A565 North Liverpool Key Corridors

Major Scheme Business Case

February 2016

Liverpool City Council
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1 Introduction

1.1 Introduction

1.1.1 The North Liverpool Key Corridor Scheme

The North Liverpool Key Corridor (NLKC) improvement scheme is a package of measures aimed at facilitating proposed development and unlocking aspirational development in the North Liverpool area. At the same time the scheme seeks to address the causes of vehicle based congestion along the A565 corridor and improve east-west linkages for non-motorised users reducing the existing severance caused by the A565 to allow better access to the proposed regeneration and development areas. The scheme will also provide a segregated cycle corridor parallel to the A565 to encourage cycling and to provide an advance connection to future development sites in the area.

The A565 is the key route through the north of Liverpool, the Port of Liverpool into Sefton and its upgrade has been a long standing aspiration for the Liverpool City Region. North Liverpool holds the most potential to create considerable employment and this corridor is a fundamental link to releasing a stream of proposed development and investment plans.

The 'Atlantic Avenue' initiative which began in 1994 intended to upgrade the corridor from a single carriageway to a dual carriageway. The essential and integrated improvements would unlock the potential of the strategically important corridor. Acting as a catalyst and enabler for economic growth, the scheme would also improve pedestrian facilities, reduce congestion, improve local access and east-west movements, and strengthen connections between Liverpool and Sefton. The scheme is also required to facilitate the Liverpool Waters, North Liverpool Regeneration and SuperPort developments. The first four stages of the 'Atlantic Avenue' initiative have been built and this North Liverpool Key Corridor Improvement Scheme seeks to complete the dual carriageway route.

In February 2014, the A565 North Liverpool Key Corridor Improvement Scheme was submitted by Liverpool City Council (LCC) and Sefton Metropolitan Borough Council (SBC) to the Liverpool City Region Local Transport Body (LCR LTB) as the first step in the process for accessing major transport scheme funding for the period 2015/16 – 2018/19.

The A565 North Liverpool Corridor improvement scheme seeks to implement Phase 5 and 6 of the Atlantic Avenue initiative and complete the dual carriageway route from Liverpool City Centre into Sefton.

1.1.2 Headline Description

The NLKC scheme comprises five main elements, these are as follows:

- A565 Great Howard Street highway improvements (*Phase 5 of Atlantic Avenue*) – converting the current sections of single carriageway to dual carriageway with associated junction improvements and changes to right turns to facilitate improved traffic flow;
- A565 Derby Road highway improvements (*Phase 6 of Atlantic Avenue*) – applying the same improvements mentioned above, to create a complete dual carriageway along the A565 between Sefton and Liverpool;
- King Edward Street junction improvement - Upgrade of the King Edward Street / Leeds Street junction to better accommodate both traffic and pedestrian users;
- Upgrade and improvement of Regent Road to include a north-south segregated cycleway and the southern section of Regent Road to be converted from a through route to a local access road; and
- Upgrade of connections between the A565 and Regent Road to include cycle facilities on Paisley Street, Oil Street, Saltney Street, Walter Street and Blackstone Street.

### 1.1.3 Headline Benefits

North Liverpool holds the most potential to create considerable employment opportunities with significant schemes of City Region value, such as Liverpool Waters and SuperPort, currently being delivered. The A565 is a key element of infrastructure within North Liverpool and Sefton, and therefore a fundamental link to a stream of development and investment plans.

The proposed scheme will have the following key benefits;

- Provide the infrastructure to facilitate development /regeneration of the North Liverpool corridor and unlock potential development land by providing an upgraded dual carriageway, new cycle facilities and new pedestrian crossing facilities;
- Act as the catalyst for the regeneration of the North Liverpool area;
- Provide improved linkage and connectivity to the wider City Region;
- Improve strategic movements along this key north-south corridor;
- Reduce the economic impact of the current congestion caused at bottlenecks along the A565 and the King Edward Street junction;
- Reduce collision (accident) occurrence resulting from uncontrolled turning manoeuvres;
- Improve pedestrian and cycle permeability along an east – west axis to improve access to potential employment and encourage trips by sustainable modes; and
- Improve access to employment, particularly for the wards adjacent to the proposed scheme.

### 1.2 Strategic Need

#### 1.2.1 Need for change

Congestion issues along the A565 Great Howard Street, Leeds Street and King Edward Street were identified in the ‘A565 Great Howard Street Improvements’ Options Appraisal Report prepared by 2020 Liverpool in 2009, as a key concern. The microsimulation modelling detailed within the report identifies significant variations in journey times due to congestion on King Edward Street and Leeds Street. The
The report goes on to state that the congestion would be exacerbated with the application of forecasted traffic growth from 2008 to 2023 and that this congestion has an effect on the flow of traffic along the A565. The report highlighted the need for change, and concluded that the proposed dualling of the A565 will result in improved journey times and journey reliability along the corridor.

Furthermore, this area of the city faces a number of key socio-economic challenges, with 50% of residents in North Liverpool in the top 1% most deprived nationally. Liverpool Waters and SuperPort; the key developments in the area, will help to attract and retain skilled workers to the City Region and provide jobs for existing residents.

The A565 is a Strategic National Corridor carrying large numbers of vehicles and freight. 25,000 vehicles use the A565 on an average weekday, with morning peak hour flows approaching 2500 vehicles.

Whilst several sections of the A565 are already dualled, the two remaining sections of single carriageway act as bottlenecks along the corridor. The physical and visual condition of the area is poor, which discourages investment and levels of access for walking and cycling do not meet current expectations. This area of the city faces numerous socio-economic challenges, with high levels of deprivation and it is essential that the transport infrastructure in the area stimulates development opportunities rather than constrains them. Significant value to the local economy is at risk of being delayed if the road network does not have the capacity to facilitate the transformational growth opportunities currently being implemented in the North Liverpool area.

1.2.2 Background to the Scheme

The A565 is the key route through the north of Liverpool, linking to the Port of Liverpool and into Sefton and its upgrade has been a long standing aspiration for the Liverpool City Region. North Liverpool holds the most potential to create considerable employment and development opportunities. The corridor is a fundamental link to a stream of development and investment plans.

The 'Atlantic Avenue' initiative which began in 1994 intended to upgrade the A565 corridor from a single carriageway to dual carriageway. The essential and integrated improvements would unlock the potential of the strategically important corridor. Acting as a catalyst and enabler for economic growth, the scheme aimed to improve pedestrian facilities, reduce congestion, improve local access and east-west movements, and strengthen connections between Liverpool and Sefton. The scheme is also required to facilitate the Liverpool Waters, North Liverpool Regeneration and SuperPort developments.

The first four stages of the 'Atlantic Avenue' initiative have been built and this North Liverpool Key Corridor (NLKC) improvement Scheme seeks to complete the dual carriageway route and enhance provision for non-motorised users.
1.2.3 New Opportunities

There are several large committed developments which present the area with an opportunity to deliver new jobs and boost the City Region economy. These developments include the Liverpool Waters mixed use scheme and the SuperPort. The proposed North Liverpool Key Corridor scheme should unlock further development land for additional future developments.

Liverpool Waters is expected deliver circa 1,320,000 square metres of development including substantial commercial opportunities and more than 9,000 homes and 17,000 full-time jobs. Upgraded east-west links would improve access to employment to/from the adjacent wards of Everton and Kirkdale, where car ownership and employment levels are some of the lowest in the city.

The opportunities for SuperPort are global in scale and can transform the Liverpool City Region economy creating 21,000 jobs and £6.1 billion in GVA by 2020 and nearly 30,000 jobs and £18.3 billion by 2030. The core road network helps to facilitate growth and unlock plans set out in documents such as North Liverpool and South Sefton SRF.

Based on the weekday average traffic flows, at least 25,000 vehicle movements per day would benefit from the scheme and the local population will benefit from the improvements in walking and cycling facilities.

1.2.4 Interrelation with other schemes

The North Liverpool Key Corridor (NLKC) scheme has been prepared in cognisance of, and is complementary to the concept plans currently being developed for the Strand, Liverpool City Centre Connectivity schemes. The NLKC scheme is also directly interrelated to the highway and public realm improvements along the Leeds Street corridor, which have recently been completed. It has also been prepared in light of the Liverpool Waters development, SuperPort development, the North Liverpool Enterprise Zone and other development schemes in the local area.

1.3 Economic Benefits

This Full Business Case, building on the earlier Outline Business Case has undertaken an appraisal of both the wider economic benefits of the preferred scheme, and the direct highway user benefits that could be achieved as a result of the scheme implementation.

The economic appraisal for the NLKC scheme has been undertaken using the Department for Transport (DfT) TUBA software in accordance with published DfT guidance. This is based on trip and cost matrices from the Liverpool City Highway SATURN model.

The overall Present Value of Benefit is £73m. Considered together with the scheme cost of £18.3m, the NLKC scheme yields a Benefit-to-Cost Ratio (BCR) of 4.36 assuming optimism bias of 15%. A BCR in
excess of 2.0 is considered high value for money according to DfT criteria, so the NLKC represents significant value for money.

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**1.4 Financial case**

**1.4.1 Scheme costs**

The base costs for the NLKC scheme are estimated to be £18.3m, which when risk allowances and optimism bias (at 15%) are added, results in a total cost of £21.6m.

**1.4.2 Funding**

The Liverpool City Region Growth Deal announcement in July 2014 secured £232.3m from the Government's Local Growth Fund to support economic growth in the area between 2015/16 and 2020/21. Liverpool City Council as lead authority has an ‘in principle’ grant allocation of £13.3m for improvements to North Liverpool Key Transport Corridors; requiring £1.8m in match funding.

The majority of the scheme falls within the Liverpool boundary; however, the highway extends to Miller’s Bridge in neighbouring Sefton. Therefore a Memorandum of Understanding (MoU) has been drafted between the two authorities to meet the funding shortfall of the scheme, provide the match-funding and contribute to the scheme development costs. A copy of the MoU is included in Appendix K together with an approval letter from the Section 151 officer(s) of the two authorities.

There are no alternative funding arrangements considered for this scheme. If this funding stream were not available, the two authorities would continue to pursue piecemeal improvements to the corridor when new planning and development schemes come forward. However, the growth deal allocation is integral to the full delivery of this scheme.

It is expected that the scheme will be delivered between 2017 and 2018.
2 The Strategic Case: An Introduction to North Liverpool

2.1 Introduction

The Strategic Case determines whether or not an investment is needed. It demonstrates the case for change - that is, a clear rationale for making the investment; and strategic fit - how the investment will further the aims and objectives of the Liverpool City Region (LCR).

More specifically, the Strategic Case will:

- Specify the business need for a project;
- Set the context and identify a series of investment aims;
- Assess the investment aims against what the LCR (and Government) wants to achieve as a whole;
- Determine the case for change and strategic fit should be an iterative process as the business case develops, and always supported by robust evidence, such as identifying key risks and constraints; and
- Consult main stakeholder groups.

Following this introduction to North Liverpool and existing highways conditions, the Strategic Case is discussed in detail in the following chapters:

- We set out the vision for North Liverpool in Section 3;
- Section 4 summarises the current problems and issues that the proposed scheme will address;
- In Section 5 we present our objectives for the proposal;
- Section 6 sets out the options appraisal, summarising the scheme development; and,
- We present our proposal for the North Liverpool Key Corridors in Section 7.
2.2 Existing Transport Arrangements

Figure 2.1: Scheme Location Plan

Source: Mott MacDonal
2.2.1 A565 Corridor

The A565 corridor is a major north-south commuter and freight route between Liverpool City Centre and North Liverpool into Sefton. Whilst supporting local journeys, this corridor is key to strategic movements through the wider Merseyside conurbation. This strategic and local context can be seen in Figure 2.1 above.

Approximately 25,000 vehicles use the A565 on an average weekday, with morning peak hour flows approaching 2,500 vehicles. Whilst much of the A565 has been dualled as part of previous schemes, the two remaining sections of single carriageway; King Edward Street to Blackstone Street and Bankfield Street to Millers Bridge, act as bottlenecks along the corridor. At peak times, congestion and associated delays are common, especially at key junctions along the corridor creating numerous traffic problems.

The A565 corridor comprises of Great Howard Street from the south towards Derby Road at the north. The scheme also covers Regent Road, the former dock road, which runs along the west of the area. For ease of description and discussion, the scheme area will be considered in five sections running in a south to north direction. The existing layout, conditions and facilities are described in the following sections.

2.2.2 Section 1: A5052 King Edward Street/A5053 Leeds Street – Paisley Street

2.2.2.1 A565 Great Howard Street / A5032 King Edward Street / A5053 Leeds Street Junction

Great Howard Street begins at the signalised junction with the A5053 Leeds Street and A5052 King Edward Street. This junction is a critical point in the highway network where the A565 route from the north meets the A5036 bringing traffic into the city from the east and west (via the Kingsway tunnel and the M62 via Edge Lane). This creates a conflict between the two high volume traffic movements and also with the needs of non-motorised users (NMUs) crossing at this location on a key desire line in to the northern part of the Central Business District (CBD).

This junction is currently signal controlled with signal controlled pedestrian movements only provided over 3 of the 4 arms.

The abundance of non-direct staggered crossing points and the absence of direct crossings stretching across both arms of a carriageway, mean that pedestrians currently experience delay at each crossing point due to the multiple crossing movements involved. When accessing and walking between the city centre and the existing site proposed for Liverpool Waters this junction represents a potential point of severance.
2.2.3 Section 2: A565 Great Howard Street

2.2.3.1 Leeds Street to Oil Street

From the junction, the A565 then heads northward with a section of dual carriageway between the signalised junction to the Costco frontage. Immediately north of the junction with the A5053 Leeds Street and A5052 King Edward Street, offices, car show rooms and associated car parking border the carriageway. A structure in the area of Costco and Chadwick Street has been regularly assessed and is failing. In 2013 this bridge was further assessed and it was discovered that severe structural issues were present. The structure (which spans two old rail tunnels) was supposedly infilled in the 1980’s, however subsequent inspections revealed that the majority of the structure is in fact empty and therefore still supporting the highway above. As a result Liverpool City Council was successful in receiving £9.7m from the Department for Transport Challenge Fund to replace the structure. Subsequent assessments showed further deterioration, therefore to mitigate against further damage a 3 tonne weight restriction was introduced on the bridge on 15 February 2016.

The junctions with Paisley Street, the access to the car showroom on the east and the junction with Oil Street and Chadwick Road are priority controlled. Bus stops are provided just north of the Paisley Road junction, comprising of a bus layby shelter, flag pole and information sign on either side of the road. Pedestrian footways with dropped kerbs and street lighting are also provided along this section of the A565. The carriageway forms part of the strategic local network and as such, on-street parking is prohibited by way of Urban Clearway.

The dual carriageway reduces to a single carriageway approximately 75m north of the priority-controlled access to the car showroom site.

To the west of the A565 and running almost parallel is Waterloo Road also running on a north-south axis. Connecting the two is Paisley Street which is a two-way street providing access to the car park for the Toys R Us and Costco with a further access provided on Regent Road. Bus stops are provided in both directions with a flagpole and information sign. Towards the northern extents of the section, Oil Street also provides a link between the A565 and Regent Road. High numbers of vehicles are observed to park along on-street and on the footways, restricting available widths of both carriageways and footways. High fences border both sides of the street, which results in the perception of a canyon-type environment. The lack of natural surveillance further adds to the perception of severance.

It is unknown whether the prevalence of on-street parking on Oil Street comprises commuters or local residents. However, feedback from residents and business at the engagement meetings noted it to be a combination of the two uses, with the majority being commuters due to the high levels of parking during the middle of each week-day.
2.2.3.2 Paisley Street – Walter Street/Lightbody Street

Continuing north, the A565 remains as a single carriageway, with footways provided on either side. The carriageway is bordered by a mixture of smaller retail units, light industrial units and vacant and derelict sites. On-street parking is prohibited.

A petrol station is located just north of Vulcan Street. Bus stops with bus shelters and flag pole are provided near the junctions with Vandries Street, Cotton Street and Walter Street/Lightbody Street. A zebra crossing is located just north of the junction with Dublin Street.

There are 14 priority controlled junctions along this particular stretch of the A565, with ten junctions providing links with Regent Road towards the west. The links between the A565 and Regent Road, south of Saltney Street, typically provide access to industrial units and are narrow two-way streets with a high number of vehicles parked on-street. The exception to the case is Regent Street and Dublin Street which are relatively wide, whilst marked parking bays are provided on Dublin Street. Vehicles can often be seen parking perpendicular to the traffic flow on Vulcan Street, Regent Street and Dublin Street. Footways are not provided along Vulcan Street, Porter Street, and Dickson Street and only along one side of Carlton Street.

Towards the north of the section, both Saltney Road and Walter Street are one-way streets. Saltney Street cannot be accessed via Great Howard Street. Short sections of footways with street lighting are provided at the end of the street and only on the southern side, providing level access in to the entries of the industrial units located across the central section. Walter Street is inaccessible via Regents Road. Narrow footways are provided, however there is no provision of street lighting. A logistics depot is located along the north eastern edge of the street. A marked on-street coach parking area is provided on the west.

2.2.3.3 Bentinck Street – Blackstone Street

Continuing north from the signalised junction with Walter Street and Lightbody Street to the junction with Blackstone Street, the A565 remains as a single carriageway with footways and street lighting provided on both sides. The carriageway is bordered by light industrial units with a large supermarket located just south of the Blackstone Street junction. Bus stops are provided on the approaches to the junction with Blackstone Street, before the introduction of the right turn lane with the typical provision of a bus shelter, flag pole and information sign.

There are three priority controlled junctions along this section of the A565, providing access to the industrial area to the east. The junction of the A565 Great Howard Street, A565 Derby Road and A5054 Blackstone Street is signalised with staggered pedestrian crossings across all arms. A cycle route with on-street cycle lanes and advanced stop line is also provided across Blackstone Street and continuing along Boundary Street.
2.2.3.4 A565 Derby Road between Boundary Street and Juniper Street

Whilst not part of the study area, the section of A565 Derby Road between Boundary Street and Juniper Street is described briefly below, before rejoining the study area at the junction of A565 Derby Road with Bankfield Street and Bankhall Street (Section 3).

North of Blackstone Street, the A565 continues along Derby Road. The road has been upgraded to a dual carriageway until just north of the junction with Bankfield Street and Bankhall Street. Light industrial units, office buildings, building suppliers, car dealerships and other larger retail stores front on to the carriageway. Along this section bus stops are provided near the junctions with Grundy Street, Sandhills Lane and between Studholme Street and Juniper Street. Pedestrian footways with dropped kerbs and street lighting are also provided along the length of this section. On-street parking is prohibited by way of urban clearway markings.

There are seven priority control junctions along the length of A565 between Boundary Street and Juniper Street. The central island prevents right turns in to and out of these minor roads. Three connections are provided between the A565 and Regent Road, via Boundary Street, A5055 Sandhills Lane and Tyle Street. The junction with Boundary Street is signalised, with controlled pedestrian crossings are provided across all four arms. Boundary Street is a wide 2-way street, providing access in to the Wellington Employment Park located on the north side. Footways with dropped kerbs and street lighting are provided on both sides of the carriageways. The junction with Sandhills Lane is also signalised with controlled pedestrian crossings provided across all sides and Advanced Cycle Stop Lines provided on Sandhills Lane. The carriageway is wide with footways and street lighting provided. Tyle Street, which is unadopted, is a wide two-way street providing access to heavy industrial units towards the north and south. Footways and street lighting are not provided.

The A5055 Sandhills Lane and Boundary Lane also links towards the eastern area of the A565, providing crossing of the rail line and the Leeds and Liverpool Canal and enabling access to regions east of the canal. Access to Sandhills Railway Station is also provided along Sandhills Lane.

The Kirkdale Community Fire Station is located on Studholme Street, at its junction with A565 Derby Road.

2.2.4 Section 3: A565 Derby Road

2.2.4.1 Bankfield Street/Bankhall Street – Miller’s Bridge

Immediately north of the junction of Bankfield Street, the carriageway is dualled with a central island. Further north, the A565 remains as a single carriageway.

Large vacant areas border the carriageway along the southern section. North of the junction with Brunswick Place and Esk Street, the carriageway is bordered by a mixture of light industrial units and smaller retail units. A petrol station and large car dealer are located on the eastern side of the carriageway near Haddock Street. North of Howe Street, a number of small residential sites front onto the eastern side of the A565 corridor. The western side of the corridor remains dedicated to light and heavy industrial sites.
As the corridor continues northwards away from the city centre, a larger quantity of residential developments front onto the A565. North of Cambridge Road, the bordering development is predominantly residential in nature on both sides of the carriageway.

There are eleven priority controlled junctions along this section of the A565 with six providing a connection with Regent Road. These links between the A565 and Regent Road are typically narrow with limited provision of footways or street lighting, intended for use by service vehicles and for access to the industrial sites in the area. High levels of on-street parking occurs along Rayleigh Street and Howe Street in particular, with vehicles parking both parallel and at an angle near the car parts shop located on Rayleigh Street. Six informal site accesses are also located across this section of the A565, providing access to sites on the east of the carriageway.

At the northern and southern ends of the section, the junctions with Bankfield Street and Bankhall Street and the junction with Miller’s Bridge are signalised with controlled pedestrian crossings. From these two junctions the links to Regent Road are wide with footways and street lighting provided. A marked on-street coach parking area is located on the western end of Bankfield Street.

2.2.5 Section 4: Regent Road

2.2.5.1 Waterloo Road

Waterloo Road begins at the roundabout located to the west of the signalised junction between A565 Great Howard Street / A5032 King Edward Street / A5053 Leeds Street. The roundabout arms connect Waterloo Road with Bath Street and Princes Parade. Bath Street continues south to join with King Edward Street via a signal controlled junction.

Continuing north of the roundabout, both carriageways and footways are wide with footways along both sides. Street lighting is present with dropped kerbs along the eastern footway. Vehicular access to the car park for the Costco superstore, fuel station and Toys R Us is located along the eastern side of Waterloo Road. Waterloo Docks are situated on the western side, with access to the associated car park located just north of the Costco entry. Access to the Waterloo warehouse residential development, with its substantial parking provision, is provided approximately 70m north of the Costco access junction.

2.2.5.2 Regent Road between Paisley Street and Walter Street/Lightbody Street

On the southern end of Regent Road, on-street parking is available with high numbers of vehicles parking between the entry of the Car and Van Rental premises located near Oil Street and Cotton Street. The carriageway narrows at the bridge crossing of Stanley Dock located north of Saltney Street. Two bus stops are provided along the road near the junctions with Vandries Street and Dublin Street, these are indicated via a flagpole and information sign. Footways and street lighting are provided on both sides of the carriageway with dropped kerbs provided along the eastern footways only.

Light industrial units, and derelict sites border the eastern side of Regent Road with a small café located on the corner of Vulcan Street. Between the junctions with Porter Street and Saltney Street, a large brownfield...
site is found on the west. North of Saltney Street and adjacent to the A565/Regent Road, there are a number of historically important sites which are the focal point of the Stanley Dock Conservation Area. This includes the Dock Wall, Stanley Dock, the Stanley Dock Tobacco Warehouse and other period warehouses which are Grade II listed buildings.

Coach parking is located on the northbound side of the Regent Road carriageway between Cotton Street and Saltney Street.

2.2.5.3 Regent Road between Bentinck Street and Blackstone Street

This section of Regent Road is wide with footways provided on both sides of the carriageway. An industrial site is located on the west. Along the east side, a vacant plot of land is located towards the south of this section. Further north a free house pub and the premises of a timber supplier front on to the road, with vehicles parking along the front of the site.

A bus stop is provided just north of the junction with Blackstone Street, in front of Wellington Dock. The bus stop comprises of a flagpole and information sign. Pedestrian footways with street lighting are provided on both sides of the carriageway.

Several coach parking locations are provided along Walter Street and along Regent Road to the north of Walter Street.

2.2.5.4 Regent Road between Blackstone Street and Bankfield Street

A number of warehouses, light industrial units and derelict sites front on to the carriageway along this section. North of Tyle Street, the area becomes heavily industrial. Small cafes are located on the corners of Boundary Street, Sandhills Lane.

The carriageway is wide with footways and street lighting provided on both sides. No bus stops are provided along this stretch of Regent Road.

2.2.5.5 Regent Road between Bankfield Street/Bankhall Street and Miller’s Bridge

Heading north from Sandhills Lane, both sides of the carriageway are occupied by heavy industrial units with several access points to the docks located on the western side of the carriageway. North of Howe Street, the eastern side of the carriageway becomes less industrial with hotels and cafes/businesses fronting on the highway. Footways are provided on both sides with street lighting on the eastern side.

North of Tyle Street, two overhead conveyors are located above the highway with a headroom clearance of 5.8m.
2.2.6 **Section 5: Connections between A565 and Regent Road**

South of Blackstone Street, there are eleven connecting streets between the A565 and Regent Road. Paisley Street has been described above. The remaining ten streets are of varying width and bordered by light and heavy industrial premises of varying scale. Footways are frequently in poor condition or non-existent, street lighting also is ineffective or non-functional. The effective width of the carriageway on these links is further restricted by the prevalence of uncontrolled on-street parking and loading/unloading which often takes place on-street rather than in loading bays or within the curtilage of premises.
3 Strategic Case: Vision for Liverpool

3.1 Vision for Liverpool

3.1.1 Liverpool City Region

The LCR LEP’s overall vision is to secure job growth of between 95,000 to 130,000 jobs over the next 5 to 15 years through supporting growth across a range of economic sectors. Schemes including the Liverpool SuperPort and the Mersey Gateway Project (see below) should inject a total £1bn capital investment and are seen as “strategic necessities” to build on the region’s port, airport, rail and logistics assets to benefit the whole of the UK. The A565 provides an important road link to the SuperPort terminal at Seaforth and is therefore an integral part of the strategic road and freight network.

The LEPs Spatial Investment Plan 2014-2017 (January 2013) reported that, across the sub region, there was a diminishing pipeline of available and good quality land that could deliver high quality developments that attract top businesses to the City Region.

Figure 3.1: Knowledge Economy

Source: LCR’s knowledge economy: delivering new opportunities for growth 2011-2020

Figure 3.2: Visitor Economy

Source: LCR Visitor Economy Strategy to 2020
The SuperPort alongside other new projects identified by the LEP (Liverpool2, Mersey Gateway crossing, the Liverpool Bio Campus and Wirral Waters), will help create the conditions for growth including investment in transport, housing growth and wider infrastructure and business support, innovation and skills and employment targeted programmes.

**3.1.2 Liverpool Draft Core Strategy**

In 2012, LCC drafted the Liverpool Core Strategy to capitalise on Liverpool's assets and resources to achieve urban and economic growth. The Strategy will be used to form the framework for the Local Plan for Liverpool.

The Strategy keeps the city centre as the primary focus for economic activity and job creation and looks for a balance in new housing growth between the Urban Core (70%) and the outer Suburban Areas (30%) with 40,950 new homes to be developed from 2011 to 2028.
Maximising sustainable economic growth is seen as a priority, particularly utilising substantial opportunities in the deprived wards of Anfield, County, Everton and Kirkdale in North Liverpool. North Liverpool will be a primary location for regeneration on a transformational scale while the Strategy also recognises the importance of maintaining and enhancing the city's heritage assets and environment, including along the North Liverpool Waterfront.

### 3.1.3 North Liverpool South Sefton Strategic Regeneration Framework, 2010

The Strategic Regeneration Framework (SRF) recognises the enormity of challenges in this area, which we have echoed in the above analysis, but also the strength of its underlying assets and potential drivers...
for growth\textsuperscript{1}. The A565 (Derby Road) is a key artery through the area which connects it to the strategic highway network via the A5036 (see Figure 2.9 below).

A key objective identified is to enhance the transport network in order to establish the area as an attractive and desirable place to live, work, invest and visit. Transport actions identified to support this were:

- Freight transport improvements.
- Improve perceived accessibility.
- Branded quality bus corridors.
- Promote enhanced east/west links.
- Environmental improvements to rail stations and environs.
- Improve key transport corridors and junctions.
- Explore opportunities to provide additional rail capacity.
- Pursue new transport opportunities through Merseytram.
- Determine likelihood of future supply gaps in both power and other utility provision, and undertake appropriate forward planning provision.

\textsuperscript{1} North Liverpool South Sefton Strategic Regeneration Framework, 2010
Figure 3.6: North Liverpool South Sefton, strategic links and drivers of growth

Source: Liverpool Vision
3.1.4 Catalysts for Growth

The Liverpool City Region economy was worth £21.9 billion in 2009, to which Liverpool itself contributes £9.8 billion. The North Liverpool area has the potential to be a place of great economic opportunity both for the local community and the wider City Region. The area has good access to Liverpool City Centre via the A565 and A5036, while also in close proximity to the Liverpool Enterprise Zone and the historic docklands. There are many developments happening within the area which have the potential to revitalise the local economy and create many employment opportunities; Peel's Liverpool Waters development, the Port of Liverpool, Liverpool 2 and The Seaforth River Terminal, as well as many other retail, cultural and visitor developments (Liverpool Vision).

North Liverpool has the opportunity to be a significant contributor to the Liverpool economy and to be a socially prosperous, vibrant and popular location.

3.1.5 Aspirations for growth and development

Analysis undertaken has identified that the developments in the North Liverpool Corridor could provide direct and indirect access to 15,000 jobs at Liverpool Waters, 34,000 existing LCR SuperPort jobs, 30,000 predicted additional SuperPort jobs by 2030, plus jobs at Project Jennifer and the Football Quarter. Numerous other development sites adjacent to the corridors such as low carbon enterprise (supported by RGF2 £25m allocation) will be enabled. Ancillary businesses plus education, skills and training job creation will also be developed.

Growth on this scale will have countless knock-on effects on business and lifestyle opportunities adding to the collective wealth of the LCR.

The proposed scheme is essential for unlocking the full potential of these developments in the North Liverpool area. The economic appraisal undertaken of the wider economic implications of not implementing measures to unlock the potential development sites suggests that £35m less GVA would be achieved in 2024, resulting from 664 fewer net jobs onsite in that year (see Appendix C).

3.2 Summary

The committed employment opportunities and freight & logistics developments in north Liverpool have the potential to deliver huge growth in the regional economy. To achieve this, the supporting highway network must be improved. The existing network already suffers from congestion, poor accessibility, severance for non-motorised users, poor quality environment and safety issues and is ill-equipped to unlock the full potential of the development land in north Liverpool.
4 Strategic Case: Problems and Issues

4.1 Introduction

This section of the business case considers the Problems and Issues associated with the existing situation and focuses on highway issues and how these issues impact on socio-economic conditions, health and well-being.

4.2 Current Highways Issues (A565 corridor)

The A565 corridor is a major north-south commuter and freight route between Liverpool City Centre and North Liverpool into Sefton. So whilst also supporting local journeys, this corridor is key to strategic movements through the wider Merseyside conurbation.

Approximately 25,000 vehicles use the A565 on an average weekday, with morning peak hour flows approaching 2,500 vehicles. Whilst much of the A565 has been dualled as part of previous schemes, the two remaining sections of single carriageway (King Edward Street to Blackstone Street and Bankfield Street to Millers Bridge) act as bottlenecks along the corridor. At peak times, congestion and associated delay are common, especially at key junctions along the corridor creating numerous traffic problems.

The key issues associated with the A565 corridor which ultimately may affect the success of delivering an Enterprise Zone in line with the LCR vision fall under the following topics:

- Congestion
- Accessibility
- Safety
- Quality of Surrounding Public Realm

These in combination act as a barrier to economic growth in the North Liverpool region.

The headline issues are illustrated in Table 4.1 below and Figure 4.4 (key issues diagram).
Table 4.1: Headline Issues

<table>
<thead>
<tr>
<th>Congestion</th>
<th>Accessibility</th>
<th>Public Realm</th>
<th>Safety</th>
</tr>
</thead>
<tbody>
<tr>
<td>Congestion impacts on journey times and reliability and may deter businesses from locating in the area</td>
<td>Lack of east-west pedestrian and cyclist crossing facilities increases severance, limiting accessibility.</td>
<td>Both the A565 and Regent Road are unattractive to users of active modes. Concerns of safety and security as well as high traffic volumes deter users.</td>
<td>Analysis of the recent collision history indentifies that approximately 37% of accidents in the study corridor involved vehicles turning right into side roads an collising with on-coming traffic.</td>
</tr>
<tr>
<td>Existing congestion will be exacerbated by commited developments which would have negative implications for the implementation of strategic developments</td>
<td>Congestion impacts upon public transport and private vehicle journey times and journey reliability.</td>
<td>Unappealing to potential occupiers and employees. Unappealing to potential NMU and unlikely to encourage non-car trips.</td>
<td></td>
</tr>
</tbody>
</table>

The issues above combine to reduce the attractiveness of development land within the Noth Liverpool Corridor and undermine the corridor’s ability to attract economic growth and unlock the full potential of developments within the area.

Source: Mott MacDonal
4.2.1 Congestion

Congestion has been identified as a key issue on the existing A565 corridor, as discussed in the A565 Great Howard Street Improvements Options Appraisal Report produced by 2020 Liverpool in 2009. Particularly, future traffic growth is expected in and around the Mersey Tunnels and is likely to increase congestion along Leeds Street and impact upon the flow of traffic along the A565.

In addition to the background traffic growth, the implementation of Liverpool Waters and the SuperPort are likely to increase vehicle flows and further exacerbate existing levels of congestion. As stated in the accompanying Economic Impact Assessment, by 2024 background growth in traffic volumes are forecast to be 31% in the AM peak hour and 30% in the PM peak hour. Liverpool Waters was forecast to add a further 8% and 6% in the AM / PM peak hours. Considerable port related traffic was forecasted in the Port Masterplan with 70% uplift in operations and resultant traffic movements as the port develops out.

Furthermore, the scale of development set out within the approved Liverpool Waters development, coupled with delivery of other developments within North Liverpool will put undue pressure on the existing highway network. An estimated 10.2 million HGV equivalents of freight has an origin in the Liverpool City Region. About 75% of this freight has a destination in the North West region, with 49% of that freight remaining within the City Region itself.

4.2.2 Accessibility

Congestion along the A565 corridor results in delays for bus services, reducing their reliability as a method of travel. At present, there are a high number of trips made by car and far fewer trips made by public transport or cycling, highlighting the potential to encourage more sustainable forms of transport into the area. Walking and cycling is also inhibited by the lack of crossing facilities over the A565, and cycling in particular along the A565 is unappealing and unlikely to be used as a viable alternative to car-based travel. Overall, the scheme will facilitate the removal of access barriers and assist in preventing further decline to the southern end of the Liverpool docks.

The permeability of the entire corridor will be improved, including north / south movement but also east / west movements across the corridor through the implementation of public realm improvements such as improved street lighting and improved surfacing as well as the provision of much needed walking and cycling facilities at key junctions to tackle access issues in the area. Improvements to these east-west links should also help improve access to employment opportunities, particularly from the more deprived adjacent wards.

4.2.3 Safety

Analysis of Police STATS19 Personal Injury Accident (PIA) data from the five year period between 01/01/2009 and 31/12/2013 shows that a total of 122 collisions were reported in the study area, of which 83 occurred at the junctions along the A565. Of these collisions, 20% involved ‘Serious’ injuries.
Of the 83 junction collisions, 30 occurred at 15 priority signalised junctions located along the A565 as a result of right turning movements and vehicles failing to give way. The highest number reported at one single priority junction was 4 and this occurred at the Walter Street / Lightbody Street junction. The remaining 53 collisions took place across 8 signal controlled junctions along the A565 and mainly involved right turn movements and rear end shunt manoeuvres. 25 of these occurred at the junction with Miller’s Bridge, 7 at both the Leeds Street and Blackstone Street/Boundary Street junctions and a further 6 at the Bankfield Street junction.

In places the A565 and Regent Road corridor are both in a poor state of maintenance. At the time of writing, it has been identified that some highway structures may need to be upgraded as a result of ongoing weight bearing assessments.

To the southern end of the A565, adjacent to the Costco / ‘Toys r Us’ retail park, the Great Howard Street Bridge and the adjacent Tunnel carry / support the A565. An improvement scheme has been implemented to replace the existing bridge due to it failing the last structural assessment to ensure the A565 can remain open without a weight limit being imposed. Liverpool City Council has been awarded £8.5m from the DfT’s Local Highways Maintenance Challenge Fund to replace the bridge. The City Council is matching a further £1.18m for the bridge replacement. Preliminary work on this scheme has commenced. Construction is planned to take place between May 2016 and December 2017 prior to the NLKC scheme commencing.

4.2.4 Public Realm

The public realm around the A565 corridor and Regent Road is largely unappealing to potential occupiers, employers and NMU users. Despite the presence of listed buildings and structures, the existing public realm is uninviting and degraded.

Specific issues include:
- Footways which are often absent or misused for car parking and loading / unloading;
- Lack of cycle facilities in the area, limited to an on-street cycleway on Blackstone Street;
- Poor quality of street lighting;
- Very few pedestrian and cyclist crossing points: between Leeds Road and Blackstone Street, there is only one pedestrian crossing point over the A565. The existing controlled crossings at the junction of the A565 / Leeds St / Great Howard Street are greatly staggered and not provided to pedestrian desire lines.

The existing public realm is unlikely to encourage businesses to relocate to the area, nor is it likely to encourage car-users to transfer to non-motorised modes along the corridor.

4.2.5 Barrier to Economic Growth

Whilst several sections of the A565 are already dualled, the two remaining sections of single carriageway act as bottlenecks along the corridor. The physical and visual condition of the area is poor, which discourages investment and levels of access for walking and cycling do not meet current expectations.
This area of the city faces numerous socio-economic challenges, with high levels of deprivation and it is essential that the transport infrastructure in the area stimulates development opportunities rather than constrains them. Significant value to the local economy is at risk of being delayed if the road network does not have the capacity to facilitate the transformational growth opportunities currently being implemented in the North Liverpool area.

The development of Liverpool Waters, the SuperPort and other projects in the North Liverpool Corridor has the potential to deliver substantial economic benefits for the LCR. To unlock the full potential of these developments, the local highway network must provide a sufficient amount of capacity and desirable journey times for both motorised and non-motorised users.

The north of Liverpool faces a number of key socio-economic challenges, with 50% of residents in North Liverpool in the top 1% most deprived nationally. Liverpool Waters and SuperPort will help to attract and retain skilled workers to the City Region during both the construction stage and ongoing operation.

The A565 is a part of the national strategic highway network which carries large numbers of vehicles and freight. 25,000 vehicles use the A565 on an average weekday, with morning peak hour flows approaching 2500 vehicles. The two remaining sections of single carriageway along Derby Road and Great Howard Street act as bottlenecks along the corridor. The existing arrangement of the A565 also acts to sever east-west pedestrian movements due to a lack of pedestrian crossings. The physical and visual condition of the area is poor, which discourages investment and levels of access for walking and cycling do not meet current expectations. This area of the city faces numerous socio-economic challenges, with high levels of deprivation and it is essential that the transport infrastructure in the area stimulates development opportunities rather than constrains them.

The accompanying Economic Impact Assessment report states that significant value to the local economy is at risk of being delayed if the road network does not have the capacity to facilitate the transformational growth opportunities currently being implemented in the North Liverpool area.

4.2.6 Socio-Economic Issues

Liverpool has a population of 469,690 of which 15,804 (2012) live in the northern ward of Kirkdale where the A565 is primarily located.
Kirkdale is one of the most deprived wards in Liverpool with significant housing, worklessness and health issues. In recent years, the area has been supported by many regeneration projects, but more substantial solutions are needed to solve local social problems.

4.2.6.1 Economy and Employment

Kirkdale has a high proportion of working age population (71.5%) compared to the average for Liverpool (69%) highlighting the need to increase employment levels among this important group (see Table 4.2). Unemployment is high across all Northern wards; 31% in Kirkdale and 39% in Everton compared to the national average of 12.3% (see figure 4.3). North Liverpool suffers from a physical barrier between employers and potential employees which limits employment opportunities and restricts economic growth. The Merseyside Partnership Economic Review suggests that the City Region needs another 41,000 people to be economically active to be on a par with the UK pre-recessional levels.

Table 4.2: Population Summary 2010

<table>
<thead>
<tr>
<th></th>
<th>Kirkdale</th>
<th></th>
<th>Liverpool</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Total population</td>
<td>15,873</td>
<td></td>
<td>445,229</td>
<td></td>
</tr>
<tr>
<td>Males</td>
<td>8,081</td>
<td>50.9</td>
<td>219,450</td>
<td>49.3</td>
</tr>
<tr>
<td>Females</td>
<td>7,792</td>
<td>49.1</td>
<td>225,779</td>
<td>50.7</td>
</tr>
<tr>
<td>Children (0-15 years)</td>
<td>2,365</td>
<td>14.9</td>
<td>75,046</td>
<td>16.9</td>
</tr>
<tr>
<td>Working age(16-64 years)</td>
<td>11,343</td>
<td>71.5</td>
<td>307,127</td>
<td>69.0</td>
</tr>
<tr>
<td>Older people(65+)</td>
<td>2,165</td>
<td>13.6</td>
<td>63,056</td>
<td>14.2</td>
</tr>
<tr>
<td>BME (Census 2001)</td>
<td>-</td>
<td>4.2</td>
<td>-</td>
<td>8.2</td>
</tr>
<tr>
<td>White British (Census 2001)</td>
<td>-</td>
<td>95.8</td>
<td>-</td>
<td>91.8</td>
</tr>
</tbody>
</table>
The high level of unemployment across the North of Liverpool area suggests that there is a need for new developments to stimulate the growth of new opportunities. However, the physical and visual condition of the area is poor, which discourages investment. New transport infrastructure is key to encouraging growth and development and the relocation of existing businesses to ensure that people have better access to social, employment and educational opportunities.

This area of the city faces a number of key socio-economic challenges, with 50% of residents in North Liverpool in the top 1% most deprived nationally. Liverpool Waters and SuperPort will help to attract and retain skilled workers to the City Region. The A565 is a Strategic National Corridor carrying large numbers of vehicles and freight. The two remaining sections of single carriageway act as bottlenecks along the corridor and provision for walking and cycling do not meet current expectations. This area of the city faces numerous socio-economic challenges, with high levels of deprivation and it is essential that the transport infrastructure in the area stimulates development opportunities rather than constrains them.

4.2.6.2 Socio-economic deprivation

North Liverpool suffers with a challenging combination of worklessness, deprivation, ill health and low aspirations and opportunities, creating a poor environment in which to live and work (Liverpool Vision, 2010). Levels of deprivation in the area are presented below in Figure 4.3.
4.2.6.3 Qualifications

Liverpool has a higher number of residents with no qualifications than any other borough in Merseyside as well as the average for the North West and Great Britain (see figure 4.5). The lack of qualifications act as a barrier to gaining employment and contributing to local economic development and GVA. Figure 4.5 highlights that those with no qualifications are more likely to be economically inactive than those with a level 1 qualification or above. There is a clear need for better access to education and training opportunities in North Liverpool to increase residents’ qualifications and skills. Better travel infrastructure is important in ensuring that people can access these opportunities, while also encouraging economic growth and job creation.
Figure 4.5: No qualifications (2012)

Source: NOMIS

Figure 4.6: Working age population by qualification level

Liverpool also has a high number of young people who are Not in Education, Employment or Training (NEETs) (see figure 4.7). This high figure suggests that the number of people in North Liverpool with no qualifications and unemployed will continue since many young people do not have the knowledge and skills needed to get a job. A lack of ambition and vision to succeed is suggested as the reason for this which suggests that without intervention the disadvantage will continue.

Figure 4.7: % of 16- to 18- Year-Olds not in Education, Employment or Training

![Bar chart showing the percentage of 16- to 18-year-olds not in education, employment, or training by district.]

Source: DfE (2012)

4.2.6.4 Crime

Kirkdale has the third highest crime level of all Liverpool wards; 143 crimes per 1000 population which is double the national average (see table 2.6). These high figures for the Northern wards suggest that deprivation and economic hardships are rife in this area.

Table 4.3: Crime level

<table>
<thead>
<tr>
<th>District</th>
<th>Number of crimes per 1000 population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kirkdale</td>
<td>143</td>
</tr>
<tr>
<td>County</td>
<td>124</td>
</tr>
<tr>
<td>Anfield</td>
<td>110</td>
</tr>
<tr>
<td>Central</td>
<td>383</td>
</tr>
<tr>
<td>Everton</td>
<td>140</td>
</tr>
<tr>
<td>Liverpool</td>
<td>99</td>
</tr>
<tr>
<td>Great Britain</td>
<td>72</td>
</tr>
</tbody>
</table>

Source: Liverpool Government ward profiles
4.2.6.5 Child poverty

Over half of children in Kirkdale are classed as living in poverty which is higher than the Liverpool average and more than twice the national average (see figure 4.8). The Northern wards generally have a much higher level of child poverty compared to Southern and Eastern wards highlighting a greater level of deprivation.

Figure 4.8: Percentage of children living in poverty in Liverpool 2010

Source: Liverpool Government ward profiles
4.2.6.6 Income

Average household income in the Northern Liverpool wards is low compared to the average for Liverpool and the Central ward (see figure 4.9). This suggests that even those that are in employment are in deprivation in terms of earnings compared to other wards in Liverpool.

Figure 4.9: Average household income (£)

Source: Liverpool Government ward profiles

This area of the city faces numerous socio-economic challenges, with high levels of deprivation therefore it is essential that the transport infrastructure in the area stimulates development opportunities rather than constrains them.

4.2.6.7 Environmental Issues

Nationally, the Climate Change Act (2008) commits the UK to reduce greenhouse gas emissions by 34% on 1990 levels by 2020 and by 80% by 2050. The UK Low Carbon Transition Plan recognises the critical role that transport will play in helping to reach this target.

These national targets are reflected locally in the LTP3 for Merseyside, which identifies that the reduction of transport related emissions of carbon dioxide and other greenhouse gases is one of the top priorities for the borough. The LCR emissions target is to reduce its global carbon and associated greenhouse gas emissions, by 35% from the baseline year 1990 by 2024. For the Liverpool City Council region, targets are set to reduce emissions by 34% by 2024 from the 2008/2009 baseline year.
In 2005, the City Region’s transport sector consumed almost a quarter (23%) of the total energy consumed and emitted 24% (2,641kt) of the CO2e, highlighting the need to improve the efficiency of existing transport infrastructure and sustainable transport offer in the region.

Figure 4.10: Average Greenhouse Emissions Generated from Road Transport per Capita

As stated in the LCR Sustainable Energy Action Plan, interventions measures to assist in delivering the greenhouse gas reduction targets should include developments of alternatives to travel, encouraging cycling and walking; making public transport more attractive and improving traffic management. This proposed scheme delivers this by improving the existing transport infrastructure which will improve journey time reliability for private vehicles and public transport whilst also increasing the attractiveness for active travel in the area by supporting the economic regeneration of the area.

As stated earlier in this report, the cost of not implementing the scheme that £35m less GVA would be achieved in 2024, resulting from 664 fewer net jobs onsite in that year.

4.3 Summary of the Key Issues to Address

Taking into account the findings from a number of sources, including desk top research, site audits, and the stakeholder and public consultation, we have identified a number of key issues which the scheme proposals seeks to address. Discussed in detail above, these findings are summarised in table 4.4 below.
Table 4.4: Key Issues to Address

<table>
<thead>
<tr>
<th>Theme</th>
<th>Issue</th>
<th>Detail</th>
</tr>
</thead>
<tbody>
<tr>
<td>Highways</td>
<td>Congestion</td>
<td>Congestion has been identified as a key issue on the existing A565 corridor, with future traffic growth expected, this congestion is expected to increase further impacting on the flow of traffic, journey times and journey time reliability along the corridor. By 2024 background growth in traffic volumes are forecast to be 31% in the AM peak hour and 30% in the PM peak hour. Liverpool Waters was forecast to add a further 8% and 6% in the AM / PM peak hours. Clearly therefore action needs to be taken to address this congestion before it becomes a deterrent to growth and regeneration.</td>
</tr>
<tr>
<td>Accessibility</td>
<td></td>
<td>At present, there are a high number of trips made by car and far fewer trips made by public transport or cycling, highlighting the potential to encourage more sustainable forms of transport into the area. Walking and cycling is inhibited by the lack of crossing facilities over the A565, and cycling in particular along the A565 is unappealing and unlikely to be used as a viable alternative to car-based travel.</td>
</tr>
<tr>
<td>Poor quality public realm</td>
<td></td>
<td>The public realm around the A565 corridor and Regent Road is largely unappealing to potential occupiers, employers and NMU users. Despite the presence of listed buildings and structures, the existing public realm is uninviting, degraded and is unlikely to encourage existing businesses to relocate to the area, nor encourage car-users to transfer to non-motorised modes along the corridor.</td>
</tr>
<tr>
<td>Road safety</td>
<td></td>
<td>Analysis of Police STATS19 Personal Injury Accident (PIA) data from the five year period between 01/01/2009 and 31/12/2013 shows that of the reported collisions a high number involved right turns across the A565 carriageway or rear end-shunts resulting from vehicles waiting to turn right. In places the A565 and Regent Road corridor are both in a poor state of maintenance. At the time of writing, it has been identified that some highway structures may need to be upgraded as a result of ongoing weight bearing assessments.</td>
</tr>
<tr>
<td>Personal safety</td>
<td></td>
<td>A number of the east-west links between the A565 and Regent Road are narrow and poorly lit, this combined with large numbers of vacant and semi-derelict properties gives a strong perception of poor personal safety.</td>
</tr>
<tr>
<td>Social and Economic</td>
<td>Population profile</td>
<td>This area of the city faces numerous socio-economic challenges, with high levels of deprivation and unemployment therefore it is essential that the transport infrastructure in the area stimulates development opportunities rather than constrains them. The severance caused by the A565 acts as barrier to access to employment opportunities.</td>
</tr>
<tr>
<td></td>
<td>Population growth below North West and UK average</td>
<td>Road traffic congestion is responsible for around a quarter of EU greenhouse gas emissions making it the second biggest greenhouse gas emitting sector after energy. Road transport alone contributes about one-fifth of the UK’s total emissions of carbon dioxide (CO2), the main greenhouse gas. Current research suggests the highest levels of emissions and fuel consumption are associated with unstable traffic conditions, in which vehicles move at variable speeds with frequent stops, idling and acceleration. Congestion on the A565, if not tackled will continue to result in increased levels of emissions and greenhouse gasses.</td>
</tr>
<tr>
<td></td>
<td>Qualifications and the number of people in employment has fallen</td>
<td></td>
</tr>
</tbody>
</table>

A565 North Liverpool Key Corridors
Major Scheme Business Case
Figure 4.2: Key Issues Plan

- Single carriageway sections between Keppel Street to Bankwest Street
- Growth of Port – considerable increase in traffic congestion (70% split in operation)
- Lack of pedestrian crossings from residential site to new developments
- Limited west-bound cycle facilities across A565
- Parked vehicles obstruct cycle lanes
- Unattractive and poor conditions of Regent Road – safety concerns inhibits attractiveness of developable land
- No north-south cycle facilities along Regent Road
- Cycle facilities at junction on Sandhills Lane do not link to wider cycle network
- Limited east-bound cycle facilities across A565
- Liverpool Waters Development – associated increase in traffic levels likely to cause congestion
- Vulnerable congestion: Crossings do not complement pedestrian / cycle lines to new developments
- Large number of side streets and uncontrolled right turn movements - emerging traffic causes disruptions to traffic flows and potential collisions
- High levels of on-street parking restrict available widths

North Liverpool Key Corridors
Key Issues Plan

Liverpool City Council
Municipal Buildings
Oak Street
Liverpool, L2 2OH

North Liverpool Key Corridors
Major Scheme Business Case

Figure 4.2: Key Issues Plan
4.4 **Internal and External Business Drivers**

There are a number of powerful internal and external business drivers that are pushing this scheme forward, many of which have been discussed in detail in other sections of this Strategic Case, Table 4.5 provides a summary.

**Table 4.5: Internal and External Business Drivers**

<table>
<thead>
<tr>
<th>Internal Drivers</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>• The need to support economic growth and employment opportunities in the local area</td>
<td></td>
</tr>
<tr>
<td>• The need to capitalise on future opportunities available through investment across the LCR</td>
<td></td>
</tr>
<tr>
<td>• Political recognition of the importance of the North Liverpool Corridor to the local economy</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>External Drivers</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>• Significant investment across the LCR, including through the LCR Growth Deal, SuperPort, 3MG, Mersey Gateway and Liverpool2</td>
<td></td>
</tr>
<tr>
<td>• Focus for LCR on developing a globally competitive freight and logistics hub</td>
<td></td>
</tr>
<tr>
<td>• Political recognition of the importance of the North Liverpool Corridor to the regional economy</td>
<td></td>
</tr>
</tbody>
</table>

Source: Mott MacDonald
5.1 Purpose of the Scheme

The A565 North Liverpool Key Corridor improvement scheme will complete the wider Atlantic Avenue project. The scheme proposed a series of enhancements to access and movements through the corridor to ease vehicular congestion and unlock development potential in the surrounding area. The scheme will also reduce severance by improving east-west links for pedestrians and cyclists, thereby improving access to the employment opportunities from the adjacent wards were lack of access to employment is considered to be a major contribution to poverty and worklessness levels. These improvements will support the regeneration of north Liverpool and boost the economy of the LCR.

5.2 Objectives

The following sections present the objectives of the North Liverpool Key Corridor scheme. These objectives are based in part on those developed under the Atlantic Avenue scheme and in part on the aspirations for this scheme, taking into account LTP objectives and regeneration aspirations.

Taking into account the above vision and drivers for the scheme, four distinct themes that underpin the objectives of the scheme have been identified, and are set out in the table below.

Table 5.1: North Liverpool Corridor Improvement Scheme Objectives

<table>
<thead>
<tr>
<th>Theme</th>
<th>Objective</th>
<th>Action</th>
</tr>
</thead>
<tbody>
<tr>
<td>GROWTH</td>
<td>Facilitate long term economic growth and unlock development opportunities in North Liverpool, including Liverpool Waters and Super Port, whilst supporting existing businesses and complementing LCCs investment programme. This includes direct business support through a targeted £25m RGF2 programme</td>
<td>By strengthening the quality of transport infrastructure to allow new employers to relocate to the area and improving access to existing job opportunities. Improved linkages through reduction in congestion and better facilitation and management of traffic associated with the nationally significant developments of Liverpool Waters and SuperPort and supporting port access improvements being delivered through the City Region Deal.</td>
</tr>
<tr>
<td>ATTRACTIVENESS</td>
<td>Enhance the image of North Liverpool for investors and businesses, increasing employment opportunities in the area</td>
<td>Improvements to pedestrian and cycle accessibility and public realm across the A565 corridor, reducing severance and improving access to potential employment.</td>
</tr>
<tr>
<td>EFFICIENCY</td>
<td>Provide an improved transport network, reducing journey times and improving journey time reliability through the area to improve access into the city centre, to development sites along the corridor and to job opportunities</td>
<td>Providing additional capacity on the A565 to accommodate commuting, local resident and increased port traffic.</td>
</tr>
<tr>
<td>SUSTAINABILITY</td>
<td>Reduce the environmental impact of transport within the city centre.</td>
<td>By reducing congestion and improve journey time reliability, increasing attractiveness of bus usage. By completion of the radial cycle route on Regent Road and improving pedestrian and cycle accessibility to increase attractiveness of active travel modes.</td>
</tr>
</tbody>
</table>
5.2.1 Scheme Objectives

Under the over-arching themes referred to above, the following specific objectives have been identified:

5.2.1.1 Primary Objectives

The primary objective of the scheme is to unlock the considerable development opportunity in the northern portion of Liverpool - most notably Liverpool Waters and SuperPort, through a series of improvements to the key transport corridors in this area.

The scheme will do this by delivering:

- Improved capacity on the A565 to accommodate commuting, local resident and increased port traffic;
- Improved journey times, journey time reliability and reduced congestion;
- Improved pedestrian and cycle accessibility across the A565 corridor;
- Completion of a radial cycling route on Regent Road;
- Unlocking of significant development land;
- Reduced severance for local users; and
- Improved access to employment.

5.2.1.2 Secondary Objectives

The secondary level objectives are to:

- Maximising the development of new employment sites, support existing businesses by improving the transport network, transfer of unsuitable vehicles on nearby community / residential roads adjacent to the A565.
- Reduce congestion and delay; improve linkages with Sefton and SuperPort developments.
- Facilitating and managing the movement of traffic associated with the nationally significant developments of Liverpool Waters and SuperPort. Support port access improvements being delivered through the City Region Deal.
- Improvement of access to job opportunities, complement LCCs investment programme, and direct business support through a targeted £25m RGF2 programme.

In addition to the specific scheme objectives identified above, the North Liverpool Key Corridor package also synchronises with several objectives from the local and regional policies, including the Merseyside Local Transport Plan (LTP). The alignment of the NLKC scheme against these policy objectives is discussed in detail in Section 7.9.
5.3 Impact of not changing

5.3.1 Impact on Highway Performance & Reliability

By 2024, background traffic volume along the corridor is forecast to grow by 31% in the AM peak hour and 30% in the PM peak hour. Liverpool Waters, the major mixed use (committed) development, is forecast to add a further 8% and 6% in the AM / PM peak hours respectively.

If the NLKC scheme does not go ahead, the existing levels of congestion are likely to be exacerbated as car usage and road based movements increase. Existing levels of congestion will grow, resulting in a greater economic impact and possible constraint of adjacent development.

The expected growth in traffic due to the Liverpool Waters and SuperPort developments would not be accommodated by the existing highway network. The ability to deliver a world class freight and logistics hub would be limited by the highway capacity leading to the SuperPort.

Without highway improvements, the attractiveness of the corridor will remain unchanged and the potential of the remaining development land will not be fully exploited. Perceived inaccessibility coupled with the corridor’s poor image will prolong the lack of investment in the corridor as it continues to be unattractive to potential occupants and investors.

The specific impacts on particular groups or areas are presented in the following sections:

5.3.2 Impact on Non-Motorised User Impact

Existing levels of cycling along the corridor are low, largely due to the inhospitable nature of the A565 corridor. Not implementing the Regent Road cycle scheme would mean a direct, segregated cycle route would not be provided. Existing cyclists would remain on either the A565 or Regent Road, both of which in their current state are not conducive to encouraging an uptake in cycling.

5.3.3 Socio Economic Impact

The current severance that limits access to the planned development and employment opportunities will not be addressed. This will mean possible employment opportunities are not accessible to local residents of the surrounding deprived areas and the current physical barriers restricting access to employment opportunities in the development area will remain. Combined this will mean the socio-economic conditions currently experienced by residents of the adjacent wards will not be improved and the potential wider economic benefits not achieved.

5.3.4 Impact on the Environment

Road traffic congestion is responsible for around a quarter of EU greenhouse gas emissions making it the second biggest greenhouse gas emitting sector after energy. Road transport alone contributes about one-
fifth of the UK’s total emissions of carbon dioxide (CO2), the main greenhouse gas. While emissions from other sectors are generally falling, those from transport have continued to increase (EU Report – Climate Action: http://ec.europa.eu/clima/policies/transport/index_en.htm).

Congestion on the A565, if not tackled will continue to result in increased levels of emissions and greenhouse gasses. Current research suggests the highest levels of emissions and fuel consumption are associated with traffic conditions, in which vehicles move at variable speeds with frequent stops, idling and acceleration.

The scheme has the potential to have a two-fold beneficial impact on the environment – firstly the reduction in congestion and improvement to journey reliability would reduce the frequent stopping, idling and acceleration that generate the highest levels of emissions.

Secondly, if the Regent Road element of the scheme were not to go ahead, the predicted increase in cycle journeys would not take place, resulting in a loss of potential modal sift away from car and the subsequent reduction in emissions and energy usage.

### 5.3.5 Overall Impact of Not Changing

To conclude, the existing transport arrangements are restricted and suffer from inefficiencies; in order to unlock the full potential in the area in terms of employment and local economic growth, improvements to the A565 corridor are required to form an efficient and effective transport system in the area to support the ongoing development of the North Liverpool area.

### 5.4 Constraints and Interdependencies

The North Liverpool Key Corridor (NLKC) scheme is interdependent on the Maintenance Challenge Fund bridge replacement which will modify a key Highway Structure over which the A565 passes and which will need to be undertaken to allow the NLKC scheme to be delivered. Details of this scheme are provided below and in Section 7.2. Whilst complementary to, and having synergy with a number of wider schemes, other than the Challenge Bridge Fund Project, the NLKC scheme is not dependent on any other scheme or project.

The dualling of the A565 has a number of challenges to overcome. Firstly, very little of the route has been acquired, although stretches of the route are already cleared. Furthermore, there are currently a small number of well-established viable commercial operations ongoing adjacent to the current highway boundary which would be affected. In a small number of cases this could include the need to demolish operational buildings. However, in full consideration of the Challenge funded bridge replacement, the alignment of the highway near Chadwick Street has been adjusted to allow for a better positioning of the new bridge construction. This also has the benefit of avoiding the demolition and extinguishment of at least two businesses along this stretch of the scheme.
A full land referencing exercise is currently being undertaken to understand the ownership and rights over land for the Great Howard Street / Derby Road elements of the scheme. All properties / owners and interests on phase 5 and 6 of the scheme have been notified of the potential land acquisition, following Cabinet approval in Liverpool during August 2015 and Sefton in September 2015 to give permission to acquire land by negotiation.

Business engagement meetings have taken place and properties or landowners directly affected by the scheme have been contacted to seek to acquire land by negotiation. Land Referencing experts have also been to site and issued Requisitions for Information w/c 9 November 2015. Cabinet approval in both authorities was approved by Sefton on 14 January 2016 and Liverpool City Council on 5 February 2016 to make the Compulsory Purchase Order (CPO).

A number of existing structures that support the highway require modification; these include a large retaining wall near the Costco warehouse, a former railway tunnel, and the highway carrying structure adjacent to Costco. The requirements for modifying these structures have been included within the bridge replacement work which was subject to a successful bid from the Department for Transport’s Maintenance Challenge Fund announced in early 2015. In preparation for the major bridge works, modifications were needed to be made to the boundary wall of the Oil Street Traveller site. The work to make the large wall safe is now substantially completed as it was started in January 2016. Consultation with the Council’s Gypsy, Traveller and Asylum Officer was critical and residents of the site and other Council departments were continually appraised of progress.

There are also no archaeological features along the route, however the World Heritage designation has influenced the scheme alignment in the area of Lightbody Street and the design has reflected this designation at this point.

As part of the works to the Highway bridge structure, modifications will need to be made to the boundary wall of the Oil Street Traveller site. Consultation with the Council’s Gypsy, Traveller and Asylum Officer has commenced and site visits undertaken with residents of the site. Residents of the site and other Council departments will continue to be appraised of progress.

At the junction of Leeds St, King Edward St and Great Howard St the most effective solution for Great Howard Street / Leeds Street / King Edward Street junction may require acquiring land in third party ownership. This will have an impact upon delivery in terms of cost and timescale which has been factored in the assessment of the options. The key sites that should be considered include:

- Corner site at the west of Great Howard Street / King Edward Street junction – this site is the subject of pre-application discussions for a residential tower by Custard Pie Company;
- Corner site at east of Great Howard Street / King Edward Street junction – occupied by BMW garage;
- ‘Toys R Us’ Costco site – lies on the alignment of Old Hall Street if continued towards Liverpool Waters; and
- On-street and coach parking on Regent Roads and adjoining side roads.
6 Strategic Case: Options Appraisal and Scheme Development

6.1 Scheme History

Originally promoted by the Merseyside Development Corporation (MDC), the overall aim of the A565 'Atlantic Avenue' initiative was to provide the Liverpool North Docks (Atlantic Avenue) Strategic Investment Area with a strategic, modern and high quality road link which would:

- Maximise the development of new employment sites – and therefore the regeneration of the area – by improving transportation links to the rest of the city and the wider area;
- Support existing businesses by improving the said same transport links;
- Help to reduce the environment impact of traffic on the local community by transferring inappropriate vehicles from the environmentally sensitive roads (such as the Regent Road/Waterloo Road corridor) onto the A565; and
- Reduce congestion and delays and thereby levels of pollution.

The North Liverpool Corridor is the key route through the Liverpool North Docks SIA and its upgrade has been a long standing scheme for the Liverpool City Region. North Liverpool holds the most potential to create considerable employment. The corridor is a fundamental link to a stream of development and investment plans. The Corridor begins to the north of Liverpool City Centre and extends northwards into Sefton and Southport.

The 'Atlantic Avenue' initiative intended to upgrade the corridor from a single carriageway to dual carriageway. The essential and integrated improvements would unlock the potential of the strategically important corridor. Acting as a catalyst and enabler for economic growth, the scheme would also improve pedestrian facilities, reduce congestion, improve local access and east-west movements, and strengthen connections between Liverpool and Sefton. The scheme was also required to facilitate the Liverpool Waters, North Liverpool Regeneration and SuperPort developments.

The first two phases - Leeds Street and Sandhills Lane junction improvements - were undertaken by MDC. Phase 3 was carried out by the City Council and was completed in August 2000. The fourth phase involved widening a 0.9km length of the A565 from Athol St to Errington St to create a new section of dual carriageway. This was completed in October 2004.

The final two phases of the scheme – Phase 5 Leeds St to Athol St and Phase 6 Bankfield St to Millers Bridge involve widening the existing A565 to create two new sections of dual carriageway from Athol Street to Leeds Street in the south and up to Millers Bridge in the north. A Scheme Appraisal Report in respect of Phases 5 and 6 was produced by LCC's Design Consultancy (the predecessor to Liverpool 20/20) in September 2003. Further option designs for the Great Howard Street/ Leeds Street/ King Edward Street Junction were generated by Liverpool 20/20 in December 2010 as part of the Liverpool Waters planning application.

In February 2014, the A565 North Liverpool Corridor Improvement Scheme was submitted by Liverpool City Council (LCC) and Sefton Metropolitan Borough Council (SMBC) to the Liverpool City Region Local Transport Body (LCR LTB) as the first step in the process for accessing major transport scheme funding for the period 2015/16 – 2018/19.
This was followed in November 2015 with the submission of an Outline Business case.

The A565 North Liverpool Key Corridor scheme seeks to implement Phase 5 and 6 of the Atlantic Avenue initiative and complete the dual carriageway route from Liverpool City centre into Sefton, as well as improving east-west links and providing dedicated cycle provision on Regent Road.

6.1.1 Identified Need for Change

Congestion issues along the A565 Great Howard Street, Leeds Street and King Edward Street were identified in the ‘A565 Great Howard Street Improvements’ Options Appraisal Report prepared by 20/20 Liverpool in 2009. The microsimulation modelling within the report identifies significant variations in journey times due to congestion on King Edward Street and Leeds Street. The report goes on to state that the congestion is exacerbated by the applied traffic growth from 2008 to 2023 and that this congestion has an effect on the flow of traffic along the A565. The report highlighted the need for change, and concluded that the proposed dualling of the A565 will result in improved journey times along the corridor.

Further to this study, there is an identified need to mitigate against future congestion issues in the planning approvals for the Liverpool Water scheme. As stated in the accompanying Economic Impact Assessment prepared by Mott MacDonald (attached as Appendix C), by 2024 background growth in traffic volumes was forecast to grow by 31% in the AM peak hour and 30% in the PM peak hour. Liverpool Waters was forecast to add a further 8% and 6% in the AM / PM peak hours respectively. The scheme was approved on the condition that Schedule 2 traffic conditions were met to ensure that the quantum of development on the Liverpool Waters site is in line with required highways enhancements.

6.2 Options Appraisal

6.2.1 Preamble

In 2009 Liverpool 20/20 was commissioned By Liverpool City Council to assess the highway improvements proposed for A565 Great Howard Street under Phase 5 of the Atlantic Avenue scheme.

The options prepared by Liverpool 20/20 have used as a basis for this scheme by LCC, and then expanded to include the Regent Road Elements. The number of options identified has been limited by the extents and design character of the earlier Atlantic Avenue proposals, the current highway environment and the constraints present.

6.2.2 Long list

As mentioned above, given the NLKC scheme focuses on completing the dualling proposals instigated by the previous Atlantic Avenue schemes, the options considered during the option development stage focused on this central theme of completing the Atlantic Avenue proposals. The EAST package was not
used to inform the sifting process as the options developed focused on this central theme and there would have been insufficient difference between the options for the EAST package to identify a preferred option.

An Options Appraisal Report (OAR) has been prepared to summarise the option identification and filtering process that was undertaken to identify the current scheme as the preferred option.

The options are presented in detail in Sections 4 to 7 and the preferred scheme is identified in Chapter 8 of the OAR included in Appendix A.

As the overall scheme package is split into four component parts, the option development in the following sections is correspondingly split between the following elements:

- The King Edward Street / Great Howard Street junction
- The A565 Great Howard Street
- The A565 Derby Street
- Regent Road (Waterloo Road) Corridor

Options were developed for each of the sections identified above, with a preferred option identified for each section and these options being formed together to form the overall preferred scheme package.

The preferred solution was identified on the basis of meeting the scheme objectives as well as cost, land take and buildability criteria. Whilst the preferred package was identified, a further option was considered to have significant merit and was therefore taken forward for consideration as a Low Cost Alternative (LCA) for the scheme.

6.2.3 Options Taken Forward

The OAR has been used to input to the Option Assessment Framework set out in DfT’s Transport Analysis Guidance to consider four scenarios with different combinations of measures within each – Do Nothing, Do Minimum, Do Something 1 (Preferred Scheme) and Do Something 2 (Low Cost Alternative).

Table 6.1 below sets out the scheme package considered for each scenario with the content of each scenario discussed in more detail in the following sections.
### Table 6.1: Option Scenarios Considered

<table>
<thead>
<tr>
<th>Locality</th>
<th>Do Minimum</th>
<th>Do Something 1 Preferred Scheme</th>
<th>Do Something 2 Low Cost Alternative (LCA)</th>
</tr>
</thead>
<tbody>
<tr>
<td>King Edward Street junction</td>
<td>No Change</td>
<td>• Remodelled King Edward St junction with widened pedestrian refuges</td>
<td>• No Change</td>
</tr>
<tr>
<td>improvement</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
| A565 Great Howard Street          | Committed improvements only at Saltney Street / Sherwood Street | • Upgrade to 2-lane 40mph dual carriageway between junctions of Blackstone Street & King Edward Street.  
     |                              | • Chadwick Street becomes a left in / left out only,                                            | • Upgrade to 2-lane 40mph dual carriageway between junctions of Blackstone Street & King Edward Street.  
     |                              | • Oil Street becomes left in only (central reserve prevents right turns), with a Toucan crossing the A565.   | • Chadwick Street becomes a signal controlled all-movements junction.                                  |
|                                  |                              | • Walter Street / Lightbody Street converted to left in / left out priority controlled junction with a Toucan crossing over the A565. | • Oil Street remains one-way westbound.                                                                |
| A565 Derby Road                   | No Change                   | • Upgrade to 2-lane 40mph dual carriageway between Bankfield Street and Millers Bridge and reinstatement of right turn (south to east) at the Millers Bridge junction | • Upgrade to 2-lane 40mph dual carriageway between Bankfield Street and Millers Bridge junction |
| Regent Road                       | No Change                   | • A 4m wide continuous segregated 2-way shared cycle way will be provided on the western kerb from Bath Street to Millers Bridge. | • A 4m wide continuous segregated 2-way shared cycle way will be provided on the western kerb from Bath Street to Millers Bridge. |
|                                  |                             | • Improved NMU connectivity provided on Paisley Street, Oil Street, Saltney Street, Walter Street and Millers Bridge. | • Improved NMU connectivity provided on Paisley Street, Oil Street, Saltney Street, Walter Street and Millers Bridge. |

Source: Mott MacDonald
6.2.3.1 Do Nothing

The Do Nothing scenario considers the impact of leaving the highway network to operate in its current state.

Under this scenario the objectives of the scheme will not be met as:

- Identified weaknesses along the corridor will remain and exacerbate affected issues;
- There will be no improvements to reliability or journey quality for those travelling on the A565;
- There will be no pedestrian or cycle improvements on the A565 and Regent Road;
- Lack of infrastructure investment will not help to improve attractiveness of the corridor;
- Regeneration of north Liverpool will be much slower and the area may miss out on growth opportunities available across the LCR; and
- Links to employment will not be enhanced and the severance caused by the A565 will remain unaddressed.

This option is summarised in the Scheme Summary Table above.

6.2.3.2 Do Minimum

The Do Minimum scenario considers the impact of measures that would take place regardless of whether the NLKC scheme goes ahead. Whilst addressing some of the issues in the corridor, this scenario does not make the step change in accessibility and image required to ensure the NLKC develops into an attractive location for potential investors and occupiers. This scenario comprises the implementation of committed highway development only.

Local highway improvements would unlock some development potential in the corridor but would be unlikely to deliver a significant positive effect without the supplementary and complementary measures delivered by the full scheme. Local highway improvements are likely to address existing issues rather than cater for future growth and would shift congestion issues to the next bottleneck and would be unlikely to resolve existing issues. Without the inclusion of a series of new pedestrian crossing points, the east-west links will not be improved.

This option is summarised in the Scheme Summary Table above.

6.2.3.3 Do Something 1 – Preferred Scheme

The Do Something 1 (preferred scheme) will deliver:

- Improved capacity on the A565 to accommodate commuting, local resident and increased port traffic;
- Improved capacity at the Great Howard Street, King Edward Street, Leeds Street junction;
- Improved journey times along the A565 benefiting local and strategic regional journeys;
- Improved pedestrian and cycle accessibility across the A565 corridor;
Completion a radial cycling route on Regent Road;
Unlocking of significant development land; and
Reduced severance for local users.

6.2.3.4 Do Something 2 – Lower Cost Option (LCA)

The Do Something 2 scenario presents a package of measures with a mid-range cost that will deliver significant benefits to the corridor, but at a lower cost than the preferred scheme package. The measures proposed in this scenario will meet the objectives of the scheme, including:

- Improved capacity on the A565 to accommodate commuting, local resident and increased port traffic;
- Improved journey times;
- Improved pedestrian and cycle accessibility across the A565 corridor;
- Completion of a radial cycling route on Regent Road (Radial Route 1);
- Unlocking of development land; and

Implementation of the scheme shall deliver;

- Improved capacity on the A565 to accommodate commuting, local resident and increased port traffic;
- Improved journey times;
- Improved pedestrian and cycle accessibility across the A565 corridor;
- Completion a radial cycling route on regent road (Radial Route 1);
- Unlocking of significant development land; and
- Reduced severance for local users.

6.2.4 Preferred Option

The Do Something 1 scenario was concluded to be the preferred option at the Outline Business Case Stage. Accordingly the Do-Minimum and Low Cost Alternative options were taken forward for further consideration.

Ultimately, the preferred scenario will deliver the greatest level of benefits for the North Liverpool Key Corridor, the boroughs of Liverpool and Sefton and for the LCR as a whole. This scenario will allow for the maximum level unlocked potential, will ease congestion and deliver significant improvements for active users travelling east-west and north-south.

The detailed benefits associated with this scheme are presented in Section 7.5.
6.3 Scheme Development

6.3.1 Stakeholder Involvement

6.3.1.1 Consultation to date

In addition to the scheme promoter, the following local partnerships / bodies have been involved in the development of the scheme:

- Sefton Metropolitan Borough Council;
- Highways England (Formerly the Highways Agency);
- North Liverpool and South Sefton Strategic Regeneration Framework Steering Board;
- North Liverpool Business Alliance;
- Liverpool City Council’s Gypsy, Traveller and Asylum officer;
- Network Rail;
- Royal Mail;
- Homes and Communities Agency, and;
- Merseytravel.

Stakeholder views, in particular the views of businesses located in the corridor, businesses interested in relocating and property agents and developers, have been used to inform the development of this scheme.

Early dialogue with Highways England has taken place regarding the transfer of the Challenge Bridge Structure to Liverpool City Council ownership for future inspection and maintenance. Dialogue with Costco and the ARC Car Wash is underway regarding access to the site for site investigation works and the reconstruction of the bridge. Both of these sites fall within the envelope of the bridge therefore extensive meetings between all parties have been undertaken to agree any temporary and permanent works.

Engagement has been successful with the Traveller Community’s Liaison officer regarding the works to make the tall wall safe adjacent to their site.

Both Local Authorities wrote to the businesses along Great Howard Street/Derby Road; phases 5 and 6 in August/September 2015 following cabinet approval for permission to consult with the businesses, prior to Cabinet sanctioning a request to make a compulsory purchase order for the scheme. Following the letter most of the businesses affected have been in touch, either by attending the engagement meetings, calling officers or via email. Following Cabinet approval Land Referencing Services commenced a door knocking exercise of all the businesses affected by land acquisition to gain information. Request for Information Letters and further discussions with affected landowners and businesses have also taken place regularly to discuss the land take and scheme impacts.

Liverpool City Council and Sefton Council, along with the design team have held two engagement meetings. One on Wednesday 28th October 2015 and a further one on 25th January 2016, with all businesses along the Great Howard Street/Derby Road phases 5 and 6 invited by the local authorities and separate invites emailed via the North Liverpool Business Alliance to their membership. The meetings
were a drop in session aimed at stakeholders to gain further information about the scheme plans and land acquisition requirements. It was held at local premises along the corridor and over 30 business representatives signed in at each meeting. The Request for Information phase of the scheme undertaken by Land Referencing Services has now completed and all affected landowners and businesses have been contacted and returned the appropriate forms.

The statutory undertakers along the route also have been written to regarding the positioning and impact on their equipment along the route.

6.3.1.2 Stakeholder Support

During discussions of the scheme and proposals with many of the stakeholders involved there is a general understanding by the majority that the scheme needs to happen to facilitate the growth and regeneration the area needs. During the discussions with businesses where land is required to facilitate the scheme, although they are potentially losing land to facilitate the dual carriageway, they appear to understand the strategic need for the scheme as not much resistance to the scheme has been forthcoming. Many of the issues raised by those directly affected are about local access to their site, such as parking restrictions on adjacent roads, changes to delivery schedules rather than the overall principle of the scheme.

During the consultation event and following additional information letter drops on the corridor communication has been received from some businesses that although not affected by the road widening, the way their business would operate following the introduction of a central reserve may change. The reasoning for the introduction of the central reserve has been explained, and although not entirely pleased about such a change to the road layout it appears to have been accepted as a fundamental requirement.

One example of positive feedback about the scheme from the engagement event is noted below:

‘I would like to recommend the complementary proposal to build a 2-way cycle route on Regent Road. I am a keen cyclist myself and see many other cyclists using that route. Given the large number of car drivers who disregard normal driving rules while on Regent Road I think that this proposal is to be applauded and should be realised.’ Adrian Jeans, proprietor on Regent Road

6.3.1.3 Strategy for further consultation

Further engagement meetings may be organised at strategic stages of the programme (pre bridge works / pre- dual carriageway construction) to further keep local stakeholders abreast of developments. The scheme will be taken to Liverpool City Council’s Corporate Access Forum and further meetings are planned for the whole scheme by both local authorities. A major website will be created and communication strategy tailored to inform all affected parties or those interested in the North Liverpool Key Corridors scheme. Traffic Regulations Orders (TROs) will be publicised according to due process. Advertising will ensure that interested parties can make their thoughts known. Any objections to TROs will be considered in Liverpool by a specially convened Traffic and Highways Representation Committee and in Sefton through their internal processes.
7 Strategic Case: Our Proposal

7.1 The Scope of the Scheme

The proposed North Corridor Improvement Scheme will involve a number of measures centred along the A565 and Regent Road, facilitating the redevelopment of North Liverpool area and supporting the growth of Liverpool’s Enterprise Zone.

7.2 Scheme Summary

The scheme focuses on five different sections across the corridor. The measures proposed in each section have been developed in line with the key issues identified at each location and the overall objectives of the scheme, and are summarised in Table 7.1.

Table 7.1: North Liverpool Key Corridors Scheme Summary

<table>
<thead>
<tr>
<th>Section</th>
<th>Key Issues</th>
<th>Proposed Measures</th>
</tr>
</thead>
<tbody>
<tr>
<td>A565 Great Howard Street</td>
<td>Uncontrolled right turn movements impact upon journey times and levels of congestion, Poor pedestrian and cycle facilities, Severance created by the major road and lack of east-west crossing points</td>
<td>Upgrade to dual carriageway to control general traffic movements across the A565 corridor and control problematic right turns, Install new signalised junctions to provide formal right turn facilities into development land, Install new pedestrian and cycle crossings at junctions to facilitate east-west movements</td>
</tr>
<tr>
<td>A565 Derby Road</td>
<td>Uncontrolled right turn movements impact upon journey times and levels of congestion, Poor pedestrian and cycle facilities, Limited east-west crossing points</td>
<td>Upgrade to dual carriageway to control general traffic east-west movements across the A565 corridor</td>
</tr>
<tr>
<td>King Edward Street junction improvement</td>
<td>Vehicular congestion, Pedestrian Delay, Existing crossings do not complement pedestrian desire lines to/from new developments</td>
<td>Remodel existing junction to allow for more vehicular capacity through the junction and improved pedestrian crossing facilities</td>
</tr>
<tr>
<td>Regent Road</td>
<td>Poor quality environment inhibits attractiveness of developable land, No Cycle Facilities</td>
<td>Install a new north-south cycleway with new footways to benefit both pedestrians and cyclists, Improve general environment to increase attractiveness of development land</td>
</tr>
<tr>
<td>Links between Regent Road and A565</td>
<td>Poor quality and unattractive environment deter NMU use, Uncontrolled on-street parking, Activities associated with businesses can block access</td>
<td>Deliver new parking controls, Install new on-street and off street cycleways</td>
</tr>
</tbody>
</table>

Source: Mott MacDonald

The geographic area of each locality is illustrated in Figure 7.1 below - the section highlighted orange is the A565 / King Edward Street junction, the purple is the A565 in Liverpool; the red is the A565 in...
Liverpool and Sefton. The blue section is the Regent Road scheme and the green is the upgrade of key east / west links.

Figure 7.1: North Liverpool Key Corridor Sections

Source: Mott MacDonald

Key elements of the scheme to be delivered are as follows:
- A continuous dual carriageway between Leeds Street and Miller’s Bridge with associated junction improvements to address existing congestion issues and collision occurrence;
- An upgraded layout at the junction of A565 Great Howard Street, Leeds Street and King Edward Street to better provide for the likely traffic and pedestrian demand;
- Provide east-west pedestrian and cyclist links at five different locations to reduce the severance of the A565; and
- Upgraded Regent Road corridor to provide a 4m-wide bi-directional cycleway and associated pedestrian and cycle improvements to better provide for existing cyclists and attract potential cycling.

7.3 Scheme Details

As summarised above, the NLKC scheme comprises five main elements, these are as follows:
- A565 Great Howard Street highway improvements (Phase 5 of Atlantic Avenue) – converting the current sections of single carriageway to dual carriageway with associated junction improvements and changes to right turns to facilitate improved traffic flow;
- A565 Derby Road highway improvements (Phase 6 of Atlantic Avenue) – applying the same improvements mentioned above, to create a complete dual carriageway along the A565 between Sefton and Liverpool;
King Edward Street junction improvement - Upgrade of the King Edward Street / Leeds Street junction to better accommodate both motorised and non-motorised users;
Upgrade and improvement of Regent Road to include north-south segregated cycleway and the southern section of Regent Road to be converted from a through route to a local access road; and
Upgrade of connections between A565 and Regent Road to include cycle facilities on Paisley Street, Oil Street, Saltney Street, Walter Street and Blackstone Street.

These elements are summarised below and presented in detail in the following sections of this report.

7.3.1 A565 Great Howard Street - highway improvements (Phase 5 of Atlantic Avenue)

Phase 5 of the Atlantic Avenue scheme continues the strategic upgrading of the existing A565 carriageway. The proposed scheme will see the construction of a modern dual carriageway from the junction with Leeds Street and Great Howard Street to the junction with Blackstone Street in the north. This will include a central reservation which will rationalise the number of right turning movements in the network with the aim of reducing congestion and improving driver safety on the network.

7.3.2 A565 Derby Road - highway improvements (Phase 6 of Atlantic Avenue)

Phase 6 of the Atlantic Avenue scheme continues the strategic upgrading of the existing A565 carriageway. The proposed scheme will see the construction of a modern dual carriageway from Bankfield Street junction in the south to the junction with Millers Bridge. This will include a central reservation which will rationalise the number of right turning movements in the network with the aim of reducing congestion and improving driver safety on the network.

7.3.3 King Edward Street junction improvement

The improvement of the junction between King Edward Street, Great Howard Street and Leeds Street aims to create a physical gateway between the Liverpool Waters development and the city centre. The scheme will maximise pedestrian connectivity whilst providing sufficient vehicular capacity at the junction. The improvements will be in keeping with the form and scale of the World Heritage Site designation. The improvement scheme will deliver a ‘super pedestrian crossing’ across King Edward Street, add additional lane capacity along each approach to the junction and introduce a splitter island on Paisley Street.

7.3.4 Regent Road upgrade and improvement

The improvements on Regent road focus upon pedestrian and cycle facilities, to enhance sustainable and non-motorised travel options into the potential development area. A new north-south cycle way will be provided with east-west links to the A565 corridor (detailed below). A new pedestrian footway will also be provided.
Together, the schemes that make up the NLKC package comprise a series of essential and integrated improvements along the strategically important A565 corridor.

### 7.3.5 Upgrade of East-West connections between the A565 and Regent Road

Upgrade of connections between A565 and Regent Road will include:
- 4.0m shared cycle/footway on Paisley Street;
- 1.5m wide eastbound contra-flow cycle lane on Oil Street;
- 4.0m shared cycle/footway to connect to proposed signalised junction at A565 / Saltney Street;
- 4.0m shared cycle/footway to connect to proposed signalised junction at A565 / Walter Street; and
- 1.5m on-road cycle lane in both directions on Blackstone Street.

### 7.3.6 A565 Carriageway Widening

In order to provide the continuous and consistent dualling of the corridor, the carriageway will be widened to the east, retaining the western kerb line.

This approach to the widening has been based on both cost and practical considerations: The land on the eastern side is largely existing highway corridor and/or vacant land and LCC already own of a large number of land plots on this side. In contrast, the western fringe has in many places buildings abutting the rear of the footway, including currently operational businesses. There are also a number of listed structures and industrial heritage walls along this boundary.

On this basis widening biased to the east is considered to be the better option.

### 7.4 Out of Scope

For clarity, it is important to note areas of work which are specifically outside of scope of this application:
- Challenge Fund Improvements to the A565 Highway Bridge Structure (*funding already committed*)
- Potential link road from Paisley Street into the Liverpool Waters development site
- The proposed improvements to the Strand corridor
- The proposed City Centre Connectivity public realm scheme.

### 7.5 Benefits of the Preferred Scheme

The preferred scheme has been developed to support Liverpool’s vision to promote economic growth by the creation of an Enterprise Zone, enabling the wide range of benefits to the local community and the sub region to be maximised. The following sub sections outline the operational and strategic benefits and impacts of the scheme.
7.5.1 Operational Benefits

Operational benefits as a result of the scheme are summarised in Table 7.2 below.

Table 7.2: Operational Benefits of the Proposed Scheme

<table>
<thead>
<tr>
<th>Element of Scheme</th>
<th>Operational Benefit</th>
</tr>
</thead>
</table>
| Continuous dual carriageway along the A565 with associated junction improvements   | ▪ Improved capacity on the A565 to accommodate commuting, local resident and increased port traffic;  
▪ Improved journey times, journey reliability and reduced congestion  
▪ Reduce congestion and delays, improve linkages with Sefton and SuperPort developments  
▪ Facilitating and management the movement of traffic associated with the nationally significant developments of Liverpool Waters and SuperPort  
▪ Signalisation added or improved at four of the key access junctions on the A565, improving access across the area whilst reducing conflicting movements on the corridor and therefore facilitating a smooth flow of north-south traffic along the A565  
▪ Improved access to the development sites including the Liverpool Water scheme and the Super Port |
| Upgraded layout at the junction of A565 Great Howard Street, Leeds Street and King Edward Street; | ▪ Ease congestion on surrounding highway network;   
▪ Improved pedestrian and cycle accessibility across the A565 corridor reducing severance for non-motorised users  
▪ Greater permeability and safety for pedestrians and cyclists, enabling them to make safe, direct and efficient movements across the area |
| East-west pedestrian and cyclist links at five different locations                | ▪ Increased pedestrian safety.  
▪ Improved pedestrian and cycle accessibility  
▪ Reduced severance for local NMUs  
▪ Enhanced environment for adjacent development sites.  
▪ Completion a radial cycling route on regent road, comprising part of Radial Route 1 from the Liverpool Cycling Strategy. |
| Upgraded Regent Road corridor to provide a 4m bi-directional cycleway             | ▪ Improved pedestrian and cycle accessibility  
▪ Reduced severance for local NMUs  
▪ Enhanced environment for adjacent development sites.  
▪ Completion a radial cycling route on regent road, comprising part of Radial Route 1 from the Liverpool Cycling Strategy. |

7.5.2 Strategic Benefits

The combined benefit of the investment made by the North Liverpool Key Corridor Improvement scheme and the operational impact felt will be far greater than the sum of its parts. The strategic benefits of the scheme are summarised in Figure 7.2.
Figure 7.2: Summary of Strategic Benefits of the Preferred Scheme

**Economic Benefits**

- An improved transport network which supports the city’s vision to create a Enterprise Zone in North Liverpool and unlock the potential development opportunities in the area
- Reduced congestion through increase in capacity along the corridor
- Improved journey time reliability of bus services, encouraging a modal shift to to public transport and therefore further reducing congestion
- Provides the required infrastructure to support existing businesses and proposed developments along the corridor such as the Liverpool Waters and SuperPort scheme
- Improvement to access to job opportunities both within the city centre and in North Liverpool
- Investment and creation of jobs in the Low Carbon sector.

**Social Benefit**

- Increased offer within the North Liverpool region
- Improved access to employment
- Improved journey quality
- Improved reliability of bus services, encouraging modal shift
- Health and well-being benefits through improved pedestrian and cycle infrastructure to support walking and cycling trips
- Increased safety along corridor with provision of improved east-west links and additional signalised crossings along the A565

**Environmental Benefits and Impacts**

- Proposal will have a positive contribution to the local and surrounding natural environment
- Reduction in greenhouse gas emissions through improved traffic flow, reduced wait times and improved facilities to encourage greater use of buses and active travel modes
- Positive effect on the townscape
- Provision of transport infrastructure required to support the regeneration of vacant sites adjacent to the corridor

This scheme will improve the journey times and journey time reliability along the A565 corridor, providing the necessary supporting infrastructure for the proposed developments in the region by better accommodating both the existing and additional anticipated traffic volumes. The scheme will provide the much needed support system to facilitate economic growth in the area by increasing the attractiveness of the local development land by increasing accessibility into and through the region whilst creating a more inviting environment. In addition, the accompanying improvements to the pedestrian and cycle facilities and east-west links between Regent Road and the A565 will further improve accessibility and support a high quality regeneration of the area by creating a more inviting ambience for walking and cycling in an area which is currently catered pre-dominantly to vehicle based journeys.
The proposed North Liverpool Key Corridor Improvement scheme will enable successful delivery of the key objectives identified for the scheme:

- **Growth** – Improvement to the transport infrastructure and provision of increased capacity and improved linkages will facilitate long term economic growth by improving accessibility and to the area.
- **Attractiveness** – The provision of improved pedestrian and cycle facilities with associated public realm improvements and investments to the infrastructure will enhance the image of North Liverpool for investors and businesses.
- **Efficiency** – Increasing the capacity of the A565 corridor and better managing traffic flows through the area will reduce journey times and improve journey time reliability through the area.
- **Sustainability** – Through increased capacity along the corridor and improvements to the pedestrian and cycle facilities, attractiveness of bus usage and active travel modes will increase and therefore reduce the environmental impact of private vehicle transport within the area.

### 7.6 Measures of Success

The success of the North Liverpool Key Corridor scheme will be determined by a number of factors, linking directly to the objectives of the scheme:

- Delivery to time, budget and specification;
- Improved journey times along the A565 corridor;
- Reduction in collision occurrence, personal injuries and the associated economic costs;
- Increase in non-motorised user journeys, particularly along the Regent Road corridor;
- Increase in investment, occupancy and employment in the north Liverpool area; and,
- Increase in employment and socio-economic conditions in adjacent areas.

Assessing the success of the scheme will be based primarily upon monitoring and evaluation using processes already in place and information readily available, including the Annual Progress Reports prepared in accompaniment to the Merseyside Local Transport Plan 3. These methods will be supplemented by traffic surveys and route user surveys to ensure individual interventions have achieved their objectives. The proposed monitoring strategy is detailed in Section 10.8.

### 7.7 Synergy with Other Major Investments

In combination with the Liverpool Waters and SuperPort developments, the implementation of the proposed scheme will be transformational for the local and regional economy. The proposed scheme will unlock the potential of the developments and help to deliver more jobs, residential units and services.

The North Liverpool Key Corridor Improvement scheme has been prepared in cognisance of, and complementary to the following schemes:
7.7.1 Liverpool Waters

Liverpool Water is a committed large scale mixed-use development along the eastern bank of the river Mersey. The development will make use of a series of presently derelict dock spaces at Central Docks, with much of the docks in a World Heritage Site. It is expected that the development will create 17,000 full time jobs and comprise 21m sqft of new commercial and residential floor space including 23,000 apartments and four hotels, amongst many other restaurants, cafes and shops.

7.7.2 Project Jennifer

Project Jennifer is a £150m scheme including a local food store and 80,000sqft of other retail units. The scheme has already delivered a new Great Homer Street Market and new homes in Boundary Street East and Dryden Street/Wilbraham Street. The refurbishment of Marwood Tower is currently on site now and there are plans to build a new community health centre. The scheme includes a package of improvements to local highways including the Scotland Road / Stanley Road junction, traffic calming in Great Homer Street and new pedestrian crossings on Scotland Road to facilitate and improve east-west links.

7.7.3 The Strand

The Strand Corridor is the most important stretch of highway in Liverpool. The Waterfront, which is comprised by the Strand corridor, is part of the City and these links are critical to the economic and cultural success of the City Region. The Strand carries high levels of vehicular traffic and the scarcity of good quality, convenient crossing points for people on foot means that it separates rather than connects the city to its Waterfront.

The programme aims to;

- Reduce severance between the historic Waterfront and the City Centre, with key public realm improvements along its length;
- Rationilise the number of side roads entering and exiting the Strand Corridor to help reduce delay;
- Reduce traffic speeds and improve the pedestrian journey into, and across the city; and
- Enhance the environment surrounding Liverpool great assets, the Three Graces.

It is vital that key linkages across and throughout the Waterfront are strengthened at strategic locations. The southern half of the Waterfront presents considerable opportunity for new residential development, close to Liverpool Marina and making the most of the water spaces. The central segment presents opportunities for more visitor attractions, such as leisure facilities and the proposed Exhibition Centre. The northern half of the Waterfront will blend with Liverpool Waters and feeds into the A565 corridor.

7.7.4 Liverpool City Centre Connectivity schemes

The Liverpool City Centre Connectivity (LCCC) scheme brings a balanced package of connectivity improvements focused on Liverpool City Centre as a key driver of growth in the wider Liverpool City
Region (LCR). The scheme addresses existing and future weaknesses in the transport system to ensure that the development of the transport network keeps pace with the rate of economic growth by investing in proposals which address existing gaps in transport provision, providing mode choice and improving journey quality to ensure the City Centre offer remains attractive to residents, visitors and potential investors. Whilst the business case for the scheme is being developed as one scheme there are eight component parts to the scheme:

1. **The Strand** – More effective use of the road space and reduction of the current level of traffic dominance on this major road corridor.

2. **Historic Downtown Gyratory** - Enhancements to the public realm and pedestrian environment on Dale Street / Water Street and Victoria Street and provision of a dedicated east-west cycleway between Lime Street rail station and the Waterfront.

3. **Moorfields** - Upgrade of Moorfields station frontage and concourse to provide a high quality gateway to the Business Area and greater on-street presence, with associated public realm improvements in the local area, in particular along the route between the station and the Main Retail Area.

4. **Lime St / St Georges** - Provision of a stronger gateway for the city at a national level, comprising a reduction in the level of traffic and pedestrian/cyclist severance between Lime Street station and the main retail area and between Lime Street rail station and Queen Square, and the creation of a major new event space outside St George’s Hall.

5. **Brownlow Hill**: A fast seamless pedestrian and cycle link between Lime Street rail station and the Knowledge Quarter via Brownlow Hill, incorporating public realm enhancements, improvements to signage and potential use of shared space in appropriate locations.

6. **City Bus Hub** - Provision of a new high quality bus layover and interchange facility in close proximity to the existing facility at Queen Square, to remove the level of ‘dead mileage’ associated with the existing dispersed on-street layover arrangements, complemented by a new bus routing strategy for City Centre bus services.

7. **Canning Dock Bridges** - Provision of new docks bridges that link Salthouse Quay with Mann Island across Canning Dock, the dry-docks, and the internal routes of the Mann Island development in order to open up additional land for development and address safety concerns with respect to the existing bridges during major events.

8. **City Coach Park** - Creation of a dedicated coach parking facility in the City Centre to provide a layover facility and rest area for drivers, reducing the need to park on street and helping to attract additional coach trips to the city, boosting visitor spend.
7.7.5 Liverpool SuperPort

The SuperPort is one of the four main priorities of the Local Enterprise Partnership alongside the Low Carbon Economy, Visitor Economy and the Knowledge Economy.

The vision for SuperPort is ‘to bring together and integrate the strengths of the Ports, Airport and Freight Community to create a SuperPort for freight and passenger operations within the Liverpool City Region that will become a key driver of its economy. It will create the most effective and cost efficient environment for freight cargo logistics and passenger transit in the UK’.

SuperPort aims to develop both the infrastructure and the skills base within the City Region to enable the above vision. The main infrastructure projects are as follows:

- "Liverpool 2" Deep Water In River Post Panamax Container Terminal at Seaforth;
- Port Centric Logistics;
- 3MG - Mersey Multi Modal Gateway, Widnes;
- Mersey Gateway Bridge;
- Liverpool John Lennon Airport Expansion; and
- Manchester Ship Canal port terminal enhancements.

7.7.6 Stanley Dock Tobacco Warehouse

The proposed redevelopment of the Saltney Dock Tobacco Warehouse proposes a mixed use development of residential, public exhibition, retail and leisure uses. As part of the proposals for this development, signalisation was proposed at the junction with A565 Great Howard Street, Saltney Street and Sherwood Street. This upgrade has been included within the North Liverpool Key Corridor Improvement Scheme.

7.7.7 A5036 Church Road / Dunningsbridge Road Improvements - Sefton

Highways England is currently considering options to upgrade the A5036 corridor. Bottlenecks have been identified as part of the UK Government’s Pinch Point Programme and the objectives of any improvements would be to reduce congestion and improve journey times. Should improvements be made to the A5036 there is a strong potential of currently constrained demand being released onto adjacent routes, including the A565.

7.8 Political Support for the Scheme

Aside from the inherent support from the promoter and its partner; Liverpool City Council and Sefton Metropolitan Borough Council, the proposed scheme is also supported across the LCR, by the member authorities.
The LCR Region Growth Deal (2014) recognises that immediate investment could be made in the North Liverpool Key Corridors Scheme to support growth in the City Centre and also aid development of the City Region Freight and Logistics Hub.

7.9 Strategic Fit with Policy

7.9.1 Local Priorities

The proposed scheme has a clear strategic fit with local policy for both Liverpool City and Sefton. The scheme supports and is complementary to the delivery of the aims and objectives of both councils in two key areas – Economy and Employment, and Transport. It also strongly supports Liverpool City Council’s over-arching aim to protect and enhance the City’s unique environment by creating an “Attractive and Safe city with a Strong Local Identity” through the means of developing areas near the historic docks.

7.9.1.1 Economy and Employment

A core aim of Liverpool City Council is to encourage and facilitate economic development and the support of long term investments in the area. The Liverpool Unitary Development Plan (2002) sets out a vision to enhance the role of the City’s docks, whilst the objective of the Liverpool City Council Core Strategy Draft Submission (2012) is to strengthen the City’s economy.

A key outcome sought after by the Liverpool Core Strategy is the support for major developments such as the Atlantic Gateway and Liverpool Waters schemes and other works within identified Strategic Investment Areas (SIA). The North Liverpool Key Corridors scheme is located within an SIA and improvements as part of the scheme will aid in unlocking economic potential of the area by improving the accessibility throughout the area and directly improving links to the Port of Liverpool and the proposed Liverpool Waters development. It is noted that the draft submission of the Liverpool Core Strategy is currently treated as a material consideration for all planning decisions and will supersede the UDP in 2017, and therefore strategic fit with this is key to the scheme.

As with Liverpool City, economic growth and urban regeneration is a priority for Sefton. Sefton’s Emerging Local Plan was submitted to the Secretary of State for independent examination on 3rd August 2015 sets out a vision to make the most of the region’s assets in order to attract jobs and investments. There is a particular focus on the Port expansion and the provision of improvements to the supporting infrastructure which will enable the potential and economic benefits of the investments to be fully unlocked. As a major route running adjacent to the docks and towards the Port, the improvements along the A565 and Regents Road satisfy this whilst also working in line with the council’s ambitions for providing residents with improvement to accessibility of employment opportunities.

7.9.1.2 Transport

The proposed scheme also supports transport policy in Liverpool City. The Unitary Development Plan (2002) sets of a vision to provide:
The accessibility and road network capacity improvements that will be implemented as part of the scheme will strengthen the transport networks in North Liverpool, increase the connectivity between areas along the A565 to the City Centre and also provide improved routes for goods vehicles.

The enhancements that are proposed to cycle and pedestrian provision, particularly in relation to the Regent Road cycle corridor, will be wholly complementary to the UDP vision.

The improvements to the freight distribution routes are also supportive of Sefton Council’s Transport Policy statements T1 and T6 as set out in the UDP (2006). These cover the improvements to strategic access to the Port and the dualling of the A565 (Derby Road) between A5058 Millers Bridge and the Borough boundary with Liverpool City Council (Atlantic Avenue Phase 6). Additionally, the scheme aims to reduce congestion across the transport network, meeting the objectives as set out in the infrastructure related policy of the Emerging Local Plan.

7.9.2 Liverpool City Region Objectives

7.9.2.1 Transport

Transport is fundamental to the LCR’s ambitions to develop the City Region into a globally competitive freight & logistics hub. The LCR Strategic Economic Plan (SEP, 2014) promotes good transport connectivity as essential for the quality of life and economy of the City Region. Moreover, the LCR Growth Deal with Central Government confirms the priority to put transport at the heart of economic development through increased investment to support the creation of jobs.

The Third Local Transport Plan for Merseyside makes various references to existing congestion on the A565. Transport infrastructure improvements along the corridor will strengthen the connectivity of the LCR and, through uplifting the attractiveness of the corridor, will support the growth of the freight & logistics sector via provision of available land with excellent accessibility and connectivity across the LCR and beyond.

7.9.2.2 Employment

The LCR’s Strategic Economic Plan indicates that there is a 90,000 deficit in jobs in the City Region that needs to be addressed. A key goal of the LCR Employment and Skills Strategy is to reduce worklessness by providing routes for people to move into work. To achieve this, the strategy indicates that more weight will be given to projects and interventions which will retail and grow jobs. The LCR also faces the challenge of accelerating the rate of private sector job creation (LCR Economic Review, 2012).
The proposed scheme will support the LCR to meet its employment goals through supporting the major employment developments at Liverpool Waters and the SuperPort, whilst also attracting increased investment and new smaller developments who want to capitalise on the City Region’s strategic location; ultimately increasing the number of jobs available across the LCR.

7.9.2.3 Economic Growth

Economic growth is central to LCR policy. The LCR SEP states the overarching goal for the City Region is to produce a step change in the scale of enterprise and business activity, to expand the business base and accelerate economic growth.

Working alongside other major projects across the LCR, especially SuperPort and the many elements within it, improvements to the North Liverpool Corridor will support development of priority sectors for the LCR, not only freight & logistics but also the advanced manufacturing and low carbon sectors, through the provision of suitable and well-connected employment land; playing a key role in stimulating economic growth.

7.9.3 Merseyside Local Transport Plan Objectives

In addition to the specific scheme objectives identified, the North Liverpool Key Corridor package also synchronises with the following objectives from the Merseyside Local Transport Plan (LTP):
“Help create the right conditions for sustainable economic growth by supporting the priorities of the Liverpool City Region, the Local Enterprise Partnership and the Local Strategic Partnerships”

• The A565 and A5036 form the backbone of the North Liverpool Enterprise Zone that also immediately buffers Liverpool Waters, RGF2 Investment Zone, City Centre and City Centre BID plus facilitates movement between the City and Sefton offering improved links to Port Developments being delivered as part of the Port master plan

“Provide and promote a clean, low emission transport system which is resilient to changes to climate and oil availability”

• The scheme will improve east-west links (a long standing barrier) from Sandhills to facilitate walking and cycling for accessing employment opportunities. Although predominantly highway, as and when development comes forward demand will increase in the future for PT services and NMU facilities.

“Ensure the transport system promotes and enables improved health and wellbeing and road safety”

• The scheme will address east-west links and will link with newly established infrastructure such as connect 2. The focus will be on increasing accessibility to employment opportunities to help address determinants of deprivation. Separate to the Major Scheme application, opportunities exist for funding EV charging points and supporting businesses through new development proposals. Reductions in congestion and better facilities for walking and cycling will reduce the risk of traffic accident casualties.

“Ensure equality of travel opportunity for all, through a transport system that allows people to connect easily with employment, education, healthcare, other essential services and leisure and recreational opportunities”

• The scheme will improve a major commuter route to Liverpool City Centre, as well as providing access to local employment and services. LCC is currently targeting £25m of RGF2 around this area to bring forward and encourage economic development. Significant investment is taking place (Stanley Dock Hotel, with more to follow). Liverpool Waters has received planning permission. The primary focus is access to jobs but as developments move forward there will be an increasing desire for other services. The scheme will provide significant highway improvements of benefit to all, as well as specific measures to improve walking and cycling.
“Ensure the transport system supports the economic success of the City Region through the efficient movement of people and goods.”

This scheme will undoubtedly achieve this through its proximity to Liverpool Waters, City Centre, Project Jennifer, SuperPort, Destination Football and thus will be an integral scheme for realising what are major City Region transformational projects that will directly create 1000’s of jobs as investment plans come to fruition. The scheme is required to accommodate significant growth including port traffic and improve linkages to development sites plus improve east-west movements where possible at logical points. The opportunities for SuperPort are global in scale and can transform the Liverpool City Region economy creating 21,000 jobs and £6.1billion in GVA by 2020 and nearly 30,000 jobs and £18.3billion by 2030. The core road network helps to facilitate growth and unlock plans set out in documents such as North Liverpool and South Sefton SRF.

“Maintain our assets to a high standard”

The investment in the A565 will help bring forward development and also ensure highway infrastructure is in place for several years to support the anticipated and significant scale of development planned for North Liverpool. The upgrade of Regent Road will also offer considerable value in terms of attracting investment in in terms of creating jobs through development. The scheme will be designed with future maintenance in mind, so that the benefits of the scheme will be realised for as long as possible into the future.

“Enhancing cross Mersey linkages through the implementation of the Mersey Gateway project and the Mersey Gateway Sustainable Transport Strategy”

Given the scale of Liverpool Waters, SuperPort and the economic prosperity and job creation they bring, undoubtedly North Liverpool will remain a prime destination in terms of travel to work catchments and thus we would expect a significant proportion of traffic via tunnels, rail and bridges to be travelling to and from North Liverpool. The A565 corridor is a strategically important north-south corridor and will form part of the longer distance network of routes connecting to the new Mersey Gateway.
7.9.4 National Government Policy

7.9.4.1 National Planning Policy Framework (2012)

The National Planning Policy Framework notes the three mutually dependent roles of planning; economic, social and environmental. The document suggests that local planning authorities should positively seek opportunities to meet the development needs of their area, including the needs of businesses to support the economy. To achieve this, policies should recognise and address potential barriers to investment such as a poor environment, or a lack of infrastructure, services or housing. Poor transport infrastructure can act as a major barrier to growth and discourage development from taking place. This framework notes the need for local authorities to develop strategies for the delivery of viable transport infrastructure to support sustainable growth. The A565 corridor has been identified as a barrier to investment and the wider City Region. High levels of congestion and long journey times are all too common, deterring businesses from developing there. Capacity improvements to the A565, Leeds Street and King Edward Street will reduce congestion to make the area an attractive location for both businesses and pedestrians.

7.9.4.2 Planning policy framework 4: Planning for Sustainable Economic Growth (2009)

The planning policy framework 4: Planning for Sustainable Economic Growth sets out the government’s plans to achieve sustainable economic growth. The document notes the need for local planning authorities to set out a clear economic vision and strategy for their area which identifies areas that suffer from high levels of deprivation that should be prioritised for investment. It is also suggested that local plans should support existing business sectors while identifying plans for new or emerging sectors. The proposed scheme improvements are located in one of the most deprived areas of the UK that is in grave need of investment. Unemployment is high, while qualifications and educational achievements are notably low. There is a need to support current businesses in expanding and to encourage new businesses to locate in the area; capacity improvements at this junction have the ability to meet these requirements. A strong local road network is essential to attracting private sector investment and achieving sustainable economic growth.

7.9.4.3 National transport strategy: ‘Transport an engine for growth’ (2013)

The national transport strategy suggests that transport is essential to everything that we do. The DfT have committed £12billion over six years to repair the national and local road network to support the economy. The strategy highlights the importance of transport in the economy and notes that all DfT transport investments will support a rebalanced economy to ensure sustainable prosperity for all. The document suggests that wherever possible, investments should support jobs and encourage prosperity. They should also work in tandem with private sector partners to secure mutually supportive and integrated upgrades to our transport network.
7.9.4.4 Creating Growth, Cutting Carbon: Make Sustainable Local Transport Happen (2013)

The Creating Growth, Cutting Carbon paper notes a vision for a transport system that is an engine for economic growth, but one that is also greener and safer and improves quality of life in our communities. Alongside providing sustainable local transport, the paper identifies transport’s role in economic growth as a big challenge. Transport is essential in providing access to work, education healthcare providers and is crucial to quality of life and enhancing people’s spending power. The government has made a commitment to increasing fairness and social mobility of which transport plays an important role. The A565 corridor is essential to the local road network to ensure that local residents can access jobs and services. It connects the city centre to the north, the strategic highway network and allows residents in the north to access employment opportunities in the city.

7.9.5 Summary Assessment

The A565 North Liverpool Key Corridor Improvements scheme directly aligns with each of the above policies, supporting growth of the LCR economy, an area that has suffered from a lower level of growth than other areas of the country over recent years, through removing barriers to investment, promoting accessible development and encouraging the use of sustainable transport in doing so.

The Red Amber Green (RAG) assessment below summarises the strong strategic fit of the proposed scheme with key national, regional and local policy documents.

Table 7.3: Strategic Fit Summary

<table>
<thead>
<tr>
<th>Policy</th>
<th>Key Extracts</th>
<th>Strategic Fit</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Policy</td>
<td></td>
<td></td>
</tr>
<tr>
<td>The National Planning Policy Framework</td>
<td>• Meet the development needs of the area</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Encourage sustainable growth</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Address potential barriers to investment</td>
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<tr>
<td></td>
<td>• Widen transport choice</td>
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</tr>
<tr>
<td></td>
<td>• Exploit opportunities for the use of sustainable transport</td>
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</tr>
<tr>
<td></td>
<td>• Plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups</td>
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</tr>
<tr>
<td></td>
<td>• Promote safe and accessible development</td>
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</tr>
<tr>
<td></td>
<td>• Protect and enhance public rights of way</td>
<td></td>
</tr>
<tr>
<td>Planning policy statement 4: Planning for Sustainable Economic Growth</td>
<td>• Build prosperous communities</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Reduce the gap in economic growth between regions</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Deliver more sustainable patterns of development to reduce the need to travel</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Support existing business sectors</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Make the most efficient and effective use of land</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Identifies, protects and promotes key distribution networks</td>
<td></td>
</tr>
</tbody>
</table>
### Policy

<table>
<thead>
<tr>
<th>Key Extracts</th>
<th>Strategic Fit</th>
</tr>
</thead>
</table>

- Plans for the delivery of sustainable transport and other infrastructure needed to support economic development

### National transport strategy: ‘Transport: an engine for growth’

- Support a rebalanced economy to ensure sustainable prosperity for all
- Support private sector investment
- Support jobs, strengthen the supply chain and help position the UK as a global leader for transport and innovation
- Improve the road and rail links to our airports
- Make public transport an easier option for everyone and investing in walking and cycling
- Investing in movements for freight

### Creating Growth, Cutting Carbon: Making Sustainable Local Transport Happen

- Vision for a transport system that is an engine for economic growth, but is also greener and safer and improves quality of life in communities
- Make travelling on foot, by bike or on public transport more attractive
- Enabling choice and providing better information
- Reduce transport emissions and the carbon impact of longer journeys
- Targeting investment in new projects that promote green growth
- Increasing fairness and social mobility

### Sub National Policy

#### SEP

- Achieve growth, increased productivity and a rebalanced economy
- Ensure transport infrastructure supports economic growth
- Address the 90,000 jobs short-fall
- Expand the business base and accelerate economic growth in the LCR
- Close the deficit of 18,500 businesses
- Invest in transport and key site infrastructure to capitalise on the LCR’s unique ‘connectivity’
- Capitalise on freight and logistics

#### Liverpool City Region Growth Deal

- Maximise job opportunities from the LCR Freight and Logistics Hub
- Encourage economic growth and job creation from the SuperPort

#### Economic Review

- Accelerate the rate of private sector job creation
- Address underlying levels of unemployment
- Encourage greater retention of university graduates and inward migration
- Achieve an economically active population on a par with the UK pre-recession
<table>
<thead>
<tr>
<th>Policy</th>
<th>Key Extracts</th>
<th>Strategic Fit</th>
</tr>
</thead>
</table>
| Liverpool City Region Employment and Skills Strategy and Commissioning Framework | • Accelerate growth and reduce the productivity gap with the rest of the UK  
• Reduce worklessness  
• Half the number of deprived wards in England’s worst performing 10%  
• Retain and grow jobs  
• Build an employment and skills system which responds more quickly and effectively when employment opportunities emerge |              |
| Liverpool City Region Deal with Government                           | • Increase employment, tackle the skills gap and raise productivity  
• Put transport at the heart of economic development  
• Harness the City Region’s science and knowledge assets  
• Increase the competitive advantage of the LCR  
• Enable businesses to thrive because of their ability to move people, goods and services quickly and efficiently |              |
| Local Policy                                                          |                                                                                                                                             |              |
| Liverpool Local Enterprise Partnership Strategic Economic Plan       | • Growth – both in terms of absolute output (GVA) but also in jobs  
• Increased productivity - by being more innovative and effective in how we do business, increasing our competitiveness on the national and international stage  
• A rebalanced economy – with a reduced emphasis on public sector employment through a renewed focus on creating private sector jobs |              |
| Local Transport Plan                                                  | • Create conditions for sustainable economic growth by supporting the priorities of the Liverpool City Region, the Local Enterprise Partnership and the Local Strategic Partnerships  
• Provide and promote a clean, low emission transport system which is resilient to changes to climate and oil availability  
• Ensure the transport system promotes and enables improved health and wellbeing and road safety  
• Ensure equality of travel opportunity for all which connects people to employment, education, healthcare, other essential services and leisure and recreational opportunities  
• Maintain assets to a high standard  
• Enhancing cross Mersey linkages |              |
| Liverpool Local Development Framework Core Strategy Draft            | • Ensure sustainable economic growth, particularly across business sectors and areas with strong growth potential  
• Residential neighbourhoods that meet housing needs |              |
### Policy

#### Key Extracts

- Provide a diverse range of quality shops, services, community, health and education facilities, which are highly accessible and meet the everyday needs of local communities
- An Attractive and Safe City With A Strong Local Identity
- Create more attractive residential neighbourhoods; greater biodiversity; resilience to climate change, better flood risk management; and more opportunities for sport and recreation and greater health and wellbeing
- Efficiently used resources – especially by prioritising the use of vacant and derelict land and buildings and ensuring that development avoids adverse environmental impact and is adaptive and resilient to climate change
- Support the improvement of the City’s transport infrastructure and ensuring that all new development is highly accessible by sustainable modes of transport
- Improved social inclusion and equal opportunities

#### Sefton LDF

- Meet the needs for new homes and quality neighbourhoods
- Protect and enhance the natural environment
- Improve access, reduce traffic congestion, make the most of existing infrastructure and co-ordinate new infrastructure
- Grow Sefton’s economy and promote quality jobs and training
- Make Sefton healthier and safer

### Strategic Fit

Source: Mott MacDonal

### 7.10 Conclusion

The rationale for investment in the North Liverpool Key Corridor Improvement scheme is strong. The scheme delivers on core objectives at a local, regional and national level. Investing in the transport infrastructure will address key issues for Liverpool, Sefton and the LCR by supporting the City Region to deliver on its ambitions to develop a globally competitive freight & logistics hub and drive economic growth. It will also unlock potential development land and facilitate job creation, reduce congestion and improve pedestrian and cycle accessibility and improve links to employment.
8 Economic Case

8.1 Introduction

The economic case sets out the economic benefits of the North Liverpool Key Corridor scheme. More specifically it examines the following:

- The case for change that are being addressed from an economic development perspective.
- The identification of the qualitative economic benefits the preferred option supports including the wider regeneration benefits, support for key sectors within the city-region economy and the provision of public realm improvements.
- A quantitative assessment of the preferred scheme, providing an estimation of the Benefit to Cost Ratio (BCR) based primarily on its impact on transport system users, along with a description of the methodology adopted and modelling assumptions that have been used to arrive at the reported economic benefits.

The chapter also provides the Business Case Value for Money (VfM) statement in support of the North Liverpool Key Corridor scheme demonstrating clearly the likely positive economic benefit of the scheme.

The Economic Case assesses options to identify all their impacts, and the resulting value for money, to fulfil HM Treasury's requirements for appraisal and demonstrate value for money in the use of taxpayers' money.

In line with HM Treasury's appraisal requirements, the impacts considered are not limited to those directly impacting on the measured economy, nor to those which can be monetised. The economic, environmental, social and distributional impacts of a proposal are all examined, using qualitative, quantitative and monetised information. In assessing value for money, all of these are consolidated to determine the extent to which a proposal's benefits outweigh its costs.

The economic appraisal has been tailored to reflect the needs of the Full Business Case and is discussed under the following headings:

- Methodology
- Assumptions
- Transport Economic Efficiency
- Safety Benefits
- Environmental and Social Impacts
- Wider Economic Benefits
- Appraisal Summary Table (AST)
- Value for Money Statement
- Conclusion
8.2 Overview

In terms of quantifying the potential job and wealth creation of the schemes which could be unlocked by this scheme, the following estimates have been compiled:

- Help deliver 17,000 jobs at Liverpool Waters;
- Support 34,000 existing LCR SuperPort jobs;
- Help deliver 21,000 additional SuperPort jobs by 2020 - increasing to 30,000 by 2030.
- Help deliver Project Jennifer 1,100 plus jobs;
- Support the Destination Football initiative.
- Numerous other development sites adjacent to the corridors such as low carbon enterprise - i.e. supported by RGF2 £25m allocation - will be enabled and benefit.
- Ancillary business plus education, skills and training job creation will also be developed.

Growth on this scale will have endless knock-on business, lifestyle opportunities adding to the collective wealth of the LCR. For example Liverpool Waters development will comprise - office space (Class B1 Businesses); residential space accommodating 9,152 homes (Class C3 Dwelling Houses); hotel and conference facilities (Class C1 Hotels); comparison retailing (Class A1 Shops); convenience retailing (Class A1 Shops); financial and professional services (Class A2); restaurants, cafes (Class A3); drinking establishments (Class A4); non-residential institutions (Class D1); assembly and leisure (Use Class D2); cruise liner terminal and energy centre (Sui Generis); and servicing (Sui Generis).

There is a vast array of other developments being brought through in North Liverpool of which the A5036 and A565 immediately serve. Improved City Centre access journey times will improve through provision of additional capacity thus allowing more traffic to flow along the corridor. These impacts can be quantified using derivations from the already delivered Atlantic Avenue phase 1 to 4 impacts.

These corridors hold significant value as enablers and catalysts for growth of LCR Major Development and transformational priority schemes.

- Liverpool Waters will potentially create over 17,000 full-time jobs and provide in the region of 21 million sqft of new commercial and residential floor space including 23,000 apartments and four hotels.
- SuperPort currently 34,000 jobs in the LCR are linked to the existing port business. Productivity of the Port of Liverpool is forecast to increase from 700,000 to 2million containers per annum by 2020. An additional 900,000sqft of high quality floor space will be provided for port centric logistics in LCR by 2020. Growth on this scale will lead to more people living and working in the Liverpool City Region thus offering significant wider economic benefits.

8.3 Methodology

The economic appraisal has been carried out in line with Department for Transport Guidance with a number of relevant simplifying assumptions adopted specifically to produce robust VfM assessment for the scheme and that are consistent with local evidence.
Much use is made of modelling evidence and outputs from the Liverpool City Highway Model (LCHM) SATURN model. The Economic Appraisal Report (EAR) is included as Appendix C.

As the scheme is at an early stage of development, with the exception of the appraisal of highway user benefits, the economic impact assessment and road safety assessment, all other assessments are qualitative, and are commensurate and proportional with this stage of scheme development.

- Highway User Benefits have been derived using the LCHM (SATURN) of both the Do-Minimum, and the Do-Something* scenarios.
- The Economic Impact Assessment
- Road Safety Assessment has been undertaken to identify the likely cost savings that result from estimated reduced road traffic casualties.

*In line with DfT requirements a Low Cost Alternative has been assessed to make sure the preferred scheme offers the most appropriate value for money and that a lesser spend would not achieve the same level of benefit. The preferred scheme has been assessed as the Do-Something 1, the Low Cost alternative (LCA) as Do-Something 2.

Optimism Bias has been set to 15%, to reflect the fact that there are significant cost uncertainties associated with land acquisition, possible stats diversions and potential for earth works / retaining structures (see section 9.5 for a summary of why 15% has been taken forward).

8.4 Assumptions

The following table (Table 8.1) identifies what type of assessment – qualitative or quantitative has been undertaken for each of the sub-objectives:
Table 8.1: Objective Appraisal Types

<table>
<thead>
<tr>
<th>Objective Area</th>
<th>Sub-Objective</th>
<th>Type of Assessment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Economy</td>
<td>Business Users &amp; Transport Providers</td>
<td>Quantitative</td>
</tr>
<tr>
<td></td>
<td>Reliability Impact on Business Users</td>
<td>Quantitative</td>
</tr>
<tr>
<td></td>
<td>Regeneration</td>
<td>Quantitative</td>
</tr>
<tr>
<td></td>
<td>Wider Impacts</td>
<td>Qualitative</td>
</tr>
<tr>
<td>Environment</td>
<td>Noise</td>
<td>Quantitative</td>
</tr>
<tr>
<td></td>
<td>Air Quality</td>
<td>Quantitative</td>
</tr>
<tr>
<td></td>
<td>Greenhouse Gases</td>
<td>Quantitative</td>
</tr>
<tr>
<td></td>
<td>Landscape</td>
<td>N/A</td>
</tr>
<tr>
<td></td>
<td>Townscape</td>
<td>Qualitative</td>
</tr>
<tr>
<td></td>
<td>Historic Environment</td>
<td>Qualitative</td>
</tr>
<tr>
<td></td>
<td>Bio-Diversity</td>
<td>Qualitative</td>
</tr>
<tr>
<td></td>
<td>Water Environment</td>
<td>Qualitative</td>
</tr>
<tr>
<td>Social</td>
<td>Commuting &amp; Other Users</td>
<td>Qualitative</td>
</tr>
<tr>
<td></td>
<td>Reliability Impact</td>
<td>Qualitative</td>
</tr>
<tr>
<td></td>
<td>Physical Activity</td>
<td>Qualitative</td>
</tr>
<tr>
<td></td>
<td>Journey Quality</td>
<td>Qualitative</td>
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<tr>
<td></td>
<td>Accidents</td>
<td>Quantitative</td>
</tr>
<tr>
<td></td>
<td>Security</td>
<td>Qualitative</td>
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<tr>
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<td>Access to Services</td>
<td>Qualitative</td>
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<tr>
<td></td>
<td>Affordability</td>
<td>Qualitative</td>
</tr>
<tr>
<td></td>
<td>Severance</td>
<td>Qualitative</td>
</tr>
<tr>
<td></td>
<td>Option &amp; Non-User values</td>
<td>Qualitative</td>
</tr>
<tr>
<td>Public Accounts</td>
<td>Cost to Broad Transport Budget</td>
<td>Quantitative</td>
</tr>
<tr>
<td></td>
<td>Indirect Tax Revenues</td>
<td>Quantitative</td>
</tr>
</tbody>
</table>

Source: Mott MacDonald

8.5 Transport Economic Efficiency

8.5.1 Background

The LCHM has been used to produce data for input to the A565 Key Corridor economic assessment. The detailed model covers all of the Liverpool City Region whilst the peripheral model links the periphery of the city to the rest of the region. The traffic model uses the SATURN modelling suite (Simulation and Assignment of Traffic in Urban Road Networks) and has been revalidated to a 2012 base year, covering...
AM, PM and inter peak periods. Full details of the construction and base validation are available in the Local Model Validation Update Report (Mouchel 2014).

8.5.2 Forecasting

Two future years have been defined for the traffic forecasting, the year of scheme opening, 2018, and a design year which is the fifteenth year after scheme opening, 2033.

In line with Merseytravel guidance, a central case assessment based on NTEM (The National Trip End Model) forecasts from the TEMPro (Trip End Model Presentation Program) software have been used. The forecasts include population, employment, households by car ownership, trip ends and simple traffic growth factors based on data from the National Transport Model (NTM).

8.5.3 Scheme Scenarios

Three future network scenarios are represented in the assessment, namely:

- The without-scheme ‘Do-minimum’ scenario – existing provision but with committed interventions;
- The with-scheme ‘Do-something’ scenario – incorporating the A565 low cost alternative (LCA) scheme; and,
- The with-scheme ‘Do-something’ scenario – incorporating the full A565 full scheme.

8.5.4 Transport Economic Efficiency Appraisal

Transport economic efficiency impacts from the A565 schemes have been assessed using TUBA. The appraisal calculates the net user benefit, in terms of travel time and vehicle operating cost, of introducing the proposed scheme, when compared with the do-minimum.

8.5.4.1 Main Appraisal Components

TUBA has calculated economic efficiency impacts over 60 years, from 2018 to 2077. User costs and benefits are discounted to 2010 present values.

Impacts are calculated for a single mode (i.e. road) taking outputs from the City Highway Model. Impacts are also assessed in TUBA according to two user groups, namely consumer users and business users. Different economic values are applied to the two user groups in accordance with WebTAG Unit A1.3 (‘User and Provider Impacts’).

The completed Transport Economic Efficiency (TEE) table is included in Appendix E but a summary is provided below:
The A565 corridor improvements would provide a net user economic benefit of £48.373m for the low cost alternative and £73.971m for the full scheme in terms of travel time and vehicle operation. This benefit would be increased by means of a saving in carbon emissions of £0.630m for the low cost alternative and £0.819m for the full scheme and a reduction in indirect tax contribution to Government of £1.39m for the low cost alternative and £1.765m for the full scheme. The overall transport user impact would therefore amount to £47.613m for the low cost alternative and £73.025m for the full scheme.

The resulting BCRs are 3.21 for the low cost alternative and 4.36 for the full scheme, suggesting the scheme offers significant value for money.

8.6 Road Safety Benefits

8.6.1 Previous Analysis

Previous to the OBC, analysis of the accidents across Liverpool indicated an increasing trend. Figure 8.1 illustrates that between 2011 and 2012, the number of slight and serious road casualties in Liverpool increased, highlighting the safety risk on roads in the city.

Figure 8.1: All road casualties in Liverpool
The heavy congestion on the A565 and A5036 corridor results in many accidents and collisions each year. Given the scale of the proposed scheme and the existing high levels of traffic flows, a detailed accident analysis is presented below.

8.6.2 **Detail Analysis Methodology**

STATS19 Personal Injury Accident (PIA) data was obtained from Liverpool City Council and Sefton Borough Council for the A565 Great Howard Street/Derby Road and Regent Road, (including those accidents on the connecting roads) between Bath Street and A5058 Millers Bridge. Data has been analysed for the five years period between 01/01/2009 and 31/12/2013.

The data was then interrogated to reveal any significant trends in the recent accident history. A summary of the accidents is presented in **Appendix F**.

Based on this recent collision history and proposed scheme drawings, the potential accident savings, have been estimated.

8.6.3 **Findings**

Across the complete study area, the provision of the proposed scheme measures gives an estimated accident saving of 29 accidents (over 5 years).

Along the A565 the proposals include improvements to existing traffic signals at A565 Great Howard Street/Leeds Street and A565 Derby Road/Blackstone Street and along Regent Road additional improvements/modifications will also be made. Therefore this could achieve a 20% saving in accidents that occurred at these junctions.

In line with DfT guidance, a monetary value has been ascribed to the accident savings that could be achieved with the proposed scheme over the full appraisal period. This equates to £1,702,610. Based on the above total accident savings of 29, a FYRR has been calculated at 4.1%. The safety benefit calculations are presented in **Appendix F**.

8.7 **Environmental Impacts**

8.7.1 **Introduction**

To inform the Full Business Case, an appraisal of the environmental effects of the scheme has been undertaken in line with WebTAG (TAG Unit A3: Environmental Impact Appraisal, December 2015). The appraisal considers the impacts (both positive and negative) of the proposed design, construction and operation of the Scheme, through the use of the eight environmental themes from TAG Unit A3, listed below.
These impacts have been appraised by relevant Mott MacDonald technical specialists, and coordinated by an environmental assessment specialist. This appraisal provides an overview of the proposed scheme, as well as a summary of the previous environmental work that was undertaken at the OBC stage. The detailed appraisal report summarising the environmental assessment undertaken together with the associated WebTag worksheets is included in Appendix G:

### 8.7.2 Summary

A summary of the conclusions reached in this environmental appraisal for each of the eight environmental themes are listed below.

- **Noise** – Overall it is considered that the changes in noise level as a result of the implementation of the Scheme will not be of a sufficient magnitude to generate anything other than minor increases in noise level. There is an overall net dis-benefit for noise of £87,080.
- **Air Quality** – The appraisal indicates that there will be a net increase in regional emissions from the Scheme and a deterioration of local air quality within the study area with respect to NO₂ and PM₁₀. There is an overall net dis-benefit for air quality of £140,808.
- **Greenhouse Gas** – The greenhouse gas appraisal indicates that the Scheme will lead to an increase in greenhouse gas emissions and a net detrimental impact of £1,027,048.
- **Landscape** – scoped out of this appraisal in favour of undertaking a townscape appraisal due to site location;
- **Townscape** – scoped out of this appraisal after completion of Step 1 of WebTAG methodology and undertaking a site visit that identified there were no anticipated issues and a full appraisal for FBC was not necessary;
- **Historic Environment** - the appearance of the public realm within the conservation area will be improved by the introduction of segregated cycle lane and new pedestrian footways. This will promote access to the area by pedestrians and cyclists, therefore having a moderate beneficial effect;
- **Biodiversity** – a neutral effect on biodiversity is anticipated following the environmental appraisal due to no impacts being identified; and
- **Water Environment** – a neutral effect on the water environment is anticipated following the environmental appraisal due to no impacts being identified.

Overall therefore it can be concluded that the proposed NLKC scheme will not significantly impact on the environment with the only adverse impacts identified for Noise & Air Quality, although this is based on a potential impact rather than definitive impact. In general the scheme is showing as having a neutral impact on the environmental themes assessed.
8.8 Social Impact Assessment

8.8.1 Introduction

Social Impact (SI) Assessment covers the human experience of the transport system and its impact on social factors. Guidance is included in WebTAG Unit 4.1. The eight social impacts which are considered are:

- Accidents
- Physical activity
- Security
- Severance
- Journey quality
- Option and non-use values
- Accessibility
- Personal affordability

Each SI is assessed on a seven-point scale of beneficial, neutral or adverse impacts and entered into an Appraisal Summary Table (AST). This seven-point scale is set out below:

<table>
<thead>
<tr>
<th>Impact</th>
<th>Description</th>
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<tbody>
<tr>
<td>✗✗✗</td>
<td>Large adverse</td>
</tr>
<tr>
<td>✗✗</td>
<td>Moderate adverse</td>
</tr>
<tr>
<td>✗</td>
<td>Slight adverse</td>
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<tr>
<td>0</td>
<td>Neutral</td>
</tr>
<tr>
<td>✓</td>
<td>Slight beneficial</td>
</tr>
<tr>
<td>✓✓</td>
<td>Moderate beneficial</td>
</tr>
<tr>
<td>✓✓✓</td>
<td>Large beneficial</td>
</tr>
</tbody>
</table>

The methods prescribed in WebTAG Unit 4.1 have been utilised to determine any beneficial or adverse impacts of the schemes preferred option. The assessments are mainly based on the analysis of qualitative data as only a small amount of quantifiable data is available.

A number of the impacts in this social study are further assessed within the distributional impact (DI) appraisal in accordance with WebTAG Unit 4.2. The SI assessment looks at impacts on the whole population within the identified impact areas, whilst the DI appraisal looks at the impacts on vulnerable population groups.

This appraisal has addressed the eight distributional impact areas outlined in TAG Unit 4.2. The report has followed a quantitative and qualitative approach, assigning an assessment score on a seven point scale of beneficial, neutral and adverse for each impact area.
8.8.2 Summary

The initial appraisal has assessed the eight social impact areas, and an initial discussion of the likely impacts has been provided.

Our appraisal suggests that the scheme will have the greatest impact on severance. The scheme aims to facilitate the removal of access barriers and assist in preventing the further decline to the southern end of the Liverpool docks. The permeability of the entire corridor should be improved, including north / south movement by vehicle and east / west movements by pedestrians. This should be achieved through the provision of walking and cycling infrastructure to encourage the use of active modes. This infrastructure and associated improvements serve to remove a major severance point for pedestrians crossing the A565.

The SI appraisal has found that the A565 scheme will deliver broadly positive benefits. At present, no adverse impacts are expected to result from the scheme. The overall summary of assessment scores for the SI can be seen in Table 8.3 below.

Table 8.3: Social impacts – summary assessment scores

<table>
<thead>
<tr>
<th>Impact area</th>
<th>Impact</th>
<th>Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>Accidents</td>
<td>✔️</td>
<td>Moderate beneficial</td>
</tr>
<tr>
<td>Physical activity</td>
<td>✔️</td>
<td>Slight beneficial</td>
</tr>
<tr>
<td>Security</td>
<td>✔️</td>
<td>Slight beneficial</td>
</tr>
<tr>
<td>Severance</td>
<td>✔️</td>
<td>Large beneficial</td>
</tr>
<tr>
<td>Journey quality</td>
<td>✔️</td>
<td>Moderate beneficial</td>
</tr>
<tr>
<td>Option and non-use values</td>
<td>0</td>
<td>Neutral (scoped out)</td>
</tr>
<tr>
<td>Accessibility</td>
<td>0</td>
<td>Neutral (scoped out)</td>
</tr>
<tr>
<td>Personal affordability</td>
<td>0</td>
<td>Neutral (scoped out)</td>
</tr>
</tbody>
</table>

The Social Impact Assessment and the Distributional Impact Assessment are presented in Appendix D.

8.9 Distributional Impact Assessment

8.9.1 Introduction

Distributional Impact (DI) Assessments consider the variance of a scheme’s impact across different social groups. Both beneficial and /or adverse DIs of proposed interventions are considered, along with the identification of social groups likely to be affected.

The impacts considered are based on the same eight impact areas as highlighted above in the SI assessment. Each impact has been appraised individually using a screening pro-forma (TAG Unit 4.2 Step 1 – Screening) to determine whether it requires further assessment.
A DI appraisal encompasses a number of stages:

- **Step 1** consists of an initial screening process which examines the eight impacts and determines whether they need to be appraised further.
- **Step 2A** confirms the impact area extent for when the impacts are mapped using GIS software.
- **Step 2B** identifies social groups
- **2C** identifies related amenities in the impact areas.
- Finally, **Step 3** appraises the results and provides an assessment of the impacts of the intervention.

The screening process considers the areas where the transport intervention might have negative or positive impacts on specific social groups. These groups are: children, older people, people with a limiting long term illness (LLTI), Black and Minority Ethnic (BME) communities, people without access to a car, and people on low incomes. These are further explained in Table 8.2 overleaf, extracted from WebTAG Unit 4.2, which highlights the groups considered for each impact.

**Table 8.4:** Scope of socio-demographic analysis for DIs (Step 2b)

This DI assessment has been undertaken by giving consideration to the social effects (both beneficial and adverse) of the proposed scheme, against the eight DIs in TAG Unit 4.2. The effects of the scheme have been identified using a seven-point scale system, in accordance with the WebTAG criteria as shown in Table below.

**Table 8.5:** Seven-point scale system for determining scheme distributional impact

---

2 Department for Transport (Jan 2014) TAG Unit A4.2 Distributional Impact Appraisal
This scoring utilises the DI grading system prescribed in TAG 4.2. The appraisal looks to identify if the impact is beneficial, neutral or adverse. Neutral impacts are left as neutral, however beneficial or adverse impacts are scored using the following guidance:

- Social groups that have impact area proportions that are significantly larger (> +5%) than their national averages are assessed large.
- Social groups that have impact area proportions that are broadly in line (+ or -5%) with their national averages are assessed as moderate,
- Social groups that have impact area proportions that are smaller (< -5%) than their national averages are assessed as slight.

The initial appraisal has assessed the eight social impact areas, and an initial discussion of the likely impacts has been provided. The appraisal has begun to outline the positive and negative changes for users of the A565 corridor, relating to their human experience of the scheme.

8.9.2 Summary

This appraisal has addressed the eight distributional impact areas outlined in TAG Unit 4.2. The report has followed a quantitative and qualitative approach, assigning an assessment score on a seven point scale of beneficial, neutral and adverse for each impact area.

The appraisal has found that the scheme will deliver broadly positive benefits, with the exception of air quality. Table 8.6 below provides a summary of the assessment scores assigned to each impact area.

<table>
<thead>
<tr>
<th>Impact area</th>
<th>Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>User benefits</td>
<td>Moderate beneficial</td>
</tr>
<tr>
<td>Noise</td>
<td>Neutral (scoped out)</td>
</tr>
<tr>
<td>Air quality</td>
<td>Slight adverse</td>
</tr>
<tr>
<td>Accidents</td>
<td>Moderate beneficial</td>
</tr>
<tr>
<td>Security</td>
<td>Neutral (scoped out)</td>
</tr>
<tr>
<td>Severance</td>
<td>Moderate beneficial</td>
</tr>
<tr>
<td>Accessibility</td>
<td>Neutral (scoped out)</td>
</tr>
<tr>
<td>Personal affordability</td>
<td>Neutral (scoped out)</td>
</tr>
</tbody>
</table>

The Social Impact Assessment and the Distributional Impact Assessment are presented in Appendix D.
8.10 **Wider Economic Benefits**

The Economic Impact Assessment report presented in Appendix C estimates that without the A565 improvements, annual net Gross Value Added (GVA) to the City of Liverpool economy could be £35 million below its potential by year 2024. Cumulatively, the report estimates £106m worth of potential GVA would have been lost to the local Liverpool economy by 2024.

Significant value to the local economy is at risk of being delayed if the road network does not have the capacity to facilitate the transformational growth opportunities currently being implemented in the North Liverpool area.

8.10.1 **Links between the road and local development**

By 2024 background growth in traffic volumes is forecast to grow by 31% AM peak hour and 30% in the PM peak hour. Liverpool Waters was forecast to add a further 8% and 6% in the AM / PM peak hours. In order to mitigate against future congestion issues, Liverpool Waters was approved on the condition that Schedule 2 traffic conditions were met. Neighbourhoods A, B and C contain around 89% of the total net economic development being proposed. The planning constraint ensures that the quantum of development on the Liverpool Waters site is in line with required highways enhancements.

While the scheme is not designed specifically to support the Liverpool Waters development, it is anticipated as currently designed, access to the Liverpool Waters development site would be enhanced significantly. Signalisation would be added or improved at four of the key access junctions from the A565 and the narrow streets connecting the A565 and Waterloo Road/Regent Road will be rationalised to improve access while facilitating a smooth flow of north-south traffic along the A565. Upcoming SATURN modelling will establish the extent to which the highway mitigation requirements of the Outline Planning Consent will be met for the scheme.

Consultation with commercial property agents acting in the area suggests that while growth in traffic volumes has potential to benefit the local economy by increasing footfall, if the local traffic network has insufficient capacity to support the increased traffic, congestion can deter businesses from locating in the area.

8.10.2 **Economic impact assessment**

Building on findings from previous economic impact studies in the area, the appended report assessed at a high level the potential economic impact of unlocking local development land and allowing the assessed Neighbourhoods to progress. To model how development constraints are expected to constrict economic growth over time a constriction factor was applied that increases as the maximum allowable quantum of development approaches. In 2024 if the highway mitigation conditions are not met it is anticipated development on the site to be minimal to none and so we model that GVA growth in 2024 would be £35m
below its potential. This would be as a result of 664 fewer net jobs being supported on site. Over a 10-year period the cumulative net discounted present value of the highway restrictions not being addressed was estimated at £106m potentially being lost/not delivered.

Qualitative economic assessment also suggested potentially significant impacts not quantified within the scope of this study:
- A small positive impact through complementing delivery of the A565 Framework Masterplan.
- A small positive impact from supporting delivery of the Port of Liverpool Masterplan.
- Positive temporary construction impacts.
- A potentially positive impact from connecting deprived communities to jobs created in North Liverpool.
- A small negative impact of CPOs on local businesses that could be positive in the medium term if better quality affordable premises are available.

8.10.3 Summary

It is anticipated that by enhancing the capacity of the local road network to deliver growth, large potential economic benefits would be unlocked and the ambitious, transformative economic development initiatives in North Liverpool would be complemented. The size of this economic impact will be determined by final scheme design and timing of scheme opening relative to delivery of the employment land in the area.

8.11 Appraisal Summary Table

The Appraisal Summary Table (AST) presents evidence from the analysis that is undertaken to inform the Economic Case of an intervention. Applying the principles of HM Treasury Green Book, the AST has been designed to record all impacts - Economic, Environmental, Social, Public Accounts and Distributional - at the national level.

The Scheme AST is presented in Appendix H.

8.12 Value for Money Statement

The completed Analysis of Monetised Costs and Benefits (AMCB) table is included in Appendix I.

Highway user benefit analysis has been undertaken for the preferred scheme and the LCA using a 15% Optimum Bias level to achieve a robust assessment of the schemes value for money.

Table 8.7 below presents the result Benefit to Cost Ratio (BCR) for each of the schemes:
Table 8.7: Benefit to Cost Rations (BCR) for Assessed Scenarios (2010 Discounted Prices)

<table>
<thead>
<tr>
<th>Scheme</th>
<th>At 15% Optimism Bias</th>
</tr>
</thead>
<tbody>
<tr>
<td>Preferred Scheme</td>
<td>4.36</td>
</tr>
<tr>
<td>Low Cost Alternative</td>
<td>3.21</td>
</tr>
</tbody>
</table>

Source: Amey 2016

The Regent Road element of the North Liverpool Key Corridor scheme will introduce a segregated bi-directional cycleway with supporting infrastructure. The economic benefits of this part of the scheme have not been quantified, but it is envisaged this will add further benefit to the overall scheme.

8.13 Options to Improve the BCR

8.13.1 Quantification of Qualitative Benefits

The Benefit to Cost Ratio (BCR) presented above has been determined based on the appraisal methodology highlighted in Section 8.5. However, the quantitative appraisal has not included a number of elements which could further add to the BCR, but which have so far only been appraised qualitatively. Of most significance in this category is the Regent Road segregated 2-way shared cycleway which has the potential to achieve significant benefits resulting from modal shift in terms of creating improvements for existing users and attracting new users. Specific benefits are also generated via the WebTAG Physical Fitness, Journey Ambience and Reduced Absenteeism categories (as defined in WebTAG Appraisal Guidance unit 3.14.1). Previous studies have identified that for segregated off-road cycleways an average approximate benefit of £300k per kilometre could be achieved.

The Regent Road cycle scheme is approximately 3.4km in length, and the supporting east-west cycle-links would provide a further 500m of on-street cycle lanes.

This means that a potential additional and as yet unquantified benefit of approximately £1.3m could be generated by the proposed cycle facilities.

8.14 Conclusion

Based on the assessment that has been undertaken and summarised in the section above, it can be concluded that:

- The Preferred Scheme represents **significant value for money**
- The Preferred scheme represents **better value for money than the Lower Cost Alternative scheme**
- The scheme has the potential to achieve a further cost reduction through **accident reduction and associated cost savings**.
Further, as yet unquantified benefit is likely to be achievable as a result of the Regent Road cycle scheme and other NMU provision.
9 Financial Case

9.1 Introduction

The Financial Case concentrates on the affordability of the proposal, its funding arrangements and technical accounting issues. Value for money has been scrutinised in the Economic Case.

The overall estimated cost for the North Liverpool Key Corridors scheme is £18.3m (exc OB). Scheme costs have been developed by Amey based upon the scheme designs, as detailed in Appendix B - Scheme Drawings and Appendix J - Scheme Cost Estimates.

The scheme cost is considered proportionate and affordable in relation to the scale of problem identified and predicted benefits of the scheme.

The Options Appraisal Report (OAR) in Appendix A gives consideration to a lower cost option – referred to as the Lower Cost Alternative (LCA) which has been discounted as it does not generate a similar level of benefit to the preferred scheme.

9.2 Assumptions

Key assumptions made with regards to deriving scheme costs include:

- Land Acquisition complete by December 2016
- Detailed Design during the period July 2015 to April 2016
- A construction period of April 2017 to November 2018
- Bridge works to take place between March 2016 and December 2016
- An opening year of November 2018

*These dates are subject to variation depending on land negotiations and possible CPO required.*

9.3 Base Costs

The overall estimated cost for the North Liverpool Key Corridors scheme before QRA and Optimism Bias is £18.3m. Scheme costs have been developed by Amey based upon the scheme designs, as detailed in Appendix B - Scheme Drawings and Appendix J - Scheme Cost Estimates.

The scheme cost is considered proportionate and affordable in relation to the scale of problem identified and predicted benefits of the scheme. Table 9.1 provides a breakdown of the costs.
Table 9.1: North Liverpool Key Corridors Scheme Base Costs (2016 Prices)

<table>
<thead>
<tr>
<th>Cost Element</th>
<th>Cost Estimate (£)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Highway Works</td>
<td>£13,974,956</td>
</tr>
<tr>
<td>Land</td>
<td>£2,910,000</td>
</tr>
<tr>
<td>Preparation</td>
<td>£846,895</td>
</tr>
<tr>
<td>Supervision</td>
<td>£540,000</td>
</tr>
<tr>
<td><strong>Total:</strong></td>
<td><strong>£18.3m</strong></td>
</tr>
</tbody>
</table>

Source: Amey October 2015

9.4 Quantified Risk Assessment

A Quantified Risk Assessment (QRA) has been undertaken for the scheme. The results of this assessment are presented below in Table 4.3.

The key risks that have been identified are presented together with the likelihood of their occurring before mitigation. Mitigation measures have been identified to reduce the likelihood of these risks, but they do still represent significant costs. Whilst having a relatively high likelihood, even with mitigation measures in place, these risks are common on major highway projects such as this and the scheme promoters and eventual contractors will have experience of managing and reducing these risk items.

Table 9.2: Key Project Risks - Quantified Risk Assessment

<table>
<thead>
<tr>
<th>Key Risk Components</th>
<th>Likelihood</th>
<th>Impact on Cost</th>
<th>Mitigation Measures</th>
</tr>
</thead>
</table>
| Utilities           | Very High  | £1,000,000 to £2,000,000 | ▪ Initial Utilities searches have been undertaken in order that the design can be informed of where possible conflicts may exist or gain more certainty on possible diversion costs.  
▪ Regular coordination meetings with statutory undertakers.  
▪ Optimism Bias assumptions to reflect uncertainty over this risk item. |
| Land Acquisition    | Very High  | £100,000 to £500,000    | ▪ Land acquisition process has been started, but the need for CPO or a PI cannot yet be determined.  
Expert consultants have been engaged by LCC to provide assistance in this area. |
| Construction Programme Risk | Very High | £100,000 to £500,000 | ▪ Regular progress meetings and early involvement with contractors and project management team at a local level to identify and mitigate against any potential delays or risk to delivery |
| Procurement Risk Award | Very High | £50,000 to £1,000,000  | ▪ Early contractor involvement via existing framework arrangements will help to identify any risk at an early stage where appropriate mitigation can be put in place |

% Cost Risk Applied 7%

Likelihood / Impact on Cost

High
A breakdown of the scheme cost estimates is included in Appendix J.

A risk allowance of between £1.3m and £1.6m has been applied for the purposes of the economic appraisal of the scheme having taken into account the QRA undertaken.

9.5 Optimism Bias

Optimism bias has been included in the main case assessment at the 15% level, commensurate with this stage of scheme development – Stage 2 in the DfT table copied below.

This is considered appropriate due to the remaining uncertainty and consequential risk to both cost and programme associated with the land acquisition, stats and earth works. As the scheme progresses optimism bias levels can be reduced below this 15% level when the financial risk of land acquisition together with possible earthworks and diversions to statutory apparatus have been established.

<table>
<thead>
<tr>
<th>Category</th>
<th>Types of projects</th>
<th>Stage 1</th>
<th>Stage 2</th>
<th>Stage 3</th>
</tr>
</thead>
<tbody>
<tr>
<td>Roads</td>
<td>Motorway, Trunk roads, Local roads, Bicycle facilities, Pedestrian facilities, Park and ride, Bus lane schemes, Guided buses on wheels</td>
<td>44%*</td>
<td>15%</td>
<td>3%*</td>
</tr>
<tr>
<td>Rail</td>
<td>Metro, Light rail, Guided buses on tracks, Conventional rail, High speed rail</td>
<td>66%*</td>
<td>40%</td>
<td>6%*</td>
</tr>
<tr>
<td>Fixed links</td>
<td>Bridges and Tunnels</td>
<td>66%*</td>
<td>23%</td>
<td>6%*</td>
</tr>
<tr>
<td>Building projects</td>
<td>Stations and Terminal buildings</td>
<td>51%*</td>
<td>-</td>
<td>4%*</td>
</tr>
<tr>
<td>IT projects</td>
<td>IT system development</td>
<td>200%*</td>
<td>-</td>
<td>10%*</td>
</tr>
</tbody>
</table>
9.6 **Scheme Costs Adjusted for Risk and Optimism Bias**

Incorporating the risk allowances identified above and the inclusion of the relevant Optimism Bias levels, the adjusted scheme costs are presented below in Table 9.3:

<table>
<thead>
<tr>
<th>Cost Element</th>
<th>Cost Estimate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Highway Works</td>
<td>£13,974,956</td>
</tr>
<tr>
<td>Land</td>
<td>£2,910,000</td>
</tr>
<tr>
<td>Preparation</td>
<td>£846,895</td>
</tr>
<tr>
<td>Supervision</td>
<td>£540,000</td>
</tr>
<tr>
<td>Risk</td>
<td>£1,277,118</td>
</tr>
<tr>
<td>Optimism Bias (15%)</td>
<td>£2,096,243</td>
</tr>
<tr>
<td><strong>Total:</strong></td>
<td><strong>£21,645,212</strong></td>
</tr>
</tbody>
</table>

9.7 **Preferred Funding Arrangements**

The base costs for the North Liverpool Key Corridor scheme have been established at £18.3m. The scheme promoters (LCC and SBC) have previously bid for £13.3m through the Local Growth Fund. The remaining balance £10.4m will therefore be a further demand on Liverpool’s £80m highways investment fund in the first instance.

The City Council will continue to seek further funding sources for this scheme and subject to road alignment some land allocations may be subject to sale and the generation of future capital receipts.

The scheme is profiled to ensure there is sufficient flexibility in the City Council contributions to meet the projected spend profiles. In addition the two authorities have entered into a Memorandum of Understanding to meet the costs of the scheme overspend proportional to the length of scheme falling within their boundaries. Section 151 sign off for both authorities is included in Appendix K.

9.8 **Alternative funding arrangements**

There are no alternative funding arrangements considered for this scheme. If this funding stream were not available, the two authorities would continue to pursue piecemeal improvements to the corridor when new planning and development schemes come forward. However, the growth deal allocation is integral to the full delivery of this scheme.

9.9 **Conclusion**

Overall costs for the North Liverpool Key Corridor scheme are estimated to be £21.6m. The scheme costs are considered to be proportionate and affordable in relation to the scale of problem identified and predicted benefits of the scheme.
10 Management Case

10.1 Introduction

The Management Case assesses whether a proposal is deliverable. It tests the project planning, governance structure, risk management, communications and stakeholder management, benefits realisation and assurance (e.g. a Gateway Review).

There should be a clear and agreed understanding of what needs to be done, why, when and how, with measures in place to identify and manage any risks. The Management Case sets out a plan to ensure that the benefits set out in the Economic Case are realised and will include measures to assess and evaluate this.

The Management Case is structured as follows:
- Governance
- Assurance
- Delivery Programme
- Risk Management
- Communications and Stakeholder Management to Date;
- Communications and Marketing Strategy;
- Monitoring and Evaluation.

10.2 Governance

The Governance structure for the project management and delivery of the scheme is outlined below, at the strategic and project delivery levels, including the roles and responsibilities of the key roles:
10.2.1 LCR Strategic Transport Governance

Figure 10.1 and Table 10.1 present an overview of the LCR strategic transport governance, including membership, roles and responsibilities.

Figure 10.1: LCR Strategic Transport Governance

Source: Liverpool City Council / Sefton Borough Council
### Table 10.1: LCR Strategic Transport Governance – Roles & Responsibilities

<table>
<thead>
<tr>
<th>Title</th>
<th>Role</th>
<th>Responsibilities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Liverpool City Region Combined Authority (LCR CA)</td>
<td>Combined Authority for Liverpool, Halton, Knowsley, St Helens, Sefton and Wirral</td>
<td>Strategic decision making for economic development, transport, strategic housing and employment and skills functions for the LCR</td>
</tr>
<tr>
<td>Merseytravel Committee</td>
<td>CA Committee leading on transport for the LCR. Six meetings held per year. Membership formed of elected Councillors</td>
<td>Provide democratic leadership on strategic transport issues and advise the CA</td>
</tr>
<tr>
<td>Transport Advisory Group (TAG)</td>
<td>Transport Advisory Group meets monthly, supporting the transport agenda at a senior office level. Members include the LEP</td>
<td>Provide technical advice and recommendations to the Merseytravel Committee</td>
</tr>
<tr>
<td>Wider Stakeholder Group</td>
<td>The wider stakeholder group are a virtual group of key LCR transport stakeholders that LCR Officers and Councillors engage as appropriate</td>
<td>Provide feedback to Merseytravel Committee, TAG and LCR Delivery Groups on transport policy and projects as appropriate</td>
</tr>
<tr>
<td>LCR Delivery Groups</td>
<td>Various delivery groups are formed of representatives from Merseytravel and each LCR LA as well as partner organisations as appropriate</td>
<td>Oversee the delivery of transport schemes and provide advice to delivery agents</td>
</tr>
<tr>
<td>Delivery agents</td>
<td>LCR Las and other Delivery Partners delivering transport schemes across the LCR</td>
<td>Responsible for the delivery of any agreed transport schemes</td>
</tr>
</tbody>
</table>

Source: Liverpool City Council / Sefton Borough Council

### 10.2.2 Scheme Governance

Figure 10.2 below presents an overview of the LCC governance, including membership, roles and responsibilities.
Figure 10.2: LCC Governance – Roles & Responsibilities

Source: Liverpool City Council / Sefton Borough Council
10.3 Assurance

10.3.1 Integrated Assurance Plan

An internal LCC / SBC and Partners assurance plan has been put in place to ensure the project is objectively reviewed at key decision points. The aim of this process is to review the current phases of work to provide assurance that the project is on track and can progress successfully to the next stage. Reviews will be undertaken by a Review Team comprising LCC and SMBC Officers independent of the development and delivery of the project.

A memorandum of Understanding (MoU) has been agreed and signed by the two authorities (included as Appendix K) setting the key principles of the scheme and how the costs will be apportioned between the promoting authorities. Each Local Authority is responsible for their own land acquisition.

The process will ensure that the Project is reviewed objectively at key points throughout the process. The principle aim is to ensure that the project is on track and, if necessary, to identify potential measures to be addressed. The scheme will be project managed in line with the new Merseytravel project management guidelines and regular dashboard reporting will take place between the scheme promoters and PMO. This will track progress, key milestones, decisions, mitigation measures and spend profiles.

The programme has been scheduled for delivery over 20 months, with on-site work commencing in April 2017, completion due by November 2018. Over the 20 month delivery period, in line with the new Merseytravel project management process, progress on the scheme will be reported every four weeks with Formal Reviews undertaken on a quarterly basis. The first review will take place immediately following award of the funding; followed by regular dashboard updates every four weeks operational reviews every 12 weeks throughout the life of the programme. A final review of operational benefits will take place post implementation.

An initial Business Case review was held in October 2015. It reviewed the draft Outline Business Case immediately prior to submission and included a review of the following;

- the design developed to date
- the objectives, outputs and desired outcomes of the scheme
- then delivery plan and timetable

The review provided assurance that all elements of the business case were robust at OBC stage and reaffirmed both authorities support for the project.

The Business Case review was held in December 2015 (prior to full business case submission) to:

- Confirm the business case now the project is fully defined;
- Review detailed design;
- Confirm the objectives, outputs and desired outcomes of scheme (initial outputs are detailed in Section 10.8.2);
- Ensure the proposed plan for delivery and management is robust; and
- Ensure continuing support for the project within the promoting councils.

The Pre-Implementation review will take place in summer 2016 for the scheme. The review will:
- Review the procurement process and contract in place;
- Reaffirm business need for the investment;
- Review project risks and contingencies;
- Assess the continuity of key personnel involved;
- Ensure key roles and management functions and responsibilities are clearly understood; and
- Ensure change control is in place.

The Operational Benefits review will take place post implementation and will cover the following areas;
- Confirm that the benefits set out in benefits realisation plan have been achieved;
- Assess the effectiveness of the contract and contract management procedures;
- Ensure plans are in place to manage the project through to full conclusion;
- Identify any key lessons learnt.

The reviews will be undertaken by the Formal Review Panel, consisting of the Project Manager for Liverpool and Sefton Council, the Project Bard, the Professional Services Agent and the Cost Control Officer and look at delivery in line with strategic planning and review any internal or external changes that may have impacted against plans. The Benefits Realisation Manager will feed into the Panel and provide updates on benefits forecast to be realised at the relevant review stages.

### 10.4 Delivery

#### 10.4.1 Delivery Programme

Construction of the scheme will begin in April 2017 and completed in November 2018. Table 10. provides a summary of the headline stages of delivery and associated key tasks, together with their forecast start and end dates, noting that tasks vary in duration and that many run concurrently.

<table>
<thead>
<tr>
<th>Headline Stage</th>
<th>Task</th>
<th>Start</th>
<th>Finish</th>
</tr>
</thead>
<tbody>
<tr>
<td>Planning Conditions</td>
<td>Submit Liverpool City Region – Major Scheme Business Case (MSBC)</td>
<td>December 2015</td>
<td>February 2016</td>
</tr>
<tr>
<td></td>
<td>Obtain Compulsory Purchase Order (CPO)</td>
<td>January 2015</td>
<td>February 2016</td>
</tr>
<tr>
<td></td>
<td>Make CPO and serve</td>
<td>February 2016</td>
<td>March 2016</td>
</tr>
</tbody>
</table>
A detailed scheme delivery programme is included in Appendix L.

10.4.2 Contract Management

The preferred method of contract management will be by using the existing arrangement between Liverpool City Council and Amey LG Ltd. The contract will be managed by jointly by LCC and SMBC to deliver the scheme in accordance with the MoU. Further detail about how this will be managed and procured can be found in Section 11.

10.5 Risk Management

10.5.1 Risk Management Strategy

The production of a risk register is an integral component of the standard project management procedures that are conducted on behalf of LCC and SMBC. The risk register will be reviewed regularly throughout the detailed design, procurement, construction and indeed post-construction phases as a standing item in progress meetings. During the procurement phase the holder (client or contractor) for any identified construction related risks will be clearly defined in the contract documentation.
This established process has led to the successful delivery by LCC and SMBC of significant projects, which include the four year LSTF programme, which involves multiple sites and disciplines.

The promoters will be responsible for any project overspend and management of this risk is greatly assisted by its up to date knowledge of the site through the LPP scheme development and tender exercise, all of which have informed the proposed major scheme set out herein.

The scheme will be project managed in line with the new Merseytravel project management guidelines and regular dashboard reporting will take place between the scheme promoters and PMO. This will track progress, key milestones, decisions, risk, mitigation measures and spend profiles.

10.5.2 Risk Register

A Risk Register has been developed for the project and will be modified and amended as the project progresses. The Register will be owned by the Project Lead and will be assessed at the Project Board Meetings. The Project Manager will have day-to-day responsibility for managing risks and escalating any issues to the Project Lead. The risk register will be reviewed regularly throughout the detailed design, procurement, construction and post-construction phases as a standing item at the Project Board.

All risks identified in the Risk Register will have an owner identified. Risks allocated to the Contractor will be clearly included in the Contract Documentation during the Procurement Stage.

Where possible risks identified will have risk allowances determined and these have been used in the costing exercise to determine an appropriate level of contingency. These figures will be refined as further assessment work is completed.

10.5.3 Risk Assessment

A scheme delivery workshop will be undertaken with LCC and SMBC Officers in following the approval of the outline business case to identify risks and mitigations and assess the likely level of impact, both time and cost. This will build upon the Quantified Risk Assessment undertaken at this stage (included in Appendix M) and will incorporate a more advanced level of detail of the scheme design and likely costs as more scheme development work is undertaken.

A Risk Register which will form the basis for the scheme development from this point onwards is included in Appendix M. The Key risks are highlighted below.

10.5.4 Key Risks to Delivery

The identified key risks include:

- Land Acquisition: To implement the A565 element of the scheme, a number of properties and sections of third party land will be required to be purchased by the scheme promoters. The uncertainty over the time required for any land transfer or possible CPO process requirements add significant uncertainty to both the scheme costs and delivery programme.
Statutory Undertakers Apparatus: Initial searches have indicated that a number of statutory undertakers apparatus – or ‘stats’ are present in the footway along the western footway of the A565. The uncertainty of the possible need to divert these stats and the associated cost and programme implications could prove to be significant.

10.5.5 Evidence of Delivery of Similar Projects

Both Liverpool City Council and Sefton Borough Council have significant experience of managing and delivering major schemes. Their governance structures, reporting mechanisms and strategic approach to such schemes, allow a compatible and coordinated approach.

The promoting authorities also have extensive experience of managing and delivering cross border projects, and as members of the LCR have the strategic view of developing the wider LCR region, focused on local improvements and interventions.

Examples of similar projects delivered to time and on budget by LCC and SMBC using a similar approach as proposed in this case and described in more detail in the text that follows. We would highlight the example of the Edge Lane West Scheme. This project focused on dualling the remaining single carriageway sections of this key strategic corridor, which is directly relevant to the NLKC scheme, both in nature, type of scheme and ultimate procurement and delivery route:

<table>
<thead>
<tr>
<th>Promoter</th>
<th>Scheme Name</th>
<th>Type and Scheme Description</th>
<th>Scheme Outputs/Deliverables</th>
<th>Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>LCC</td>
<td>Edge Lane West</td>
<td>Highways improvement scheme to assist in the regeneration of the corridor as part of the wider Easter Approaches strategy, and linking the M62 motorway to Liverpool City Centre. Involved completing the dualling of the corridor with complementary NMU provision.</td>
<td>1.5km of new and upgraded dual carriageway, 3 new signalised junctions, pedestrian and cycle facilities</td>
<td>£19.9m</td>
</tr>
<tr>
<td>LCC</td>
<td>Hall Lane Strategic Gateway Scheme</td>
<td>Highways improvement scheme to complete the main route into Liverpool City Centre from Edge Lane and the M62; relieving local congestion, as well as improving access to local employment sites and the Kensington New Deal for the Communities area. Scheme formed part of the City Council’s strategy to manage the circulation of traffic approaching the City Centre</td>
<td>Widen road space from single to dual carriageway in both directions between Edge Lane and Kensington Improved facilities for all modes of transport including pedestrians</td>
<td>£18.3m</td>
</tr>
<tr>
<td>SMBC</td>
<td>Brooms Cross Highway Link</td>
<td>A5758 Thornton to Switch Island Link, as known as Broom’s Cross Road, linking the A565 Southport Road, Thornton at the westerly end and the M57, M58, A59 and A5036 Switch Island junction at the</td>
<td>New single carriageway link road, approximately 4.3 kilometres in length</td>
<td>£20.4m</td>
</tr>
<tr>
<td>Promoter</td>
<td>Scheme Name</td>
<td>Type and Scheme Description</td>
<td>Scheme Outputs/Deliverables</td>
<td>Value</td>
</tr>
<tr>
<td>----------</td>
<td>-------------</td>
<td>-----------------------------</td>
<td>----------------------------</td>
<td>-------</td>
</tr>
<tr>
<td>SMBC</td>
<td>Southport Seafront</td>
<td>Schemes to aid the regeneration of Southport, as part of the Southport Seafront Strategy, including the improvements of landscaping and revision of traffic arrangements along Chapel Street.</td>
<td>Pedestrianisation and public realm enhancements of Chapel Street in the centre of Southport Refurbishment of the historic Kings Gardens</td>
<td>£9.5m</td>
</tr>
</tbody>
</table>

Source: Liverpool City Council / Sefton Borough Council

### 10.5.6 Programme / Project Dependencies

The North Liverpool Key Corridor (NLKC) scheme has a direct link and dependency on the Challenge Bridge Fund scheme which will modify a key Highway Structure over which the A565 passes and which will need to be undertaken to allow the NLKC scheme to be delivered.

Details of this scheme are provided in Section 5.4. Whilst complementary to, and having synergy with a number of wider schemes, other than the Challenge Bridge Fund Project, the NLKC scheme is not dependent on any other scheme or project.

### 10.6 Communications and Stakeholder Management

The section summarises the communication and stakeholder engagement that has been undertaken to develop the project. LCC / SBC have undertaken extensive stakeholder and public consultation and the research has shown that there is strong overall support for the scheme. Section 10.6.2 provides detail on future communication and marketing that will be carried out going forward.

Public Engagement Meetings held locally on 28th October 2015 and 25th January 2016. The first meeting was held to introduce the local businesses, landowners and residents directly affected by the scheme. It was an opportunity to highlight the key aspects of the scheme, discuss land take and as a result incorporate this feedback into our design.

The second meeting was an opportunity to share the latest plans, discuss the phasing of the works, discuss land take / CPO orders, and obtain feedback from those in the vicinity of the scheme who are not directly affected in terms of land take.
10.6.1 Stakeholder and Communications Group

The proposed scheme has a Stakeholder Management and Communication work-stream, the purpose of which is to ensure the co-ordination of all communication activity for consistent messaging across the programme environment and to manage, influence and support all stakeholder activity effectively.

The Stakeholder and Communications group develops and delivers activity that supports the programme, linking closely with all work streams. It meets every three weeks to maintain progress and momentum of activity. Due to the complexity of the Programme and the level of engagement required, all communications, regardless of their level or nature, are to be approved by the communications work stream.

A stakeholder management plan and communication planner is in place and updated regularly to ensure coordination of engagement on different work streams.

The Stakeholder management plan identifies a number of key groups, both internal and external to LCC and partners that are engaged on a regular basis. These are set out below in Table 10.7.

Table 10.7: Key Stakeholder Engagement Programme

<table>
<thead>
<tr>
<th>Stakeholder</th>
<th>Interest in the Programme</th>
<th>Influence on the Programme</th>
<th>Message</th>
<th>Method of Communication</th>
<th>Frequency of communication</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cabinet</td>
<td>High</td>
<td>High</td>
<td>High level progress update / any issues or risks</td>
<td>Update / approvals report</td>
<td>Monthly</td>
</tr>
<tr>
<td>Elected Members</td>
<td>High</td>
<td>High</td>
<td>High level progress update / any issues or risks</td>
<td>Newsletter &amp; Briefing session</td>
<td>As and when necessary</td>
</tr>
<tr>
<td>Executive Leadership Team</td>
<td>High</td>
<td>High</td>
<td>High level progress update / any issues or risks</td>
<td>ELT Briefing</td>
<td>As and when necessary</td>
</tr>
<tr>
<td>Corporate Management Team</td>
<td>High</td>
<td>High</td>
<td>High level progress update / any issues or risks</td>
<td>Verbal / Briefing</td>
<td>As and when necessary</td>
</tr>
<tr>
<td>Business Liaison &amp; Investment Team</td>
<td>High</td>
<td>High</td>
<td>Regular progress updates / support required</td>
<td>Verbal / Email</td>
<td>Ongoing on an ad hoc basis</td>
</tr>
<tr>
<td>A565 Corridor/Regent Road Corridor Businesses</td>
<td>High</td>
<td>Medium</td>
<td>How the changes will affect the businesses located there.</td>
<td>Direct email via Business Liaison and Investment team / updates to scheme website / face to face</td>
<td>As and when necessary</td>
</tr>
<tr>
<td>All LCC Business</td>
<td>Medium</td>
<td>Low</td>
<td>Opportunities for businesses to get</td>
<td>Business newsletter / website / business</td>
<td>As and when necessary</td>
</tr>
</tbody>
</table>
10.6.2 Stakeholder Management and Communications Plan

Further engagement meetings may be organised at strategic stages of the programme (pre bridge works / pre-dual carriageway construction) to further keep local stakeholders abreast of developments. The scheme will be taken to Liverpool City Council’s Corporate Access Forum and further meetings are planned for the whole scheme by both local authorities. A major website will be created and communication strategy tailored to inform all affected parties or those interested in the North Liverpool Key Corridors scheme. Traffic Regulations Orders (TROs) will be publicised according to due process. Advertising will ensure that interested parties can make their thoughts known. Any objections to TROs will be considered in Liverpool by a specially convened Traffic and Highways Representation Committee and in Sefton through their internal processes.

10.6.3 Stakeholder Consultation to Date

External consultation relating to the Highway Network work stream to date is summarised in Table 10.8.

Table 10.8: External Consultation to Date

<table>
<thead>
<tr>
<th>Subject</th>
<th>Key Message</th>
<th>Why</th>
<th>When</th>
<th>Method</th>
</tr>
</thead>
<tbody>
<tr>
<td>Perception of the scheme</td>
<td>Seeking your views to inform future investment in the area.</td>
<td>To seek views on respondent’s priorities for investment in the area with a particular focus on infrastructure and in order to retain and attract new businesses</td>
<td>Business Perception Survey</td>
<td></td>
</tr>
<tr>
<td>Feedback from Businesses</td>
<td>Seeking views on why you did or did not choose to locate near the A565 corridor.</td>
<td>To seek feedback from businesses enquiring about locating near the A565 corridor as to why they did or did not chose the site to locate</td>
<td>Ad hoc and ongoing</td>
<td>Telephone conversations</td>
</tr>
</tbody>
</table>
Subject: Economic Impact Assessment Consultation
Key Message: Seeking your views to inform future investment in the area.
Why: To seek views of developers and estate agents on issues at the A565 corridor and proposed infrastructure measures.
When: Face-to-face and telephone interviews

Source: LCC

Following on from the engagement event in October, LCC/SMBC along with designers Amey has worked with the businesses on the route to assess if the design can be amended to suit their operations. This has been very successful and well received. One example being changes to the road layout near Sherwood Street to assist current successful businesses in this location, and ensure they are not as affected by the road widening scheme as they were at the first draft.

The initial design showed closing some of the side roads and providing turning heads, this has not been rationalised to open up some of the side roads, make them one way in and out. As a result land take is reduced and feedback from those businesses affected has been positive.

10.7 Communications and Marketing Strategy

A stakeholder management and communication plan is in place and updated regularly to ensure coordination of engagement on different work streams. A team has been formed comprising:

- Project managers from LCC/SMBC
- Communications officer
- Web site / data management officer

The purpose of this team is to coordinate the communications strategy for the NLKC scheme and the other major schemes for the area (Connectivity / bridge / £80m resurfacing programme) to ensure stakeholders directly affected and those that use the routes can be kept up to date with progress. The intention is to have this operational and live before the bridge works start and continually update it, so it becomes a source of useful information for all.

10.8 Monitoring and Evaluation

10.8.1 Introduction

In order to assess the overall Return on Investment of the North Liverpool Key Corridors scheme a number of key benefits have been identified that contribute to the success of the project. Overall success will be determined by a number of factors:

- Delivery to time, budget and specification;
- Improved journey time and journey reliability along the A565;
- Increase in use of active modes across A565 and along Regent Road; and
- Increase in investment, occupancy and employment in and around the corridor.

Assessing the success of the strategic benefits of the scheme will be based primarily upon monitoring and evaluation processes.

Performance measures and indicators to assess the level of progress toward the outcomes that lead to the realisation of these benefits have been developed using a combination of the Council’s Highways and Transport Monitoring Strategy, under which relevant data is already captured, and a number of bespoke measures. Using readily available data will minimise the cost of data collection and analysis for monitoring and evaluation purposes, however there is recognition that there is a strategic need for additional data gathering in order to be able to undertake a robust evaluation of the schemes success.

10.8.2 Benefits Realisation Strategy

A Benefits Realisation Plan has been prepared by LCC and partners, as set out below. It identifies key beneficiaries of the scheme, outcomes, baseline measures, responsibility and timeframes for each of the key strategic outcomes. This plan will sit with the LCC Operational Board, who will be responsible for ensuring benefits realisation, including monitoring and evaluation of scheme benefits, is on track.
<table>
<thead>
<tr>
<th>Benefit</th>
<th>Who Will Benefit</th>
<th>Enablers required to realise benefit</th>
<th>Outcomes displayed if benefits realised</th>
<th>Baseline measure</th>
<th>Who is responsible</th>
<th>When will it occur?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Increased accessibility &amp; permeability</td>
<td>Businesses located in area, Employees, Visitors</td>
<td>Completion of all proposed works.</td>
<td>Greater accessibility for all those using A565/Regent Road corridor</td>
<td>Business Perception Survey 2013</td>
<td>Liverpool City Council (LCC)</td>
<td>On scheme completion</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Increased efficiency for businesses located at A565/Regent Road corridor</td>
<td>Feedback to date from businesses interested in locating at A565/Regent Road corridor via LCC Business Liaison Team</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Improved first impressions for visitors</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Greater visibility of A565/Regent Road corridor</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Increased attractiveness of A565/Regent Road corridor for occupiers and investors</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Enhanced access via public &amp; sustainable transport</td>
<td>Employees, Visitors, Local residents, in particular those with no access to a car, Cyclists, Pedestrians</td>
<td>Improved existing controlled pedestrian crossings and new Regent Road cycleway.</td>
<td>Greater accessibility for all those using A565/Regent Road corridor</td>
<td></td>
<td>LCC</td>
<td>On scheme completion</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Reduced severance</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Increase in use of public &amp; sustainable transport to access A565/Regent Road corridor</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Greater visibility of A565/Regent Road corridor</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Increased attractiveness of A565/Regent Road corridor for occupiers and investors</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Reduction in congestion &amp; queuing</td>
<td>Business located along the A565/Regent Road corridor, Employees, Visitors, Local residents</td>
<td>Completion of all proposed works.</td>
<td>Improved journey time reliability</td>
<td>Baseline LinSig modelling outputs</td>
<td>LCC</td>
<td>On scheme completion</td>
</tr>
<tr>
<td>Well-functioning and reliable transport network</td>
<td>Business located along A565/Regent Road corridor, Employees, Visitors, Local residents</td>
<td></td>
<td>Greater accessibility for all those using A565/Regent Road corridor</td>
<td></td>
<td>LCC</td>
<td>On scheme completion</td>
</tr>
</tbody>
</table>
## A565 North Liverpool Key Corridors
### Major Scheme Business Case

<table>
<thead>
<tr>
<th>Benefit</th>
<th>Who Will Benefit</th>
<th>Enablers required to realise benefit</th>
<th>Outcomes displayed if benefits realised</th>
<th>Baseline measure</th>
<th>Who is responsible</th>
<th>When will it occur?</th>
</tr>
</thead>
</table>
| Increased attractiveness of A565/Regent Road corridor for occupiers and investors | • Businesses located at A565/Regent Road corridor  
• Local economy  
• Local residents | Completion of all proposed works.                                                                 | • Increased investment  
• Increase in the number of businesses located on the site  
• Uplift in GVA and job opportunities | • Current business density at A565/Regent Road corridor  
• Business Perception Survey 2013  
• Feedback to date from businesses interested in locating at A565/Regent Road corridor via LCC Business Liaison Team | LCC                      | Post scheme completion                                |

Source: Liverpool City Council
10.8.3 Monitoring and Evaluation Strategy

The Council recognises that it is essential to set robust targets and trajectories as they will provide the measures against which success will be judged. Highways and Transport have identified the measures against which success will be judged as:

- Congestion – Traffic Growth from permanent count sites;
- Maintenance – Suite of indicators covering road and footway condition and % of road network maintained;
- Road Safety – Suite of indicators covering KSI;
- Sustainable travel – increase in cycling and pedestrian activity
- Air Quality – Area wide emissions and Air Quality Management Area emissions.

Each of the above measures has a suite of indicators. NLKC is however more than just a Highways and Transport Scheme, addressing wider objectives and strategic need for an entire area. Its success will be determined by a number of factors that go beyond those associated with the success of a Highways and Transport Scheme, namely:

- Delivery to time, budget and specification;
- Modal shift to cycle journeys to / from the city centre;
- An increase in the level of positive perception of North Liverpool;
- Reduction in greenhouse gas emissions generated through transport;
- An increase in investment, occupancy and employment within the area; and
- Increased visitor numbers.

Monitoring and evaluation processes including traffic surveys and route user surveys to ensure individual interventions have achieved their objective.

All costs associated with future monitoring will be covered by Liverpool City Council and Sefton Borough Council.

10.8.4 Methodology

Baseline studies will be undertaken prior to the commencement of any works to establish and quantify the ‘before’ scenario. ‘After’ studies will be undertaken to assess the impact of the scheme and its level of success in attaining it outcomes and delivering the identified benefits will be undertaken 12, 36 and 48-months post completion. This timescale recognises that many benefits are realised only over a longer period of time.
Table 10.10 below sets out the methods that will be used to measure change in the remaining indicators evaluate attainment of outcomes, together with how the evaluation will be undertaken.

<table>
<thead>
<tr>
<th>Methods to be used to evaluate outcomes</th>
<th>Evaluation to be undertaken</th>
</tr>
</thead>
<tbody>
<tr>
<td>Journey time Surveys</td>
<td>Quantitative analysis of overall journey time and journey time reliability</td>
</tr>
<tr>
<td>Traffic Speed Surveys</td>
<td>Quantitative analysis of traffic speeds to identify improvements to journey times</td>
</tr>
<tr>
<td>Collision Data Analysis</td>
<td>Qualitative analysis of collision records following scheme implementation to determine collision reduction</td>
</tr>
<tr>
<td>Non-Motorised User Surveys</td>
<td>Quantitative analysis of cycling and pedestrian activity / levels</td>
</tr>
<tr>
<td>Air Quality Surveys</td>
<td>Quantitative analysis of overall air quality</td>
</tr>
<tr>
<td>Noise (acoustic) Surveys</td>
<td>Quantitative analysis of overall noise levels</td>
</tr>
</tbody>
</table>

10.8.5 **Targets**

Table 10. shows the quantitative targets against which the success of North Liverpool Key Corridor Improvement scheme can be assessed.

<table>
<thead>
<tr>
<th>Theme</th>
<th>Target</th>
</tr>
</thead>
<tbody>
<tr>
<td>Congestion</td>
<td>To reduce delay on the A565 corridor and improve journey times and journey time reliability.</td>
</tr>
<tr>
<td>Reduced Collision Occurrence</td>
<td>To reduce the number of vehicle collisions resulting from right turns across the carriageway, and improve overall levels of road safety for all users (whether motorised or non-motorised).</td>
</tr>
<tr>
<td>Carbon dioxide emissions</td>
<td>The LCR Sustainable Energy Action Plan states that measures to assist in delivering the greenhouse gas reduction targets should include the development of alternatives to vehicle based travel, encouraging cycling and walking; making public transport more attractive and improving traffic management. This proposed scheme delivers this by improving the existing transport infrastructure which will improve journey time reliability for private vehicles and public transport whilst also increasing the attractiveness for active travel in the area by supporting the economic regeneration of the area.</td>
</tr>
<tr>
<td>Perception of North Liverpool</td>
<td>To increase development in the North Liverpool area and improve public realm and user perceptions</td>
</tr>
<tr>
<td>Accessibility</td>
<td>Increase levels of non-motorised user trips in the study area, both in terms of North-South cycle movements on Regent Road and also East-West movements across the A565.</td>
</tr>
</tbody>
</table>
10.9 Conclusion

The North Liverpool Key Corridor Improvement scheme will be completed over a 19-month period from April 2017 to November 2018. The information provided in the Management Case has evidenced that:

- Robust governance, assurance and risk management processes are in place to deliver the scheme;
- Risks have been fully considered and mitigated;
- Stakeholder views have been taken into account in scheme development;
- A communications and stakeholder management strategy is in place to ensure effective engagement through scheme delivery; and,
- Monitoring and evaluation plans will provide data to assess the success of the scheme in meeting its objectives.
11 Commercial Case

11.1 Introduction

The Commercial Case provides evidence on the commercial viability of a proposal and the procurement strategy that will be used to engage the market. It presents evidence on risk allocation and transfer, contract timescales and implementation timescale as well as details of the capability and skills of the team delivering the project and any personnel implications arising from the proposal.

The proposed procurement methodology of the North Liverpool Key Corridor scheme is discussed as in the chapter.

11.2 Construction

11.2.1 Procurement Methodology

Three potential procurement routes which could be utilised to source contractors for the NLKC scheme have been identified and assessed. These are:

Option 1: Use Liverpool City Councils Contract Partner Amey

The Council has entered into a 7 year contract with Amey for the delivery of both its Core Highway’s Services and Capital Schemes. The contract was subject to the OJEU process and contains contractual clauses to facilitate the award of this work on a cost plus fee basis.

Option 2: North West Construction Hub Framework

Established in 2009 in response to Central Government’s drive to improve efficiencies within the public sector, the North West Construction Hub Framework provide a route to market for construction projects within the North West region. Whilst the NWCH is a trading company within Manchester City Council, it is led by a Board comprising representatives from public sector organisations across the North West.

Option 3: Full OJEU Process

Rather than use existing frameworks the scheme could also be procured through an OJEU tender process.

11.2.2 Procurement Methodology Appraisal

A summary of the procurement appraisal process is provided below while an associated quantitative assessment has been provided in Table 11.1 below. The quantitative process was scored out of 5 with the option providing the best solution to Liverpool and Sefton council being awarded the top score.
### Table 11.1 – Evaluation of Procurement

<table>
<thead>
<tr>
<th>Scheme</th>
<th>Option 1</th>
<th>Option 2</th>
<th>Option 3</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cost of Tender process</td>
<td>5</td>
<td>3</td>
<td>1</td>
</tr>
<tr>
<td>Cost of Tender Price</td>
<td>2</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Accuracy of Tender Price</td>
<td>5</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td>Opportunity for Risk sharing</td>
<td>4</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>Cost of Administration</td>
<td>4</td>
<td>3</td>
<td>1</td>
</tr>
<tr>
<td>Whole Life Cost</td>
<td>4</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td>Retention of work / value in Liverpool</td>
<td>5</td>
<td>3</td>
<td>1</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>29</strong></td>
<td><strong>21</strong></td>
<td><strong>14</strong></td>
</tr>
</tbody>
</table>

Option 1 would result in the appointment of Amey as Principal Contractor resulting in early contractor involvement, a shared approach to risk management and the establishment of an agreed cost under the scope of the overarching contractual conditions. The established long term relationship coupled with the wider scope of the overarching contract will contribute to the adoption of a ‘best for project’ and ‘best for the city’ approach thus providing both Liverpool and Sefton council with surety in relation to quality, cost and programme constraints. This approach will also contribute to the wider drive to retain investment within the wider city region thus ensuring that the local people benefit directly from the investment being made.

Option 2 requires the completion of a mini competition process within the High Value lot of the existing NWCH Contractors Framework. While this process will clearly record risk ownership and result in a new contractual relationship, the absence of a long term relationship coupled with the potential volatility in the local construction market, may result in the adoption of an adversarial contractual approach. This coupled with a risk that the winning contractor may not have a local base or supply chain, reduces the merit of this approach somewhat.

Option 3 provides the opportunity to clearly establish a standalone contractual relationship relating to the delivery of this work. The commencement of such a competition will undoubtedly result in the cheapest tender price, however any saving would need to be balanced against the cost of the tender process, the potential for compensation events and the resulting long term maintenance costs associated with this scheme.

### 11.2.3 Procurement Methodology Conclusion

On conclusion, we believe that the most beneficial procurement route for Liverpool and Sefton council is to utilise the existing contractual relationship Liverpool City Council have with Amey (Option 1).

This will result in:
- Early contractor discussions
- An agreed price on a cost plus fee basis
- The award of a work package under the existing contractual arrangements
A shared approach to risk
The retention of investment within the Mersey region
An integrated approach to construction management

A bespoke Construction Manager will be appointed to act as the client’s representative on site. He will administer the contract and ensure that the work is delivered in accordance with the overarching contractual agreement.

Joint measurements will be undertaken on a monthly basis with the corresponding payment process aligned with the overarching contractual application process and the associated payment terms.

Retention will be held up to a maximum of 2.5% of the works value while the defect period will be set at 52 weeks.

11.2.4 Procurement Timeline and Contract Length

An overview of the key stages of the procurement process for the North Liverpool Key Corridors Scheme is provided in the table below. A detailed scheme delivery programme is included in Appendix L.

Table 11.2: Procurement Timeline

<table>
<thead>
<tr>
<th>Stage</th>
<th>Date(s)/time</th>
</tr>
</thead>
<tbody>
<tr>
<td>Approval of detailed design</td>
<td>May 2016</td>
</tr>
<tr>
<td>Engagement With Contractor</td>
<td>May 2016 – June 2016</td>
</tr>
<tr>
<td>Best and final contract offer</td>
<td>November 2016</td>
</tr>
<tr>
<td>Award of contract</td>
<td>February 2017</td>
</tr>
<tr>
<td>Construction commences</td>
<td>April 2017</td>
</tr>
<tr>
<td>Scheme completion</td>
<td>End of November 2018</td>
</tr>
</tbody>
</table>

11.2.5 Programme Implications and Risk

The Memorandum of Understanding allows the authorities to decide the most appropriate procurement route for the scheme both in terms of cost and timeframe of the funding obligations. Scheme risks have been aligned with those projected in the outline business case to get a full understanding of the risk as they currently stand, this will be reviewed regularly during the course of the scheme and the risk register updated.

No planning consent is required for the scheme, however traffic regulation orders will be required for banned turning movements, waiting and loading restrictions and will need to be consulted on, advertised and resolved according to due process. Land acquisition, where possible will be through negotiation, however some plots may require obtaining through Compulsory Purchase Order. Cabinet approval was obtained in January/February 2016 for Sefton and Liverpool respectively to make the order, it is then
hoped that if a public inquiry is required that this may take place in August 2016, with all land issues resolved by November 2016.

Given the length of the proposed scheme only a limited number of land interests need to be acquired; as the proposals for the road have been under consideration for a significant period of time and the route has been protected through Land search process which further reduces the risk of the scheme not proceeding. Should the CPO not be confirmed it would prevent the scheme coming forward as proposed however, given the limited land take required (all of which relate to commercial interests only), the availability of compensation for those affected by the proposed order and the justification for the scheme as set out in the OBC both Liverpool and Sefton are satisfied that there is a strong case to support the CPO being confirmed.

11.3 **Output Based Specification**

Outputs and Outcomes of the scheme are presented in Section 10.8.2. These outputs and outcomes will be reviewed as part of the planned Business Case Review to be held prior to the full business case submission.

11.4 **Maintenance**

The materials selected for use on this scheme are all standard and consistent with those used across the LCC and SMBC Highway Network. There will be no bespoke materials required for a scheme such as this. The preferred whole life cost solution and long term maintenance implications are fundamental considerations as part of the design, therefore reducing the liability on the respective local authorities in the future.

All future maintenance of the highway as part of NLKC following completion and the 12 month retention period will fall back into the ownership of the respective local authorities.

11.5 **Contract Management**

The works will be delivered under the Liverpool Street Scene contract. Parties to this particular works package will be as defined in Table 11.3:

<table>
<thead>
<tr>
<th>Project Role</th>
<th>Party</th>
</tr>
</thead>
<tbody>
<tr>
<td>Principal Contractor</td>
<td>Amey LG</td>
</tr>
<tr>
<td>Principal Designer</td>
<td>Amey OW Ltd - Represented by Andrew Mills</td>
</tr>
<tr>
<td>Design Lead</td>
<td>Amey OW Ltd - Represented by Gerard McLarnon</td>
</tr>
<tr>
<td>Works Programme Manager</td>
<td>Amey OW Ltd - Represented by Trevor Cherryholme</td>
</tr>
<tr>
<td>Client</td>
<td>Liverpool City Council – Represented by John Davies Sefton Council – Represented by Andrew Dunsmore</td>
</tr>
</tbody>
</table>
11.6 Commercial Risk Management

A scheme delivery workshop was undertaken with LCC and SMBC Officers following the approval of the outline business case to identify risks and mitigations and assess the likely level of impact, both time and cost. All risks identified in the Risk Register have an owner identified. Risks allocated to the Contractor will be clearly included in the Contract Documentation during the Procurement Stage.

The Risk Register and related QRA outputs are included in full in Appendix M.

11.7 Payment Mechanisms

The payment mechanisms will reflect the contractual procedures documented in the Liverpool City Council Street Scene Contract. This form of payment is via a monthly application for payment (AFP) process, usually 2 months in arrears and allows the client to track and review spend on the project throughout the programme. The AFP also allows for a full re-measure of the scheme on completion.

Utilising the street scene contract will facilitate the agreement of a fixed price on a cost plus fee basis. This increases the level of cost surety for both councils. The established long term relationship also negates the need for incentivised payments.

Quality criteria will be clearly documented within the specification which will be issued with the scheme brief, while performance criteria will follow the set contractual processes.

11.8 Conclusion

The scheme construction will be procured using Liverpool City Council’s existing contractual relationship with Amey. This provides the most cost effective route to market and provides the most economic advantageous solution on a whole cost basis. This proposal also aligns with the desire to maximise the level of investment retained within the Merseyside combined authorities.

The project will be managed by a bespoke Project team who will be empowered by and report to a combined authority project board.
# Appendices

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Appendix B. Scheme Drawings
Appendix C. Economic Appraisal Report
Appendix D. Social & Distributional Assessments
Appendix E. Transport Economic Efficiency
Appendix F. Road Safety Benefits
Appendix G. Environmental Appraisal
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Appendix K. Letter from Section 151 Officer / MoU
Appendix L. Scheme Delivery Programme
Appendix M. Risk Assessment and Risk Register