



National Roads Authority

An tÚdarás um Bóithre Náisiúnta

EXPLANATORY STATEMENT

ACCOMPANYING THE

DRAFT TOLL SCHEME

FOR THE

M4 KINNEGAD-ENFIELD-KILCOCK MOTORWAY

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1 INTRODUCTION

1.1 Description of the M4 Kinnegad-Enfield-Kilcock Motorway

The M4 Kinnegad-Enfield-Kilcock Motorway, referred to in the Draft Toll Scheme as the “Proposed Road”, will run from the existing M4 Motorway at Kilcock in County Kildare to connect with the existing N4 and N6 national primary roads west of Kinnegad in County Westmeath, and will also link with the local and existing road network through interchanges at Kilcock, Enfield and Kinnegad. The total length of the Proposed Road, which is intended to be designated as a motorway forming part of the M4/M6 national primary routes, is 35 kilometres approximately.

A map of the Proposed Road is provided as Schedule A of the Draft Toll Scheme.

1.2 Benefits of Proposed Road

The implementation of the M4 Kinnegad-Enfield-Kilcock Motorway will result in many benefits both for the national network and locally in the region. These include:

- The extension of motorway standard road from Kilcock to Kinnegad, a distance of 35 kilometres approximately, significantly improving road transport connections between the West/North-West and the East of the country.
- Investment of over €327 million (IR£257m.) in the physical infrastructure of the region.
- Bypasses of Kinnegad, Clonard and Enfield and smaller communities.
- Aiding competitiveness and efficiencies in the economies of Kildare, Meath, Westmeath and Offaly, particularly through reduced transport costs and elimination of journey time variance.
- Significant reductions in travel times along the route.
- Enhancement of economic opportunities in the region.
- Improvement of the environment along the existing N4 as it passes through the towns and villages.
- Facilitating access to the many tourist and heritage attractions in the region.
- Reducing the negative impacts of EU peripherality.
- Providing a safer transportation route – motorways have a significantly lower accident rate than single carriageway roads of the type currently linking Kilcock and Kinnegad.
- Removal of through traffic from the local road network, thereby improving environmental standards and safety.

1.3 Public Private Partnership Process

In the National Development Plan 2000 – 2006, the Government have set a target of securing £1.85 billion (€2.35b) private finance for Public Private Partnership (PPP) projects generally, including at least £1 billion (€1.27b) for national roads. The £1 billion (€1.27b) target for private finance in national roads capital projects represents 23% of the total road investment programme. This reflects the importance for Ireland to secure the injection of private finance in order to accelerate the delivery of the public capital programme designed to remedy Ireland's infrastructural deficit. Without the £1 billion (€1.27b.) of private funding the 2000-2006 roads programme would be left substantially incomplete and current deficiencies, which threaten regional development and continued economic growth, would not be effectively addressed.

The National Development Plan 2000-2006 identifies Public Private Partnerships as an important and integral element of the overall planned investment on economic infrastructure projects. The M4 Kinnegad-Enfield-Kilcock Motorway has been identified by the National Roads Authority as suitable for delivery by a Public Private Partnership (PPP) approach. It was designated as a Public Private Partnership project, and is being advanced on that basis. Substantial funding for the scheme is anticipated to be provided by the private sector under this approach, and accordingly the project has not been included in that element of the national roads programme that is funded in a conventional manner, exclusively from Exchequer resources and, where appropriate, EU aid.

It is proposed to procure the construction and operation of the M4 Kinnegad-Enfield-Kilcock Motorway through a Design/Build/Finance/Operate arrangement. This will encompass a long-term concession period, in the order of thirty years, during which the Concessionaire will recoup some or all of the up-front construction costs and on-going operation/maintenance costs through the collection of tolls.

These types of schemes are used successfully throughout the world as a means of providing vital public infrastructure and of ensuring operation and maintenance to a high standard over the long term for the benefit of the user. At the heart of the Public Private Partnership (PPP) approach is the concept that better value for money can be achieved for suitable projects through the utilisation of private sector enterprise, enhanced scope for innovation and the allocation of risk to the party best able to manage it. Also, importantly in a national context, the injection of private finance will accelerate the delivery of the public capital programme designed to remedy Ireland's infrastructural deficit.

In the case of the M4 Kinnegad-Enfield-Kilcock Motorway, the PPP approach and the provision of private sector funding will enable the accelerated delivery of this project than might otherwise be possible under the conventional roads programme. It also makes it possible to simultaneously progress construction of other important projects which are included in the overall roads programme and which do not have the capacity to attract significant private sector funding.

1.4 Statutory Procedures

The Draft Toll Scheme for the M4 Kinnegad-Enfield-Kilcock Motorway and its accompanying Explanatory Statement have been prepared in accordance with the statutory provisions of the Roads Act, 1993, as amended by the Planning and Development Act, 2000.

In accordance with these legislative enactments the following provisions apply as part of the statutory procedures:

- A Notice will be published informing that a Draft Toll Scheme has been prepared and indicating the place and times where the Draft Toll Scheme and accompanying Explanatory Statement can be inspected, and including a statement of the time limits within which members of the public can make objections in writing to the National Roads Authority.
- Copies of the Draft Toll Scheme and Explanatory Statement will be available for inspection by the public for a minimum period of one month.
- Objections to the Draft Toll Scheme may be made in writing to the National Roads Authority before a specified date not less than two weeks after the inspection period.
- A Notice will be served on Westmeath County Council, Kildare County Council and Meath County Council informing them that a Draft Toll Scheme has been prepared for the M4 Kinnegad-Enfield-Kilcock Motorway and stating that representations may be made in writing to the National Roads Authority within a specified period.
- If objections to the Draft Toll Scheme are received and not withdrawn, the National Roads Authority will cause an oral hearing to be held into the matters to which the objections relate. The report and recommendations of the person appointed to hold the hearing will be considered by the Board of the National Roads Authority prior to determining whether or not to adopt the Draft Toll Scheme.
- The National Roads Authority may adopt the Draft Toll Scheme with or without modifications or may refuse to adopt it.

2 PROVISIONS OF THE TOLL SCHEME

2.1 Proposed Road to be Tolled

The Draft Toll Scheme describes the location of the proposed M4 Kinnegad-Enfield-Kilcock Motorway, which it is proposed to toll. The description is also set out in paragraph 1.1 of this Explanatory Statement, with details of the Toll Collection Locations stated in paragraph 3.1.

2.2 Purpose and Effect

The purpose of the Draft Toll Scheme is to establish a system of tolls in respect of the use of the M4 Kinnegad-Enfield-Kilcock Motorway.

The effect of the Draft Toll Scheme, if adopted, is to facilitate the provision of the M4 Kinnegad-Enfield-Kilcock Motorway scheme through a Public Private Partnership mechanism as detailed in section 1.3 of this Explanatory Statement. A Design/Build/Finance/Operate contract will be used to procure the construction and operation of the scheme. As part of this arrangement it is proposed that the contract would include a long-term concession period during which the concessionaire would recoup (in part or in full) the up-front construction costs and on-going operation/road maintenance costs through the collection of tolls.

The benefits of this approach are to utilise, in conjunction with the public sector, the efficiencies and expertise of the private sector, along with private sector finance, in developing, constructing and operating the M4 Kinnegad-Enfield-Kilcock Motorway.

2.3 Classes of Vehicles and Road Users

The M4 Kinnegad-Enfield-Kilcock Motorway is intended for use by any vehicles and road users permitted to use a motorway under Part 4 of the Roads Regulations, 1994 (S. I. No. 119 of 1994) or any subsequent amendment thereof.

2.4 Toll Charges

The estimated amounts of the Tolls that it is proposed to charge are as follows:

CLASS OF TRAFFIC	ESTIMATED TOLL RATES	APPROXIMATE CONVERSIONS
	€ (excluding VAT)	<i>IR£</i> (excluding VAT)
Motor Cycles (exceeding 50 c.c)	€ 0.90	<i>£ 0.71</i>
Motor Cars	€ 1.75	<i>£ 1.38</i>
Buses or Coaches	€ 2.65	<i>£ 2.09</i>
Goods Vehicles with a design gross vehicle weight not exceeding 3,500 kilograms	€ 2.65	<i>£ 2.09</i>
Goods Vehicles with a design gross vehicle weight exceeding 3,500 kilograms and having 2 or 3 axles	€ 3.50	<i>£ 2.76</i>
Goods Vehicles with a design gross vehicle weight exceeding 3,500 kilograms and having 4 or more axles	€ 4.30	<i>£ 3.39</i>

The term “goods vehicle” shall be taken to mean a mechanically propelled vehicle which is substantially constructed or adapted for the conveyance of goods or burden of any description whether in the course of trade or otherwise.

The charges specified above are an estimate at 1st August, 2000 prices and may be updated periodically in line with increases in the Consumer Price Index or increases in Gross National Disposable Income. The tolls actually to be charged will fall to be specified in bye-laws to be made by the National Roads Authority under section 61 of the Roads Act, 1993, as amended by section 274 of the Planning and Development Act, 2000.

The toll charges shown anticipate that substantial public sector subsidisation will be necessary for the project. The level of toll charges necessary to fully fund the project from toll revenues only would be considerably higher. The specified toll rates stated above have been developed by the National Roads Authority to ensure rates are set at a reasonable level, and are consistent with balancing the objectives of producing satisfactory revenue and attracting maximum traffic on to the new road. Consortia tendering for the project will do so in the knowledge of the tolls that will apply.

3 TOLL FACILITY

3.1 Description

It is proposed to locate the main Toll Plaza on the motorway between Cappagh Hill and Kilcock as indicated in the map attached as Schedule A to the Draft Toll Scheme. In addition, two subsidiary Toll Plazas are proposed for the west facing ramps at the proposed Enfield Interchange, one on the eastbound exit from the motorway and one on the westbound entry to the motorway.

It is anticipated that the main Toll Plaza on the motorway will require, initially, in the order of 8 lanes in each direction with varying combinations of manual cash, automatic cash, and electronic tag lanes being possible under different traffic loading conditions. The subsidiary Toll Plazas are anticipated to have 3 lanes in each case. The layout of the Toll Plazas will be in accordance with best international practice, incorporating appropriate lighting and signage. A canopy will cover the toll booths providing protection for users during inclement weather. An administration building will also be provided at each Toll Plaza site which will contain staff offices and facilities associated with the operation of the scheme and the tolling facility.

The overall toll system will be designed to:

- provide a secure and reliable system for the collection of tolls due;
- provide users with a safe, speedy and efficient passage through the toll plaza;
- provide users with flexible and convenient methods of paying for tolls due; and
- provide the toll collection staff with a safe and secure environment in which to carry out their duties.

3.2 Future Improvements

In relation to the toll plazas, future improvements may involve additional lanes at the toll plazas and changes to the toll plaza arrangements in the interests of traffic management efficiency and the safety of road users. In addition, electronic tolling systems may be utilised more extensively to provide greater efficiencies and convenience to road users.

4 GENERAL ARRANGEMENTS FOR THE TOLL ROAD

4.1 Funding

The M4 Kinnegad-Enfield-Kilcock Motorway has been designated as a Public Private Partnership (PPP) project. Accordingly, it is expected that the capital cost of the design and construction of the project, inclusive of the tolling system, together with the maintenance costs for the scheme and the tolling system will be partly met by private financing initiatives together with some public sector contribution. Further information on toll charges is contained in paragraph 2.4 of this Explanatory Statement.

A tendering process specifically geared towards PPP will be undertaken. At the end of this process, a successful consortium (hereinafter termed the “Concessionaire”) will emerge which will be responsible for all aspects of the scheme, including financing. It is proposed that the National Roads Authority will award a long term contract to the Concessionaire to Design/Build/Finance/Operate the M4 Kinnegad-Enfield-Kilcock Motorway. The awarding of this contract will be in accordance with EU procurement procedures.

4.2 Construction

It is proposed that the Concessionaire will be responsible for arranging for the construction (including design) of the entire M4 Kinnegad-Enfield-Kilcock Motorway and all associated works. All construction will be in accordance with the pertaining statutory approvals.

4.3 Maintenance and Operation

As part of the PPP contract the Concessionaire will be responsible for the operation and maintenance of the M4 Kinnegad-Enfield-Kilcock Motorway, inclusive of the roads, bridges and toll facilities, and all associated elements. In addition, the Concessionaire will be responsible for the operation of the tolling facilities and the provision of all necessary management, administrative and other staff. The National Roads Authority may consider extending the maintenance functions of the Concessionaire to cover other elements of the adjoining national road network.

5 TRAFFIC AND REVENUE

5.1 Predicted Traffic Flows

The estimated volume of traffic predicted on the Enfield to Kilcock section of the M4 Kinnegad-Enfield Kilcock-Motorway at the 2005 year of opening (and passing through the main toll plaza location) is 18,000 vehicles Annual Average Daily Traffic (AADT) with approximately a 15% Heavy Commercial Vehicle content.

The corresponding figures for the year 2025 are 39,200 AADT with approximately a 13% Heavy Commercial Vehicle content.

The estimated volume of traffic predicted to pass through the toll collection locations on the west facing ramps at Enfield Interchange of the M4 Kinnegad-Enfield Kilcock-Motorway at the 2005 (year of opening) is 2,400 Annual Average Daily Traffic (AADT) with approximately a 15% Heavy Commercial Vehicle content.

The corresponding figures for the year 2025 are 5,600 AADT with approximately a 13% Heavy Commercial Vehicle content.

5.2 Tolling Revenue

Based on the daily estimates of the volumes of traffic, as set out above, using the M4 Kinnegad-Enfield-Kilcock Motorway the gross amount of toll revenue in the year of opening, 2005, is estimated to be €15.5 million (IR£12.2 million) per annum, excluding VAT, at year 2000 prices.

6 SCHEME COSTS

The estimated capital cost (excluding the estimated capital cost of tolling the road) for the M4 Kinnegad Enfield Kilcock Motorway (inclusive of design, land acquisition, and other related costs) is €327 million (IR257 million), including VAT.

The estimated capital cost of tolling the road is €8.9 million (IR£7.0 million), including VAT, and the annual operating cost is estimated as €2.4 million (IR£1.9 million). These costs are based on year 2000 prices.