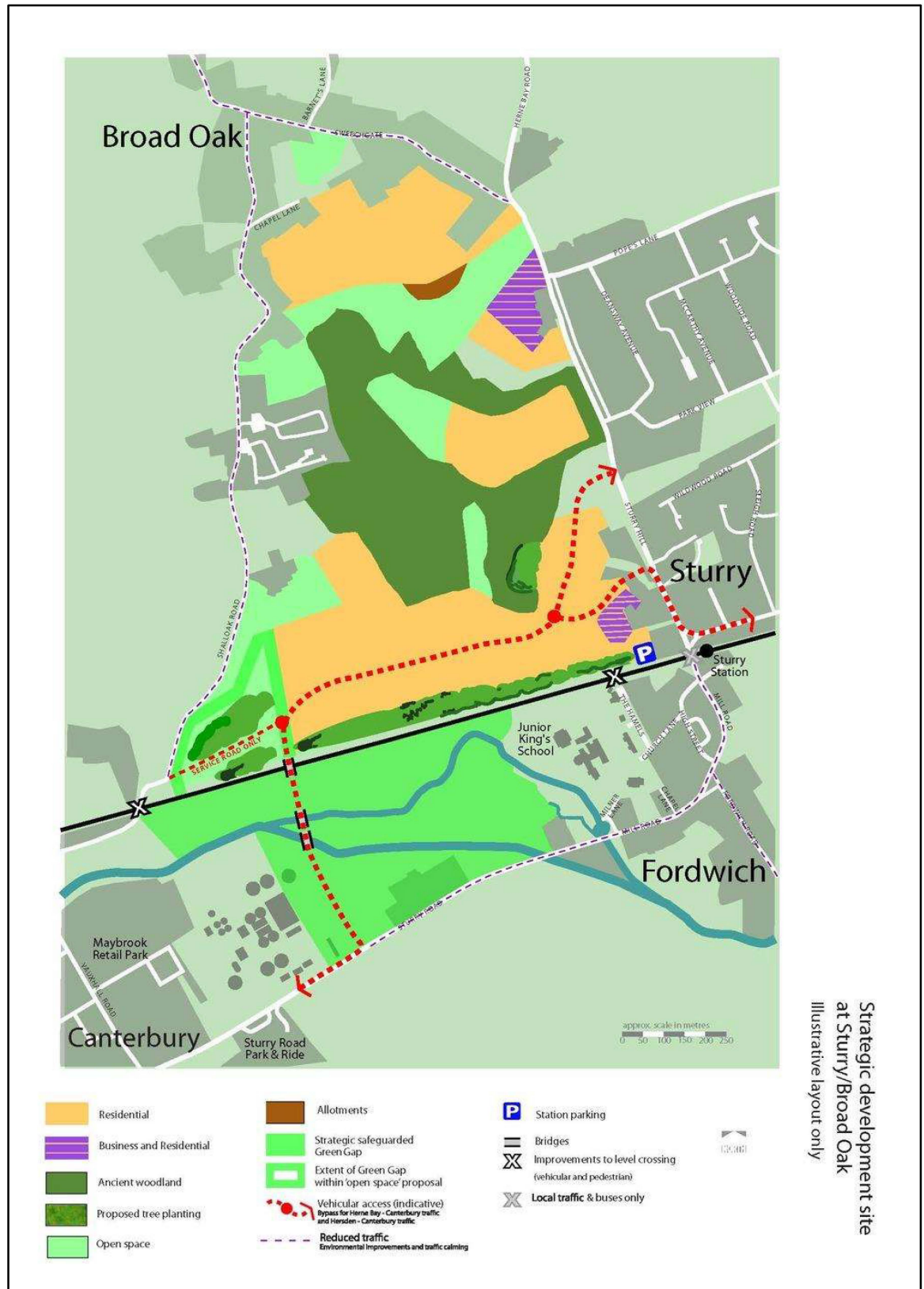


Figure 2-3 – Indicative scheme

The proposed link road will re-join the old A28 alignment near to the Sturry Rd Park-and-ride site; providing a more reliable access to the facility. There are also aspirations to improve the area around Sturry station and the surrounding bus stops.

The indicative scheme is a combined scheme connecting the A28, via a new link bridging the railway, connecting with new infrastructure within a strategic development site. The current design drawing is given as **Appendix A**

2.4 Cost of Scheme

The projected scheme cost is £29.6m.

The costing for the Sturry Link Road relates to the new infrastructure, mainly the bridge over the railway from the A28, which is located outside of the development site. It should be noted that, in terms of scheme appraisal, the overall cost of all new infrastructure will be used. There is also a variation of the scheme including an additional 'spur' near the village of Broad Oak and this cost will be included when applicable.

2.5 'Screening' Summary for Scheme LGF Bid and Supporting TBC

This report consists of a proportionate transport scheme business case in support of the LGF bid for the *Sturry Link Rd*. This means that some criteria for justifying the scheme have only been considered in a simplified way, with qualitative supporting evidence, rather than with detailed quantified appraisal. Less relevant criteria for this scheme have been largely omitted from the TBC report.

Table 2-1 gives a 'screening' summary to show how each of the transport scheme appraisal criteria specified by DfT (broadly aligned with WebTAG Appraisal Summary Table – AST) have been handled with respect to the LGF bid for the *Sturry Link Rd*. Elements can be refined or added in further submissions if required.

As will be further discussed the key appraisal is the journey time savings from modelling inputted into TUBA.

Table 2-1 'Screening' Summary for 'Proportionate' Scheme Appraisal and TBC

Scheme Impact	'Proportionate' Details Covered in this Scheme	Appraisal of Impacts	
		Quantitative	Qualitative
Economy (Travel Congestion Impacts for All Users)			
User Travel Time (congestion)	Yes – Road junction delay savings	✓	✓
User Travel Distance (operation)	Yes – but broadly neutral		
Journey Reliability (travel time variability)	Yes	✖	✓
Wider Impacts / Wider Economy			
'Growth'	Scheme allows delivery of proposed local plan numbers	indicative	✓
Public Accounts Impacts			
Public Accounts Cost	Yes – Outline summary of scheme costs	✓	✓
Indirect Tax Revenue	Yes – but broadly neutral	✓	✓
Environmental Impacts			
Noise	Assumed neutral	✖	✓
Air Quality	Assumed neutral	✖	✓
Greenhouse Gas	Assumed neutral	TUBA	
Landscape / Townscape		✖	✓
Other Environmental		✖	✖
Social / Distributional impacts			
Journey Quality		✖	partial
Accidents		COBALT	✓
Other SDI		✖	some
Door to Door Strategy for Sustainable Transport	Minor impact as highway	✖	some
Effective Scheme Design			
Fitness for Purpose / Successful Operation / Future Network Resilience and Resistance to Shocks	Yes – sense-check of scheme layout against intended purpose	✖	✓

3 Strategic Case

3.1 Overview

The Strategic Case outlines the overarching reasons for proposing the scheme intervention, in terms of its contribution to improving local transport and making effective use of infrastructure. A further consideration is the scheme's alignment with wider aspirations, such as a prosperous economy, an enhanced community, an attractive and sustainable environment, safer and healthier lifestyles and access to opportunities for all.

Ultimately, the Strategic Case indicates who, what, why, when, where and how, the scheme will assist.

3.2 Purpose of the Proposed Investment

The scheme is intended to provide a highway network around Sturry which can cope with both current traffic flows and extra traffic from proposed development in the north-east quadrant of Canterbury district. The scheme aims to reduce congestion, improve journey reliability, and overcome poor elements of the existing highway network.

3.3 Strategic Context

3.3.1 National Strategy: 'National Infrastructure Plan'

The Government has long-term objectives aimed at improving the economy, environment and society. These are the three tenets against which major transport infrastructure projects are assessed, and will continue to be assessed in future.

In its National Infrastructure Plan 2014, the Government presented its vision for the UK transport system:

- Transport infrastructure can play a vital role in driving economic growth by improving the links that help to move goods and people around and by supporting the balanced, dynamic and low-carbon economy that is essential for future prosperity;
- Local transport systems must enable suburban areas to grow. The transport network must support good value and rapid movement of goods around the country. The transport system must be efficient but also resilient and responsive to infrequent and unexpected pressures; and

- Airports and ports are the gateways to international trade and the Government will work to improve the road and rail connectivity to major ports and airports.

The plan cites the importance of local infrastructure as part of economic growth. As such it introduces the Single Local Growth Fund.

3.3.2 National Strategy: 'Creating Growth, Cutting Carbon'

The White Paper 'Creating Growth, Cutting Carbon – Making Sustainable Local transport Happen' (January 2011) sets out central Governments vision for delivering a transport system which enables economic growth which also tackles climate change by reducing carbon emissions.

The strategy encourages decision making and identification of transport solutions at the local level. The paper sets out the vehicles for decentralising economic powers such as the Regional Growth Fund and the devolution of funding to local LEP's.

The Sturry Link Rd scheme is in accord with this vision as it represents a locally identified scheme to resolve existing problems and has been provisionally allocated funding from the Local Growth Fund, via the SE LEP.

3.3.3 Regional and Local Strategy

Canterbury is an urban area in one of Kent's four defined areas, namely '**East Kent**' recognised by SELEP in the 'Growth Deal and Strategic Economic Plan' (**Figure 3-1**)

- **Thames Gateway Kent** – the A2/M2 Corridor
- **East Kent** (including Ashford) – the High Speed One Growth Corridor
- **Maidstone** – the M20 Corridor
- **West Kent** – the A21 Corridor and Medway Valley

Figure 3-1 – Kent strategic areas

The role of the A28 as a county route from Thanet to East Sussex (via Canterbury and Ashford) is noted in KCC's Local Transport Plan (2011-2016) in KCC's Local Transport Plan (2011-2016). The subsequent delivery plan 'Growth without Gridlock' highlights Canterbury's challenge of reducing congestion on the A28.

Canterbury City Council (CCC) has aspirations to deliver approximately 15,600 houses between 2011 and 2031 at 780 dwellings per annum (dpa). This is potentially going to be raised to 16,000 houses at 800 dpa following the inspector's comments in Stage 1 of the Local Plan hearing. In the north-east quadrant there are five strategic sites.

The scheme is intended to conform with Government guidance to LEP on how the SEP's component transport schemes should perform and contribute towards local growth ('Growth Deals Initial Guidance for Local Enterprise Partnerships', July 2013). This centres around three themes:

- Ambition and rationale for intervention for the local area;
- Value for money;
- Delivery and risk;

3.3.4 Regional Strategy: 'LEP Assurance Framework'

The latest Government guidance for SELEP ('LEP Assurance Framework', HMT, December 2014), sets out Government expectations for how transport investments, such as the *Sturry Link Rd*, should be justified with supporting evidence in a manner 'proportionate' to the scope of the scheme and the scale of funding required.

3.4 The Case for Change

3.4.1 The Need for the Scheme

Canterbury has significant growth aspirations and will require a resilient transport network to enable them. This intended growth is to contribute to the wider growth of both Kent and SELEP.

The Sturry Link road, together with another nearby scheme (Herne Bypass), is deemed required by CCC and KCC as one of the components to provide a sufficient transport network to support the emerging Canterbury local plan and the sites in the north-east quadrant. The scheme is listed in 'Growth without Gridlock' (2014) and cross-referenced in the Canterbury District Transport Strategy 2014-2031.

The five strategic sites in the north-east quadrant are shown in **Figure 3-2**. These sites total 4,500 houses. These are detailed as Spatial Policy SP3, and are sites 2,3,4,5 and 8 (<https://www.canterbury.gov.uk/media/941559/CDLP-11-Canterbury-District-Local-Plan-Publication-Draft-June-2014-with-maps-CCC.pdf>)



Figure 3-2 – Local Plan Housing Sites

The Sturry (and Broad Oak) development (site 2 in Policy SP3) of 1,000 homes is being developed in conjunction with the scheme construction.

3.4.2 *Employment in surrounding area*

In addition to the new housing in the area, a network which is sufficient for the continued sustainable growth of the employment sites in the area is important. For example there is the Lakesview site on the A28 in Hersden. These sites have been seen as key in Canterbury recording a post-recession growth exceeding other areas (4.1%).

In this regard the scheme should be seen as an East Kent strategic fit, rather than as just a local Canterbury district one.

3.4.3 *Current Transport Problems*

The simplified picture is of two A-roads with flows circa 10,000 vpd joining in Sturry, and a new combined flow heading over the level crossing towards Canterbury (around 18,000 vpd).

In reality it is not quite so simplified. There are the traffic movements from Sturry itself, and some of the A291 traffic, that uses an alternative (non-classified) 'rat-run' route through Broad Oak village towards Canterbury over a different level crossing (Broad Oak). This route has a flow of around 7000 vpd, being notably high in comparison with the mainline A28 flow.