



<u>Committee and Date</u>	<u>Item</u>
Place Overview Committee	
18 <sup>th</sup> July 2019	<u>Public</u>

## **Shrewsbury North West Relief Road – Governance and Performance Management Arrangements**

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### **1.0 Summary**

- 1.1 This report will update Scrutiny on the governance, project management and Member /stakeholder engagement arrangements in place to support the delivery of the Shrewsbury North West Relief Road.
- 1.2 The report describes Shropshire Councils Shrewsbury North West Relief Road (SNWRR) Programme Delivery arrangements, to include Team Structures, Stakeholder Engagement, internal and external reporting arrangements, and Risk Management.

### **2.0 Recommendations**

- a) To consider the current SNWRR project governance and management arrangements
- b) To note the current Risk Register.
- c) To note that further reports will be brought back to Scrutiny, annually for the next 2 years, and then 6 monthly or quarterly as required, during the preparation of the Full Business Case, Contractor Procurement and Construction phase.

### 3.0 Report

#### Background

3.1 The lack of a direct road link between the northern and western parts of the town has been a major source of traffic problems for a very long time. Both the northern and western approaches to the town centre are heavily congested at peak times, and the presence of through traffic in the town centre leads to long queues and delays, blocking back through key junctions. None of these routes is suitable for this traffic, but there are no practical alternatives for most trips.

3.2 Shrewsbury continues to grow. New development is already under way at the southern Sustainable Urban Extension (SUE), and further growth is planned at the western SUE. Nationally, traffic levels are starting to rise again after the years of recession. The highway network is again under strain. One consequence of this is that incidents on one part of the network quickly lead to traffic backing up, or diverting, causing problems over a wider area. This lack of resilience is a concern. As traffic demand increases, we expect to see more traffic on the north-west corridor through the town, increased congestion, queuing and delay, adverse impacts on noise and air quality and increased transport costs to the regional and local economy.

3.3 Key problems;

The key problems are identified as:

- Traffic congestion
- Poor connectivity between the north and west of Shrewsbury for all modes of transport
- Unreliable journey times and long delays
- “Rat-running” traffic on unsuitable rural roads
- Inefficiency of the transport network, especially for buses
- Lack of network resilience
- Road accidents
- Poor air quality
- Carbon and other greenhouse gas emissions

3.4 In the future, as the town grows and background traffic demand increases, if nothing is done it is expected that all of the above problems will worsen. Traffic congestion is likely to get worse and journey times will become longer and less predictable as the network becomes less resilient, affecting both public and private transport. Rat-running could increase, as could accidents. In addition:

- Junctions on the existing bypasses (especially A5/A49 Dobbies Island) will become increasingly congested

- The Shrewsbury West Sustainable Urban Extension will suffer from poor accessibility to the north, making it less attractive to new development
- New transport investments, especially the proposed Oxon Link Road and SITP, will not achieve their full potential as projects.

### 3.5 Aims and objectives

The **primary aim** of the Shrewsbury North West Relief Road is:

- **To improve Shrewsbury as a place in which to live, work and invest, by reducing congestion.**

The desired **high level or strategic outcomes** are:

- To reduce congestion
- To support the economic competitiveness of Shrewsbury and Shropshire
- To support the delivery of planned growth and development in Shrewsbury
- To enhance the benefits of other transport investment
- To protect and enhance Shrewsbury's built and natural environment
- To contribute towards a reduction in greenhouse gas emissions
- To improve the quality of life for people in Shrewsbury
- To improve road safety
- To support sustainable modes of transport

The **specific or intermediate objectives** are:

- To reduce traffic congestion
- To improve connectivity and accessibility between the north and west of Shrewsbury for all modes of transport
- To improve the reliability of journey times and reduce unforeseen delays
- To reduce the amount of traffic rat-running on unsuitable rural roads
- To improve the efficiency of Shrewsbury's transport network for all modes of transport.
- To improve the resilience of Shrewsbury's transport network.
- To enhance the benefits of the Oxon Link Road and Integrated Transport Plan schemes.
- To reduce the number of people killed or seriously injured on roads in Shrewsbury.
- To improve air quality, especially in the built-up areas of Shrewsbury
- To reduce net emissions of CO<sub>2</sub> and other greenhouse gases

The **operational objectives** are:

- To provide a new river crossing between the western and northern parts of the town, linking the A5 (west) to the A49 (north).

- To reduce traffic congestion in Shrewsbury town centre, on the north and west approaches to the town, and on the bypasses
- To significantly reduce journey times and distances between the north and west of Shrewsbury
- To significantly reduce the amount of traffic unnecessarily crossing the town centre
- To provide traffic relief to key junctions on the existing bypasses, including the A5/A49 Dobbies Island.
- To significantly improve the accessibility of the Shrewsbury West Sustainable Urban Extension.

3.6 A completed Outline Business Case (OBC) was submitted to DfT in December 2017 following Council endorsement (13th Dec 2017), of the funding profile, 5 year build plan, and the requirement for a local funding contribution.

3.7 Following a year of standstill pending DfT's announcement of successful LLM schemes, the award of funding and LLM Programme Entry Offer was finally confirmed 21<sup>st</sup> March 2019. The Programme Entry is based on a £54.4m offer (capped) towards estimated scheme cost in OBC of £71.4m, to be paid as a Capital Grant

#### 4.0 Key Dates;

- DfT Funding Award – 21<sup>st</sup> March 2019
- Planning Application Submitted – January 2020
- Planning Committee – Spring 2020
- Commence Procurement – Summer 2020
- Public Inquiry – Spring to Summer 2021
- Final DfT endorsement – Winter 2021
- Contract Award – Winter 2021
- Construction Starts – Spring 2022
- Road Open – Spring 2023
- Full construction (off highway) completed Spring 2024

#### 5.0 Key Delivery Risk Summary; – See also Current Project Register (Appendix 1)

Risk	Mitigation
DfT Funding could be withdrawn at any time due to national funding issues	Ongoing liaison with DfT nationally on a quarterly basis on project monitoring and forecasting, also ongoing local liaison with DfT stakeholder representative. This will allow the programme to be managed

	with maximum foresight of any changes to DfT funding allocations.
FBC with any increased costs and/or scope not accepted by DfT	To work to submitted OBC programme in establishing market costs and construction programme costs. Early engagement with DfT to be undertaken on establishment of actual construction costs, prior to FBC being submitted. Consideration of increased local funding contribution. Value engineering approach in latter design stages as required
Project delivery suspended / halted due to local changes in circumstance (financial, planning, Public Enquiry) leading to financial clawback	Establishment and management of local project risk register, ongoing engagement with Planning Authority and key stakeholders and rigorous pre-application preparation.
Land and asset acquisition being made by Shropshire Council in advance of accepted FBC	All land acquisition agreements to be made pending, and subject to, the condition that FBC is accepted by DfT
Costs in FBC preparation exceed current OBC forecasts	Work programme and resource allocation to engineering, stakeholder engagement, traffic modelling, project management and pre planning preparation to be monitored and managed closely by SNWRR Project Board.
ESIIA requirement as part of ongoing project delivery	To undertake ESIIA most usefully in parallel with planned public and stakeholder engagement under the pre planning application process. Regular updates will be made as overall SNWRR design elements are finalised

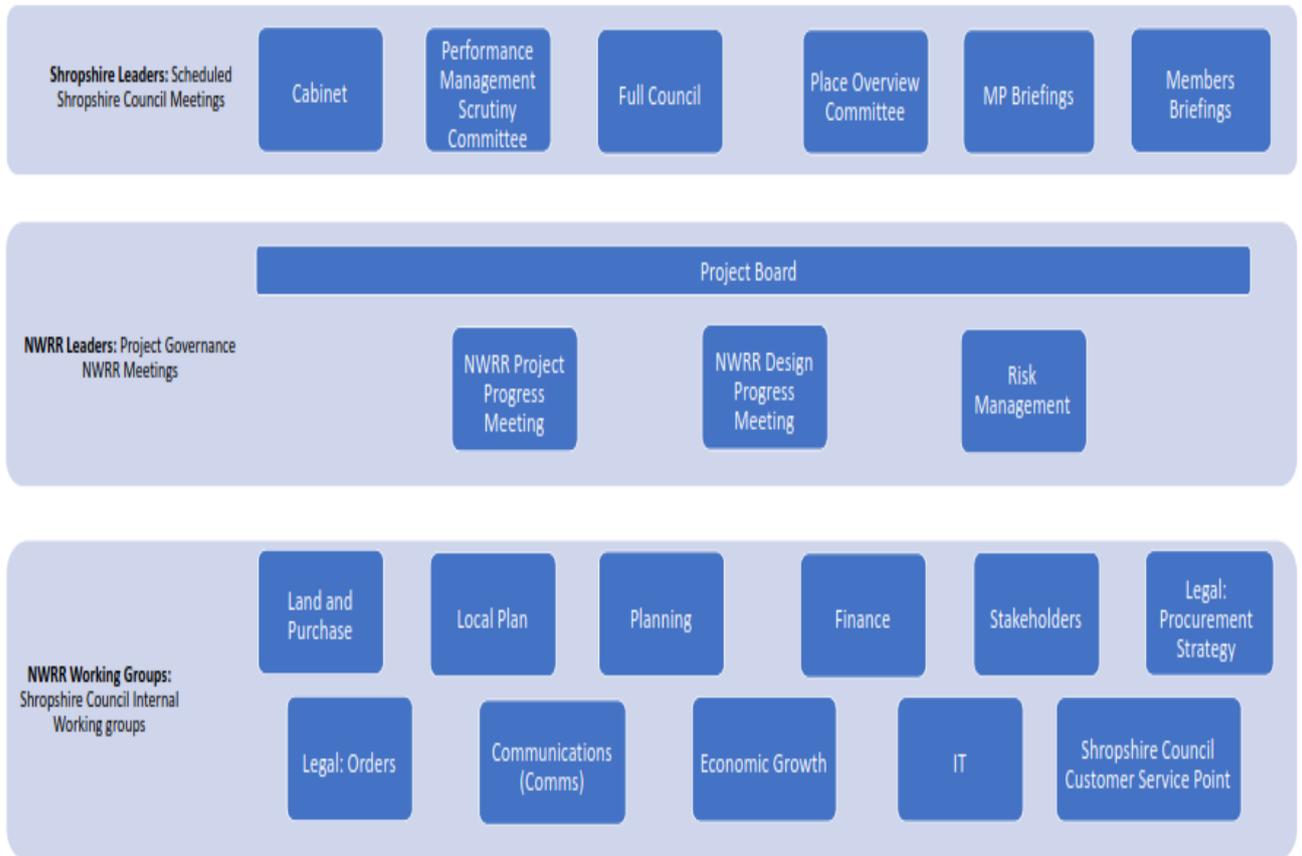
## 6.0 Project Governance Structure

6.1 The SSSNWRR Project will be delivered through the below structure (fig.1.). This will ensure both internally, and with wider Member and Stakeholder groups that the following matters are effectively managed and updates disseminated;

- Financial monitoring and reporting
- Project progress reporting
- Member liaison and scrutiny
- Stakeholder engagement and consultation

- Risk management and mitigation
  - Effective communications
  - Appropriate cross project working in order to assist in the delivery of wider Council objectives (Shrewsbury Big Town Plan, Western and Southern SUEs, town centre regeneration, SITP etc.).
- 6.2 Appropriate officers of the council attend and contribute to the relevant working groups, providing their area of specialism and experience. The working groups oversee the issues, develop the evidence and data, and make recommendations that feed into the overall project Board. As will be appreciated there is a high amount of technical and legal detail to work through.
- 6.3 The Board, consists of Senior Officers representing Finance, Legal, Property, WSP, Highways and Transport, Communications etc. the Board considers all of the recommendations, key issue papers, and undertakes decisions at a Board level. (Please see 7.2). Under the SNWRR Board Terms of Reference they may also make recommendations to the Director of place in line with delegated authority provided via approval from full council. The Director of Place will also liaise or discuss issues or suggested approaches with the Senior Leadership of the Council
- 6.4 Liaison with relevant Portfolio Holders via regular briefings, and the briefing of other Senior Members on the SNWRR is established practice.
- 6.5 Obviously key decisions such as finance or operational decisions that impact on finance will be managed through the established risk process, with any financial impact assessed, and its impact on programme or via the established risk management process. The lead officer is tasked with the coordination and management of the overall Governance framework, and this is stated within the Job Description for the post (See Appendix 2)
- 6.6 It should also be noted that the new post of “Strategic Projects Executive Manager” has been created to ensure a Senior Manager of the Council its acting as the responsible officer to direct and organise this complex and multi-faceted project. For completeness, a new post is being advertised to allow the officers previous duties to be reassigned i.e. SITP, Ironbridge etc. to allow a focus on all of these key projects and outcomes. This is in turn embedded within the 5 year project timetable and risk management approach of the Authority.

## 7.0 Project Governance Structure (fig. 1.)



### SNWRR Engagement Tiers:

- 7.1 As previously described, decisions, briefings and discussions on the development of the project, risk issues and general communications will be provided at various and appropriate tier`s these are identified below.

Full Council / MP`s  
 Cabinet  
 PMSC  
 Place Overview Committee  
 Member and PH Briefings  
 MP Briefings

- 7.2 A dedicated communications officer will be assigned to the Project, to ensure communications are proactive and sufficient , this would be ensuring the project web site is contemporary, social media is utilised to update and provide outcomes , and that clear, consistent messages are provided for the tier above, and the wider Shropshire and neighbouring Authority interest that will be undoubtedly raised.

**Project Officers:**

7.3 To ensure that the “business” of the SWNRR is delivered, dedicated officers on a full or “as required” basis will be assigned to the project, these discussions are ongoing but it is envisaged to be:-

- Project Executive
- Capital Project Officer
- Communication officer
- Property Officer

7.4 There is a financial allowance in the approved Business Case to allow the officer(s) resource to be dedicated to the project (capitalised), as stated the complexity, technical, legal and delivery requirements have to be considered.

**7.5 SNWRR Project Board;**

Steven Brown	Shropshire Council	Highways
Molly Sullivan	Shropshire Council	Finance
Donna Payne	Shropshire Council	Finance
Helen Powell	Shropshire Council	Legal
Tim Collard	Shropshire Council	Legal
Ian Kilby	Shropshire Council	Development Management
Gemma Davies	Shropshire Council	Economic Growth
Andy Begley	Shropshire Council	Adult Social Care and Housing
Sue Swales	Shropshire Council	Environment
Andy Wigley	Shropshire Council	Natural and Historic Environment
Tim Smith	Shropshire Council	Commercial
Steve Law	Shropshire Council	Assets and Estates
Gareth Proffitt	Shropshire Council	Communications
Jane Cooper	Shropshire Council	Risk Management
Nigel Denton	Shropshire Council	Procurement
Andrew Boxall	Shropshire Council	IT
Frank Beech	WSP	Project Director
Matt Johnson	WSP	Strategic Projects Executive Manager
Gary Dymond	WSP	Associate Director
Nick Jones	WSP	Engineer
Arezoo Ilbeygi	WSP	Engineer

## 7.6 SNWRR Progress and Risk Group:

Matt Johnson	Shropshire Council	Strategic Projects Executive Manager
Gary Dymond	WSP	Associate Director
Nick Jones	WSP	Engineer
Arezoo Ilbeygi	WSP	Engineer
Martin Withington	WSP	Smarter Choices Manager
Frances Dearden	WSP	Drainage Engineer
Frank Beech	WSP WSP	Project Co-ordinator
PIM	WSP	TBA

## 7.7 SNWRR Design Group

Matt Johnson	Shropshire Council	Strategic Projects Executive Manager
Gary Dymond	WSP	Associate Director
Nick Jones	WSP	Engineer
Arezoo Ilbeygi	WSP	Engineer
Greg Malley	WSP	Principal Engineer
WSP Highways Lead	WSP	TBC
Mike Denny	WSP	Associate Director Planning
Tim Parker	WSP	Associate
Project Co-ordinator	WSP	TBA

## 7.8 Project Finance and Decision Delegations:

Delegated Individual / body	Value	Activities
Full Council	<£1m	Planning application submission, contractor award decision, land and asset purchases, submission of Full Business Case to DfT, local match funding contribution mechanism
Cabinet	>£1m	Delivery Programme adjustments, resource allocation and prioritisation, financial re-profiling
Director, Place and Enterprise	£14m / project activity up to Full Business	Decisions and actions relating to delivery of

	case completion	agreed Project Programme up to Full Business Case, in line with DfT submission / subsequent revisions
Project Board	>£500k, but value / cost of decision must be within already allocated project funding programme. Recommendations from Project Board of above this value will require approvals from Director, Place and Enterprise	Decisions and actions relating to delivery of agreed Project Programme up to Full Business Case, and then construction, in line with DfT submission / subsequent revisions
Progress and Risk Group	£0 – Group make recommendations to Project Board	Technical input and challenge.
Project Working Groups	£0 – Group make recommendations to Project Board	Technical input and challenge.

### 7.9 Parallel Project Working Groups (with Internal SC Teams)

- Land and Purchases
- Local Plan
- Planning
- Finance
- Stakeholders and Communications
- Legal – Procurement
- Legal – Orders
- Economic Growth
- IT
- Shropshire Council CSC

**List of Background Papers (This MUST be completed for all reports, but does not include items containing exempt or confidential information)**

**National Policies**

- Creating Growth, Cutting Carbon: Making Sustainable Local Transport Happen. Local Transport White Paper, 2011:
- Roads Investment Strategy 2015/16 to 2019/11
- National Infrastructure Delivery Plan (2016 – 2021)
- Roads Investment: The Roads Funding Package
- National Planning Policy Framework (NPPF)

**Regional Policies and Guidance**

- The Midlands Engine for Growth Prospectus and Midlands Connect Strategy
- The Marches Strategic Economic Plan: “Accelerating Growth through Opportunity
- The Marches LEP –Strategy for Growth (2013 – 2022)
- The Marches Growth Deal
- The Marches and Mid-Wales Freight Strategy

**Local Policies**

- Shrewsbury Growth Point
- Shropshire Local Plan (2011 - 2026)
- Shrewsbury and Surrounding Area Place Plan
- Shropshire Local Transport Plan (2011 – 2026)
- Shropshire Economic Growth Strategy (2017 - 2021)

Dec 2017 SSNWRR OBC - <https://www.shropshire.gov.uk/roads-and-highways/shrewsbury-north-west-relief-road/>

**Cabinet Member (Portfolio Holder) Cllr Steve Davenport**

**Local Members;**

**Cllr Peter Adams**

**Cllr Peter Nutting**

**Cllr Alexander Phillips**

**Cllr Ioan Jones**

**Cllr Dean Carroll**

**Appendices**

Appendix 1 – Programme Risk Register

Appendix 2 – Project Lead Officer Job Description and Person Specification