



Department
for Transport

Draft Road Investment Strategy 2 Government objectives

Moving Britain Ahead



October 2018

The Department for Transport has actively considered the needs of blind and partially sighted people in accessing this document. The text will be made available in full on the Department's website. The text may be freely downloaded and translated by individuals or organisations for conversion into other accessible formats. If you have other needs in this regard please contact the Department.

Department for Transport
Great Minster House
33 Horseferry Road
London SW1P 4DR
Telephone 0300 330 3000
Website www.gov.uk/dft
General enquiries: <https://forms.dft.gov.uk>



© Crown copyright 2018

Copyright in the typographical arrangement rests with the Crown.

You may re-use this information (not including logos or third-party material) free of charge in any format or medium, under the terms of the Open Government Licence. To view this licence, visit <http://www.nationalarchives.gov.uk/doc/open-government-licence/version/3/> or write to the Information Policy Team, The National Archives, Kew, London TW9 4DU, or e-mail: psi@nationalarchives.gsi.gov.uk

Where we have identified any third-party copyright information you will need to obtain permission from the copyright holders concerned.

Foreword

High quality infrastructure plays a crucial role in underpinning both our daily life and the strength of our economy. This is why the Government has placed building world-class infrastructure at the heart of its industrial strategy, and embarked upon the biggest transport investment programme in a generation.

The Strategic Road Network (SRN) – our motorways and principal A-roads – is a highly valuable national asset, which carries one third of all road traffic, and almost half of all the UK’s internal freight. This demands a carefully thought-through and well-evidenced strategic vision for the SRN, and this in turn will guide the right investment choices, and the performance standards that Highways England will need to meet as network operator and steward.



The statutory process that has been established for setting a Road Investment Strategy (RIS) is designed to ensure that decisions about the future of the SRN draw on a wide evidence base which has been consulted on publicly. The second RIS (RIS2), which covers the years 2020 to 2025, has done this. The documents being published today summarise what we have learned through research and consultation, and the objectives we have set for RIS2 in consequence.

Our objectives for RIS2 are evolutionary rather than revolutionary, building on the good work begun through the first RIS and its implementation. Highways England’s three imperatives of safety, customer service and delivery must remain the cornerstones of the way the SRN is managed, and RIS2 should reinforce and drive further progress in these areas. Our investment is not just about transport needs; it should also meet what we know are people’s wider priorities – whether that be rebalancing the economy, supporting the development of new housing, or safeguarding the environment.

This vision is also shaped by other messages from the consultation: a desire for an SRN that provides reliably smooth journeys for its users, has a positive impact on its surroundings and the people who live, work and relax around it, and that makes intelligent use of emerging technologies and ‘green infrastructure’.

Looking towards 2050, our vision is thus for the SRN to be:

- **A network that supports the economy:** the SRN will remain the main network through which the nation does business, carrying more traffic per mile than any other part of the transport network. It will evolve and adapt to meet the changing shape of the economy and housing developments, and we want it to be one of the reasons that businesses choose to invest in the UK.

- **A safer and more reliable network:** our aim is to create roads which are resilient, on which the number of people killed or seriously injured continues to fall. Users of the SRN should experience consistent, high quality road surfaces and reliable journeys, with journey times on the network regularly matching that predicted.
- **A greener network:** through its use of environmentally and visually sensitive 'green infrastructure', and management of the verges and open spaces, good design will minimise the air, light, noise, and visual impacts of the SRN. Enhancements to the SRN will meet high standards of design, responding to a local sense of place, and working wherever possible in harmony with the natural, built and historic environments.
- **A more integrated network:** the SRN will be managed as an integrated part of a wider transport network so that users do not encounter friction at the points where it joins other networks when planning or undertaking journeys. Cyclists, pedestrians and equestrians will enjoy safe, extended and integrated network infrastructure that is attractive both for work and leisure travel.
- **A smarter network:** a 'roads revolution' based on a range of new vehicle and infrastructure technologies will, we expect, visibly and powerfully transform the way the SRN is used and maintained. This will maximise the efficient use of road space, enabling more journeys to be accommodated and providing the highest standards of user experience. The process of updating the network will be smoother, as we will make appropriate provision for future development when making decisions today, reducing disruption for travellers.

By setting a deliberately ambitious vision for the SRN in 2050, we want to challenge Highways England and its supply chain to improve their innovation and creativity as well as their productivity. This will mean rethinking the way things are done and looking beyond the boundaries of the SRN, encouraging Highways England to cooperate with a wide range of other organisations and learn from experience elsewhere.

Importantly, both our long-term vision and our objectives for RIS2 seek to address both the needs of road users – including non-motorised users – and of those affected by the road network. Our transport investment must be about so much more than simply good engineering. This is what we are determined to do as we make decisions for the future of the SRN.



Jesse Norman MP

Parliamentary Under Secretary of State for Roads, Local Transport and Devolution

Introduction

The second RIS (RIS2) will apply to the second Road Period (RP2) covering a five-year period from 1 April 2020 to 31 March 2025. The statutory process for setting RIS2 began on 13 December 2017, with the publication of:

- Highways England's *Initial Report* and its proposals for the future of the Strategic Road Network (SRN), *Connecting the Country*;
- The Department's consultation document *Shaping the Future of England's Strategic Roads*; and,
- Documents from both Highways England and the Department outlining their analytical approach in support of RIS2 decision-making.¹

This document builds on this previous work and sets out the Government's objectives for RIS2, together with the resources available to support that strategy and the timetable to which key participants must provide government with more information. Together with the summary of the responses to *Shaping the Future of England's Strategic Roads*, this document forms part of the "Draft RIS" required by the Infrastructure Act 2015 and Highways England's licence.

This document forms the basis for the formal decision-making process involving Highways England, the Office of Rail and Road (ORR), and the Department. Consequently, the proposals in this document are all subject to further review and development.



¹ All these documents can be found through the consultation website at: www.gov.uk/government/consultations/shaping-the-future-of-englands-strategic-roads-ris2

Working in partnership

RIS2 will require cooperation with others beyond government and Highways England, in particular those with expertise and understanding of local and regional priorities so that decisions are respectful of place. We envisage close working relationships, building on those established during the delivery of the first RIS and the research phase for developing RIS2, in particular with:

- Sub-national transport bodies², in particular looking for their involvement in any future strategic studies in their areas.
- Devolved administrations in Scotland and Wales, Transport for London, and city region mayors and combined authorities, joining up the road networks across borders where appropriate.
- Local authorities, especially those with local highways responsibilities, and local enterprise partnerships to help align activities with local plans for housing, growth and transport provision.
- Police and other emergency services, working to clear up incidents more quickly and promoting safety.



² Transport for the North achieved statutory recognition in April; Midlands Connect, England's Economic Heartland, and Transport for the South East are operating without formal powers currently.

Representing users

Transport Focus is the independent transport user watchdog: for the SRN, their mission is to get the best deal for road users. Their work has been invaluable for developing our proposals for RIS2. In particular, we have been guided by the findings of their research summarised in *Road users' priorities for the Road Investment Strategy, 2020-25*.³

RIS1 already makes major steps toward delivering on these priorities, and has established innovative practices that meet the needs of users. The investment plan in RIS1 addresses many notorious pinchpoints and bottlenecks. User priorities on the condition of the network, road safety and swifter journeys are recognised in the performance specification. If Highways England does not hit targets on challenging levels of performance, ORR has the ability to issue fines.

The recent work of Transport Focus has identified priorities for new groups of users, including those smaller groups who have previously struggled to be heard. We expect to consider Highways England's performance in new ways that help reflect these priorities. This includes measures to account for time lost in roadworks, and measures to improve connections between the local and strategic road networks.



³ At: www.transportfocus.org.uk/research-publications/publications/road-users-priorities-for-the-road-investment-strategy-2020-25/

Addressing the needs of specific user groups

Freight

Freight logistics businesses depend on the SRN working effectively, and their ability to move goods efficiently is vital to the country's economy. Therefore, they are important customers for Highways England and we expect its engagement with the sector should be strengthened so that it understands the sector's needs and is ready to respond.

The sector benefits from our investment to support reliable, predictable journeys and improved provision of travel information for all users. There are additional, specific needs for the operators and drivers of the heavy goods vehicles (HGV) employed by the sector; for example: the provision of sufficient and optimally-located parking and rest facilities; approved diversion routes that can accommodate their vehicles; and making available Highways England data that can help freight operators schedule their journeys better. We propose that Highways England should expand its work with the sector through RP2 to address these challenges, in conjunction with the private sector.

Public transport

Coach and bus passengers benefit from safer, smoother journeys in the same way as drivers. However, they have specific requirements at the points where they board or alight, which may sometimes be on the SRN or connected to it. We propose that Highways England should develop its work with bus and coach companies to help them offer efficient, attractive services by smoothing journeys to and from the SRN and making access to bus stops located on the SRN safe and attractive to use, with appropriate footpaths, lighting and design features, such as provision for users to cross the road nearby.

Cyclists, pedestrians and equestrians

We propose that Highways England should continue to improve the provision for non-motorised users (cyclists, pedestrians and equestrians). This process is already underway in RIS1 through the cycling, safety and integration fund, and will continue into RIS2 and beyond, prioritising those locations that present the greatest opportunities for improvement. In particular, we envisage targeted improvements at problem locations, and potentially parallel provision for non-motorised users. By properly maintaining surfaces, we will remove obstacles on foot and cycle paths alongside the SRN.

Supporting housing, growth and productivity

As the Government seeks to support economic growth across all parts of the country, and exploit new international trading opportunities, our core national transport networks require investment to provide businesses with good connections and support the construction of new homes.

The publication of *Fixing our broken housing market* underlines the priority placed on making it easier for people to afford good homes.⁴ The Government has an ambition to deliver an average of 300,000 homes a year by the mid-2020s. As new housing and commercial areas are developed, it is important that the SRN is ready to enable that growth. Our joined-up approach to investment will see RIS2 working in partnership with the Housing Infrastructure Fund (HIF) and other investments in national productivity.

This means that as the RIS programme is developed it will be mindful of the funded commitments of programmes such as HIF and that their delivery programme will be considered as the delivery plan for the RIS is developed. RIS2 will also be ready to explore supporting investment by developers who want enhanced capacity on the SRN to help their activities

The Industrial Strategy sets out how the Government will help businesses create better, higher-paying jobs in every part of the United Kingdom with investment in the skills, industries and infrastructure of the future.⁵ Through the RIS we also aim to facilitate delivery of the Strategy by increasing productivity and reducing congestion. Key projects such as the Lower Thames Crossing and the continued upgrade of the A303 will ensure regions are better connected; and projects such as the Oxford-Cambridge expressway will enable growth in new places. Other investment will ensure access to key ports and airports are significantly improved over RIS2, and other infrastructure programmes such as the Transforming Cities Fund will also play an important part.

The way that Highways England does business can also contribute to growth. We propose that it should continue operating in ways that support the Government's agenda for investing in skills and supporting small and medium sized enterprises, seeking innovation and using new technology.

⁴ At: www.gov.uk/government/publications/fixing-our-broken-housing-market

⁵ At: www.gov.uk/government/topical-events/the-uks-industrial-strategy

Safety and maintenance

Safety is the first responsibility for both the Department and Highways England. Together, we have adopted the ‘Safe System’ approach to road safety management.⁶ This looks first to prevent mistakes from occurring and then to reduce the severity of any incidents through safer roads, safer people, safer vehicles and post-collision response.

We expect Highways England to continue towards the goal of ‘Vision Zero’ – bringing the number of people killed or seriously injured on the SRN to a level approaching zero by 2040. This could involve improving understanding of the causes of accidents; investing in safety improvements at accident hotspots; and operating the network in a way that protects users when incidents occur. Partnership working with the Driver & Vehicle Licensing Agency, Driver & Vehicle Standards Agency, and the police improves driver and vehicle safety and compliance; and cooperation with suppliers ensures the safety of those working on the network.

On reliability and resilience more generally, we are minded to expect Highways England to continue improving road condition, address maintenance problems and use new technology to bring down maintenance costs. We are also minded to accept the recommendation from Transport Focus to begin measuring the condition of the network through users’ experience of ride quality, alongside more conventional measures of asset status, and will explore how to do this with Highways England.



⁶ Adopted in England as part of the British Road Safety Statement at: www.gov.uk/government/publications/road-safety-statement-working-together-to-build-a-safer-road-system

Network strategy and multi-modal approach

The SRN is a vital part of the wider transport network, but it is not the right network to meet all transport needs. It must be designed and operated to maximise its strengths, and be well-connected into other roads and modes that are better suited to urban transit or international travel, or enable rural area accessibility.

We propose to continue developing a well-integrated transport network, not only through the RIS and Highways England's activities but also via other mechanisms and partners. We will ensure the SRN is fit-for-purpose for long-distance traffic, and where possible consider alternatives for local traffic that can reduce the pressure on the SRN. Where projects are being brought forward on other modes that affect the SRN, including those funded by private developers, we will ensure delivery is joined up with the wider RIS. This includes planned work on HS2 and the expansion of Heathrow airport.

RIS2 will also do more to incentivise the integration of the strategic and local road networks. The introduction of the Major Road Network (MRN) will help address pinchpoints that would otherwise force traffic onto the SRN. We intend that new measures in the performance specification should make connection between local and strategic roads one of the aspects of Highways England's performance that is reported publicly.

We will also review the geographic extent of the SRN to confirm that it is fit for purpose, reflecting economic, social and demographic developments and providing greater consistency of route management for road users, which should improve the safety and quality of journeys. For RIS2, we intend to make decisions in the light of responses to the consultation on the MRN.⁷ All potential changes will be discussed with the relevant local highway authority before a decision is taken.

⁷ The consultation papers are at: www.gov.uk/government/consultations/proposals-for-the-creation-of-a-major-road-network

Standards and design

The design of the SRN has important consequences for the effectiveness of the network, the environmental impact that it has on its surroundings and the experience of users. Design must always be respectful of place and, over the past year, Highways England has made important contributions on this subject through the publication of its ten principles of good road design (*The Road to Good Design*).⁸ We propose that the Highways England Strategic Design Panel should continue to provide both general advice and independent design reviews of individual Highways England projects.

Highways England has also proposed the adoption of four road standards: Smart Motorway, conventional motorway, Expressway, and all-purpose trunk road (APTR). We consider that such standards are helpful for decision-makers, procurers and suppliers. Consistency of standards will also benefit users, both when using the road and when planning journeys. It is also important that users remain clear and confident about the rules that apply on different roads. Using an Expressway should be easy and intuitive, so we do not anticipate creating new branding or rules for users of Expressway standard roads beyond that used for existing A-roads and motorways. We also believe that:

- The case for upgrading APTR to Expressways would need to be established on a case-by-case basis. The exact nature of an Expressway upgrade would be determined on the basis of need and value for money, and would not necessarily involve all of the measures proposed in the *Initial Report*.
- No APTR would have motorway restrictions applied until there is a good quality alternative route in place for non-motorised users and slow vehicles. The design of these alternative routes will reflect local needs.
- Like all roads, Expressway design should be respectful of place. Where roads pass through areas of substantial environmental and cultural value, design work should take care to incorporate the road and roadside furniture sensitively into the landscape. In particular, Highways England should continue to abide by the principles of the *National Networks National Policy Statement* relating to landscape, visual, historic environment and biodiversity impacts.⁹

Therefore, while generally accepting Highways England's proposals for road standards, we intend to continue to develop thinking on how and where the concept of an Expressway can be best applied.

⁸ At: www.gov.uk/government/publications/the-road-to-good-design-highways-englands-design-vision-and-principles

⁹ At: www.gov.uk/government/collections/national-networks-national-policy-statement

Environment and Air Quality

Provision of transport infrastructure, be it road, rail, air or water, has environmental impacts. The 25 Year Environment Plan (*A Green Future: Our 25 Year Plan to Improve the Environment*) sets a vision across government that will embed an 'environmental net gain' principle for development, including infrastructure.¹⁰ The Plan seeks to improve: the management of litter, noise and light pollution; air quality; control of risks arising from surface water flooding; condition of sites of special scientific interest; and the quantity and quality of green infrastructure. Our objective is to secure positive environmental enhancements from the investment we make, and where negative impacts cannot be avoided we aim to minimise their effects.

From the outset, Highways England has taken action to address environmental and public health issues and the severance effect, where it is hard for people or wildlife to cross the SRN. In addition to its statutory obligations, Highways England already plays an important part in realising wider government environmental strategies. This is particularly important to working towards decarbonising road transport and achieving a net improvement in air quality as part of the Government's *Clean Air*¹¹, *Clean Growth*¹² and *Road to Zero*¹³ strategies. This includes delivering compliance with air quality legal limits on the SRN in the shortest possible time¹⁴, and working with road haulage business to reduce emissions from HGVs, for example by facilitating the use of new fuels, trialling HGV platooning technology, and reducing congestion which impacts on fuel efficiency.

Learning from this experience, we propose Highways England should demonstrate that environmental considerations are mainstreamed across its everyday business activities and that it continues to seek to exploit new thinking and technology to achieve more environmentally-beneficial outcomes.

The environment designated fund in RIS1 has allowed Highways England to take unprecedented action to retrofit modern environmental standards to existing roads. This will continue into RIS2 as an Environment and Wellbeing designated fund, and will be supported by a package of environmental measures in the new performance specification. We expect further action by Highways England toward achievement of its 2040 biodiversity net gain target, Noise Important Area improvement programme, and further improving its environmental performance as a company.

¹⁰ At: <https://www.gov.uk/government/publications/25-year-environment-plan> . Individual elements of this programme are covered by specific strategies, such as the Litter Strategy for England at: www.gov.uk/government/publications/litter-strategy-for-england

¹¹ At: consult.defra.gov.uk/environmental-quality/clean-air-strategy-consultation/

¹² At: www.gov.uk/government/publications/clean-growth-strategy

¹³ At: www.gov.uk/government/publications/reducing-emissions-from-road-transport-road-to-zero-strategy

¹⁴ At: www.gov.uk/government/publications/air-quality-plan-for-nitrogen-dioxide-no2-in-uk-2017

New technology

As we seek to make the SRN work better to meet today's demands, we also need to make allowance for the range of ways in which road users and their vehicles may interact with the SRN in the future. Developments point to wider availability of data, new power sources, increasing connectivity between vehicles and their surroundings, and increasing automation of vehicles.

The UK has an opportunity to lead the world in responding to this technological progress. Managing this disruptive change effectively can allow us to maximise the benefits for people's quality of life and our economic productivity, whilst consolidating our leading role in the global industries of the future. In this evolving environment, Highways England has already responded with a combination of innovation and flexibility. Highways England has also begun testing technologies through trials, such as the A2/M2 Connected Corridor. Plans announced at Budget 2017 for a trial to make our roads 5G-ready will also contribute to knowledge about this emerging technology as well as create new links between the telecoms industry and Highways England.

The technology which will drive these changes is still developing, and the future is uncertain. But it is not too early to prepare and plan. Therefore we propose that Highways England should:

- Be empowered to develop the infrastructure standards of the connected and autonomous era, by identifying how new technology can be effectively rolled out across the network in a way that is both safe and speedy. This is likely to include:
 - Supporting vehicle manufacturers as they work to create the right flows of data and information to and from connected and autonomous vehicles.
 - Making smart motorways suitable for regular use by automated vehicles as soon as possible in RP2, to meet the Government's ambition to see fully self-driving cars, without a human operator, on UK roads by 2021.
 - Making all-purpose trunk roads suitable for regular use by automated vehicles without the need for major upgrades to their physical infrastructure.
 - Creating guidance or standards that local authorities can use to bring autonomy to their network.
- Continue with existing provision of data, and ensure an open architecture that allows software developers to provide users with new services.

We will not attempt to pre-judge winning technologies now. Continued research and trialling will ensure that the UK remains ready to adopt cutting edge technology, and the innovation and futureproofing designated fund will allow Highways England to identify technologies that can then be rolled out on the network. More information on how we are handling the development of new roads technology can be found in the discussion paper *Technology and RIS2*, published alongside this Draft RIS.

Delivering the RIS

a. Financial resources available

The statement of funds available sets out the public funds available to Highways England to deliver the objectives set out in RIS2. This funding covers the five year period between 1 April 2020 and 31 March 2025, and is the expected maximum funding available to the company.

- **Grant (nominal):** £25.3 billion

The funding for RIS2 is provided through the National Roads Fund, which reserves the revenues of Vehicle Excise Duty within England for investment in roads.

The final RIS2 will define how this funding is split between capital and resource expenditure and outline the main categories of spend. Some funding within the RIS2 settlement for Highways England may in turn be passed to third parties (such as local authorities) for the purposes of delivering elements of RIS2.

Highways England will deliver ongoing efficiencies, going above and beyond the £1.2bn of efficiencies being delivered in the First Road period. Highways England and ORR should continue to work together to seek delivery of the maximum possible level of efficiency improvements consistent with achieving the requirements of the RIS and the wider licence. To achieve this, the ORR should ensure a strong and robust challenge on cost and deliverability, including through their efficiency review.

b. Performance Specification

The performance specification is a key part of the RIS, and sets levels of performance that Highways England is expected to hit across its network as a whole using the financial resources available. Delivery of these standards is publicly reported, and Highways England held accountable by ORR for a failure to deliver. Performance will be defined in way that:

- Reflects users' key priorities, especially those highlighted by Transport Focus.
- Ensures the right incentives are in place for Highways England to provide a safe and reliable network.
- Drives delivery of high-quality public services that provide effective use of public resources.
- Ensures that the SRN relates well to the surrounding transport network, the wider environment and the communities it affects.

Many of the indicators will specify the level of performance we expect Highways England to achieve, but not the actions it should take. This is because we want Highways England to use a range of tools and activities to achieve these objectives. In some areas, we propose to set levels of ambition that can be achieved only by

innovation, reflecting the fact that highways management by 2025 may differ significantly from today.

We expect that the performance specification will be split into six outcome areas as outlined in the diagram below. Under each of these outcome areas we will require Highways England to report on a range of performance indicators and activities in order to support the delivery of each outcome.

Improving safety for all



We want Highways England to strive to improve the safety of those that use, work on and are affected by the network. Like RIS1 we want to set an ambitious safety target so that the network remains one of the safest.

Fast and reliable journeys



The quicker and more reliably journeys can be undertaken is valued strongly by users and brings considerable benefits to the economy. Striving for improvements here should be a central part of Highways England's focus in RIS2. We also want to improve integration with other road networks so disruption to users is kept to a minimum regardless of the road they drive on.

A well maintained and resilient network



Highways England is the steward of a valuable public asset. A key part of the performance specification will be to keep the network in good condition and to develop the capability of the organisation as an asset manager.

Being environmentally responsible



We want to build on the progress made in RIS1 to improve environmental outcomes. For RIS2 we want a wider range of issues to be monitored and also to widen the scope of the outcome area to cover issues relating to public health and impacts on communities.

Meeting the needs of all users



User satisfaction will remain an important element of performance. A new survey has been developed by Transport Focus which will give a greater degree of insight. We are also keen to maintain an understanding of satisfaction among, and issues faced by, specific customer groups.

Achieving efficient delivery



Ensuring RIS2 delivers best value for money for the tax payer. Like RIS1, we will require Highways England to demonstrate that they are efficient and also deliver schemes on time and to budget.

c. Designated Funds

RIS1 introduced a system of designated funds – defined pots of money that are allocated to delivering outcomes in particular areas, such as the environment or safety. We expect to continue with this system in RIS2, but under broader headings reflecting the feedback from our consultation:

- **Environment and wellbeing:** a fund that supports environmental and community wellbeing outcomes across the network. This would include retrofitting the latest environmental standards and green infrastructure solutions to existing roads, dealing with the effects that strategic roads have on nearby people, places, the historic environment and biodiversity, and potentially making best use of the land around the road network. This fund could help improve air quality, and reduce noise pollution, risks posed to heritage assets, and the severance effect the SRN can have for neighbourhoods and wildlife.
- **Users and communities:** a fund for helping the SRN to provide a good service for all users. This would include further cycle-proofing of the network, and providing better facilities for pedestrians. It could also support buses and other multi-modal measures, integrating the SRN with other transport networks, and improvements to lorry parking and other roadside facilities.
- **Innovation and modernisation:** a fund that supports the continued development of new technology for the road network, as well as its wider introduction once concepts are proved. Eligible activities would include prototyping, real-world trials and on-network introduction. It should help the SRN adapt to maximise the opportunities by technologies such as automated vehicles.

In addition, we expect to provide Highways England with a separate fund for local capital enhancements. This can help address pinchpoints where small-scale interventions can bring about significant improvements to congestion or safety, and also incorporate the work carried out by Highways England's existing growth and housing fund – which has enabled 36,000 houses and 39,000 jobs.

Experience from RIS1 suggests that these funds do not operate in isolation – some activities help deliver the results in several different areas. We therefore expect to allow some movement between the individual funds. We may also revisit the size of the innovation and modernisation fund during the life of RIS2, to see whether the objectives of the RIS can be better delivered by future technologies. Both would be subject to the agreement of DfT, Highways England and ORR.

d. Investment Plan

This Draft RIS does not provide a list of expected capital projects, as we expect to carry out further tests into the deliverability and value for money of front-running proposals before making decisions. However our consideration of the merits of individual proposals is based around five themes:

- **Benefits for the user** – in terms of improved journey times, better safety and a visibly improved quality of service.
- **Support for wider government policy** – including unlocking housing, supporting growth, aiding rebalancing and linking to ports and airports.

- **Strength of stakeholder support** – including priorities from sub-national transport bodies, local authorities and members of the travelling public.
- **Deliverability and environmental impacts** – how challenging a project would be to deliver and how far any negative environmental effects can be mitigated.
- **Value for money**

Where appropriate, this is supported by case-specific factors, such as fitting construction around the expected delivery of HS2, or the proximity to RIS1 investment. We expect to provide further detail of the RIS2 investment programme in the final RIS in late 2019.

e. Timetable

The process for setting a RIS is set out in the Infrastructure Act 2015, and in Highways England’s Licence Agreement. Following the publication of the Draft RIS, the following further steps must be undertaken:

- Highways England must produce a Strategic Business Plan, indicating whether it believes the government’s objectives can be delivered within the resources available.
- The ORR must review the Draft RIS and Highways England’s draft Strategic Business Plan, to confirm both documents are challenging and deliverable.

These documents will be shared with the Secretary of State in draft form, and final versions of both documents will be published alongside or shortly after the final RIS2 itself. The Secretary of State must set a timetable by which these draft documents are returned to him. These dates are set as follows:

- Draft strategic business plan: 31 January 2019
- ORR Efficiency Review: 30 June 2019

These timescales do not constrain further development of proposals in line with the process set out in Highways England’s licence. Final versions of these documents will be published later in the process.

We expect to publish the final RIS2 in late 2019.

