Welsh Transport Appraisal Guidance (WelTAG) 2022
Consultation draft

Llywodraeth Cymru
Welsh Government

Contents

From the Deputy Minister

Welcome to the new draft WelTAG guidance. WelTAG is our guidance on planning and appraising transport interventions, including strategic programmes and policies, as well as individual projects.

The new draft WelTAG 2022 is part of a new approach to transport in Wales that begins with our new Wales Transport Strategy and flows through into everything we do.

We need a new approach because we have very little time left to change the way we think and behave. If we don't do things differently now, we won't be able to tackle the climate emergency. Transport is one of the biggest sources of greenhouse gas emissions in Wales and tackling transport is one of the key issues for Net Zero Wales, our plan for decarbonisation.

This is why our new Wales Transport Strategy in 2021 set new policies for transport backed by tough targets for tackling climate change including increasing the share of journeys made by sustainable transport. Net Zero Wales sets even more stretching targets, aiming to increase the share of journeys by sustainable transport from 32% in 2019 to 48% by 2040.

We must act now if we are to achieve these goals. Road provision is no longer the default answer to all transport issues. I am not prepared to spend money in future on old-style road schemes that increase the capacity of the road network or encourage people to drive faster. Those old-style schemes undermine our other efforts to increase sustainable transport mode share and reduce the money that we can invest in public transport and active travel infrastructure. And we can't rely on new technology. Electric vehicles alone will not deliver the change we need. Instead, we need to invest in active travel and public transport. We need more people using sustainable transport options and fewer people using their cars. We need to move freight more sustainably. And we need to set aside the resources to maintain and upgrade our existing infrastructure to deal with the future impacts of climate change.

The new draft WelTAG 2022 guidance will help achieve these goals by changing the way we plan and fund transport programmes and projects. It involves moving from simply calculating benefits to delivering benefits.

 It is closely aligned to our ambitions for transport in Wales. Instead of calculating costs and benefits in monetary terms, it designs well-being and decarbonisation into the programme or project from the outset, using our new integrated well-being appraisal framework. It also introduces new criteria for funding transport projects in Wales which are the starting point for assessing value-for-money from our investment in transport.

Lee Waters MS
Deputy Minister for Climate Change.

Figure 1: Transport targets from the Wales Transport Strategy and Net Zero Wales

Sustainable transport targets in Wales				
Transport Targets	**2019 baseline**	**2025**	**2030**	**2040**
Modal shift target (Wales Transport Strategy)	**32%**			**45%** journeys by walking, cycling or public transport
Updated modal shift targets (Net Zero Wales)	**32%** journeys by walking, cycling or public transport	**35%** of journeys by sustainable modes	**39%** journeys by walking, cycling or public transport	**48%** journeys by walking, cycling or public transport
	27% active travel and **5%** public transport		**33%** active travel and **7%** public transport	**35%** active travel and **13%** public transport
Passenger transport emissions (Net Zero Wales)	**3.8 MtCO2e**	Reducing emissions from passenger transport by **22%** in **2025** from 2019 levels		
Car Mileage reductions (Net Zero Wales)	**10,186** Vehicle Km per person		Reduce car miles travelled per person by **10%** by **2030** from 2019 levels	
Freight transport efficiency (Net Zero Wales)	**2.1 MtCO2e**	Increase the efficiency of transport freight by road, rail and sea by **4%** from 2019 levels		
Bus Fleet	Not Stated	TrawsCymru fleet to be zero emission by **2026**	Worst **50%** to Zero emission by **2028**	Zero emission by **2035**
Taxis and Private Hire Vehicles	Not Stated		Zero emission by **2028**	

Introduction

The WelTAG guidance explains how to plan and appraise transport programmes and projects in Wales. WelTAG is based on the HM Treasury Green Book and the Department for Transport Analysis Guidance (TAG).

Like them, WelTAG has three key components:

1. **A staged approach to planning (see section 2).**
2. **Guidance on preparing a business case for investment (see section 3).**
3. **A structured approach to well-being (or economic) appraisal, using qualitative and quantitative measures (see section 4).**

WelTAG should be used at both a strategic level, to assess regional and larger transport interventions or groups of sustainable travel interventions, as well as at an individual project level.

You must use WelTAG 2022 if you want transport funding from Welsh Government.

WelTAG should be used at both a strategic level, to assess regional and larger transport interventions or groups of sustainable travel interventions, as well as at an individual project level.

What has changed since WelTAG 2017?

The first dedicated transport appraisal guidance for Wales was published in 2008 and updated in 2017. WelTAG 2022 uses the same basic approach as WelTAG 2017 but has been updated.

The most important change aligns WelTAG 2022 with the Wales Transport Strategy, published in 2021. In future, Welsh Government will only fund programmes and projects that help meet the vision, ambitions, priorities and targets set out in the Wales Transport Strategy and in Net Zero Wales.

Aligning WelTAG with the Wales Transport Strategy involves a new way of thinking about transport planning and appraisal in Wales. This new approach to appraisal is based on well-being. It puts people and climate change at the front of transport planning not at the end. It also recognises that transport planning is not an exact science. It is about designing good programmes and projects that meet the needs of people in Wales, not just adding up costs and benefits.

This new approach is reflected in three important changes in WelTAG 2022:

1. A change to **programme and project planning** stages through the addition of a new stage 0 case for change. This sets out the objectives of the programme or project, should not be specific to any transport mode. It should be developed by the in-house team and not consultants.

2. A change to the **business case**, where the economic dimension (or case) has been renamed the well-being dimension. This aligns it more closely with well-being legislation in Wales and the Wales Transport Strategy.

3. A new approach to appraisal called integrated well-being appraisal (see section 4). This replaces the 2017 impact assessment report (IAR). Integrated well-being appraisal uses the well-being ambitions and targets in the Wales Transport Strategy together with the results of statutory impact assessments to understand how the programme or project contributes to well-being. The aim is to design well-being into the programme or project at the outset rather than adding it on at the end.

Other changes include a new proportionate approach with three levels of detail - WelTAG lite for smaller projects, WelTAG standard and WelTAG plus for larger, more complex programmes and projects including those that involve partnership with UK Government (see page 25).

All programmes or projects must provide an integrated well-being appraisal using both qualitative and quantitative measures. Only programmes or projects using WelTAG plus or requiring funding from UK Government will need benefit-cost ratios (see sections 1 and 4).

Finally, Welsh Government has introduced value-for-money criteria for transport funding aligned with the five dimensions of a good business case and Welsh Government policy principles. They are strategic fit, well-being, affordability, deliverability and management. In future, all transport programmes and projects funded by Welsh Government will be assessed against the five value-for-money transport funding criteria (see page 23).

WelTAG 2022 will be supported by range of technical guidance including appraisal tables and other more detailed guidance.

Structure of this document

Section 1 provides background on WelTAG. It explains why Wales has a distinct approach to transport appraisal and sets WelTAG in the context of the Wales Transport Strategy and other strategic ambitions and priorities in Wales. It explains how to take a proportionate approach and sets out the five value-for-money criteria.

Section 2 provides guidance on the WelTAG planning stages. This sequential approach starts with the case for change and moves through options appraisal, the business case, delivery and finally monitoring and evaluation.

Section 3 provides guidance on preparing a full business case using the five dimensions of a full business case – strategic fit, well-being, affordability, deliverability and management

Section 4 provides guidance on integrated well-being appraisal. This is a structured approach to assessing the contribution of the programme or project to well-being, using qualitative and quantitative measures in the integrated well-being appraisal framework.

Section 5 provides guidance on engaging with people during the WelTAG and guidance on roles and responsibilities including the role of the project, programme or policy review group.

Section 6 covers common issues that arise when working with WelTAG including design, the link to land-use planning, and issues specific to individual transport modes.

The Annexes set out quality checklists for different WelTAG reports. There is also a list of the most relevant legislation and guidance in Wales and a list of further reading.

Figure 2: WelTAG on a page

<table>
<tr><td colspan="2" align="center">Before you start</td></tr>
<tr><td rowspan="100">Use the Five ways of Working
Engage with people and take well-being into account at each Stage</td></tr>
</table>

Before you start

Stage 0 Make the case for change

Do this in house. Link SMART objectives to the Wales Transport Strategy.

Scope the programme or project

Find and review existing information including lessons from previous programmes or projects
Write an engagement plan
Decide what kind of WelTAG you need (lite, standard or plus)
Set up a review group and gateway approval processes if needed.

Get agreement

Get initial agreement to develop the work further from key stakeholders.
Project over £5m and controversial projects may need Welsh Government approval before proceeding and agreement between relevant stages.

Develop the project, policy or programme

Stage 1 strategic outline case - create a long list of options

Use our menu of options to include behaviour change and non-transport measures
Use data on well-being and user needs
Select options that are a strategic fit with Welsh Government policy and deliver demonstrable well-being benefits.

Stage 2 outline business case - narrow down options

Use the five criteria to reduce the list of options to those that are not only a strategic fit but deliver well-being benefits, are affordable, deliverable and manageable.

Design the final package of works

Finalise the programme or project design in sufficient detail to complete the business case including details of design, costs, and management

Stage 3 complete the full business case

Prepare a full business case for the final option using the five dimensions of a business case - strategic fit, well-being, affordability, deliverability and management Include an evidence-based assessment of costs and benefits using quantitative and qualitative data.

Complete the integrated well-being appraisal and statutory impact assessments

Support these with relevant transport and well-being data and feedback from stakeholders.

Deliver the project, policy or programme

Secure planning consents, orders and funding
Develop detailed specifications and contracts
Procure the works or services
Oversee and manage short- and long-term delivery including maintenance.

Monitor and evaluate the project, policy or programme

Provide an annual progress report
Learn from the project and use the results to inform future projects or programmes.

Use the Five ways of Working
Engage with people and take well-being into account at each Stage

Useful terms and abbreviations

Further details of the relevant legislation and policy is set out in Annex 1.

Accessible – transport services and infrastructure that meet the relevant policy and regulatory standards on equality access, human rights and the Welsh language, recognising the social model of disability.

Active travel network map (ATNM) – to meet their duties under the Active Travel (Wales) Act 2013 local authorities must produce maps of existing active travel routes and related facilities in their area, and of the future and improved active travel routes and facilities needed to create integrated networks for active travel. These maps must be submitted to Welsh Ministers and there are duties to create year on year improvements. If a route is already identified in an ATNM there may be no need for extensive options appraisal.

Appraisal – this is the process of assessing the costs, benefits and risks of alternative ways to meet government objectives. It helps decision makers to understand the potential effects, trade off and overall impact of options by providing an objective evidence base for decision making.

Behaviour change – priority three of the Wales Transport Strategy involves encouraging people to make the change to more sustainable transport modes. Addressing behaviour change involves understanding why people behave the way they do, determining barriers and motivators to change and identifying solutions or interventions to drive change.

Benefit-cost ratio (BCR) – this is the process of using a discounted cash flow model to assess the capital and operating costs and the economic, social and environmental benefits of a programme or project. Some impacts are adequately covered by benefit-cost analysis but others are not. It is important that the values in benefit-cost ratios align with our values in Wales so where projects are required to provide BCRs they must provide two BCRs – one that includes travel-time savings as a benefit, and one that excludes the benefits of travel-time savings.

Decarbonisation – actions needed to cut greenhouse gas emissions and move towards a low carbon economy. Welsh Government is committed to net zero carbon emissions by 2050.

Design manual for roads and bridges (DMRB) – contains information about current standards relating to the design, assessment and operation of motorway and all-purpose trunk roads in the United Kingdom. When implementing DMRB standards in Wales, it is important to also reflect Welsh policy priorities.

Demand modelling – transport modelling used to forecast travel patterns and demand.

Environmental impact assessment (EIA) – the process of assessing the impact of a project on the environment and finding ways to maximise benefits and avoid or mitigate any harmful impacts.

Equality impact assessment (Eqia) – the process of assessing the impact of a programme or project on groups who share protected characteristics and finding ways to maximise benefits and avoid or mitigate any potential harm.

Evaluation – the systematic assessment of the design, implementation and outcomes of an intervention, to understand its effects and what can be improved. It is an opportunity to look back at what difference the programme or project made, and what lessons might be learned for the future and hopefully to provide peer-to-peer advice to others. Information from evaluation reports also help us to refine our grants processes for the future.

Five ways of working – the Well-being of Future Generations (Wales) Act 2015 sets out five ways of working that public bodies need to think about and show how they have applied the sustainable development principle. The five ways of working are long-term, prevention, integration, collaboration and involvement.

Green Book – HM Treasury guidance on how to appraise legislation, regulation, policies, programmes and projects. It provides tools to help in decision-making and providing assurance to the Accounting Officer that public money has been used wisely.

GRIP (Governance for railway investment projects) – Network Rail developed the GRIP to manage and control investment projects that enhance or renew the national rail network (as opposed to those involved with routine maintenance of the railway). It was developed to minimise and mitigate the risks associated with delivering such projects. GRIP divides a project into eight distinct stages. The overall approach is product, rather than process, driven and, within each stage, an agreed set of products is delivered. It has now been updated by PACE (see below)

Heritage impact assessment (HIA) – the process of assessing the impact of a programme or project on historic environment assets and finding ways to maximise benefits and avoid or mitigate any harm.

Infrastructure – transport infrastructure includes all the things that enable transport services and activities to operate including streets and roads, railway lines and active travel networks such as cycle-paths and footpaths. It also includes associated structures such as stations, bridges, embankments, car parks, signage, signalling, bus stops and transport interchanges as well as the soft estate – land and greenspace associated with transport. Ports and harbours, airports, and freight and logistics facilities are also important.

Integrated well-being appraisal – the process of assessing the impact of new proposals on well-being including society, the economy, the environment and culture. It involves understanding both benefits and risks and looking at whether it is possible to take action to avoid or mitigate any potential harm. The impact assessment can help inform the appraisal process.

Integrated well-being appraisal framework (IWBAF) – a set of qualitative and quantitative measures for assessing the impact of a programme or project on well-being in Wales. The measures are based on the well-being ambitions and targets in the Wales Transport Strategy and Net Zero Wales, as well as measures from statutory impact assessments.

Llwybr Newydd – means new path in Welsh. This is the title of the Wales Transport Strategy 2021. It should inform all aspect of WelTAG from the case for change through options appraisal, the business case, programme or project delivery and any final monitoring or evaluation.

Monitoring – the process of collecting data to assess whether the programme or project is delivering what was intended. It is different to evaluation which looks at what difference the programme or project has made.

National transport delivery plan (NTDP) – sets out Welsh Government investment priorities based on the Wales Transport Strategy.

National well-being goals – the seven national well-being goals are set out in the Well-being of Future Generations (Wales) Act 2015. They are: a prosperous Wales, a resilient Wales, a healthier Wales, a more equal Wales, a Wales of cohesive communities, a Wales of vibrant culture and thriving Welsh Language, and a globally responsible Wales. These are reflected in the four well-being ambitions in the Wales Transport Strategy.

National well-being indicators – the 46 indicators that demonstrate progress against the seven national well-being goals. Welsh Government reports on these annually.

Net zero Wales – the second emissions reduction plan for Carbon Budget 2 (2021-2025) setting the foundation to make Wales net zero by 2050 (see Annex).

Objective – a short high-level, measurable statement that explains what difference a programme or project will make.

Options appraisal – the process of identifying a long list of options to deliver particular objectives, then using an appraisal process to narrow that list down to a short list and finally a preferred option. The process can include combining options.

Outcomes and outputs – a transport outcome is a result or an effect of doing something, such as more people walking and cycling. A transport output something that a programme or project delivers such as an upgraded cycle path.

PACE (Project acceleration in a controlled environment) – describes how Network Rail manages and controls investment projects on the rail network, developed to minimise and mitigate the risks associated with project development and delivery.

Planning – Transport planning covers all the activities needed to develop a transport programme or project including transport plans and the work needed to plan specific projects. Land-use planning refers to the activities needed to plan for the way land is used, through the planning and development control process. This includes local plans and statutory consent. Transport planning and land-use planning need to work together.

Project – in this document the term 'project' refers to projects, packages of work, programmes and policies. The WelTAG business case, project planning stages and integrated well-being assessment are relevant to policies and programmes as well as individual projects.

Project manager – WelTAG 2022 is primarily designed to guide anyone taking a lead role in developing a transport programme or project, package of works, policy or programme and making the case for it to a funding organisation.

Regional Transport Plans – set the policies for the delivery of the Wales Transport Strategy by local authorities in Wales.

Statutory (or regulatory) impact assessment – there are also legislative requirements for impact assessments, including environmental impact assessments (EIA), heritage impact assessments (HIA), habitats regulations assessments (HRA), Welsh language impact assessments and equality impact assessments (EqIA). Whether these are needed will depend on the specific nature of the programme or project.

Sustainable development principle – under the Well-being of Future Generations (Wales) Act 2015 public bodies must act in a manner which ensures that the needs of the present are met without compromising the ability of future generations to meet their own needs.

Sustainable transport modes – types of transport that contribute to decarbonisation including walking and cycling, public transport and low - or zero-emissions vehicles.

Sustainable transport hierarchy – guides decisions about transport investment. It gives priority to maintaining, managing and future proofing existing infrastructure. Where new infrastructure is needed, it gives priority to walking and cycling and public transport followed by ultra-low emissions vehicles and finally private vehicles. It is set out in Planning Policy Wales (PPW) (see annex one).

Scottish transport analysis guide (Scot-TAG) – guidance for transport practitioners working on transport projects in Scotland. Includes guidance on transport appraisal.

Transport Analysis guidance (TAG) – guidance for transport practitioners provided by the UK Government on transport projects which includes guidance on transport appraisal.

Transport appraisal – the process of options appraisal for transport programmes or projects. It covers each of the stages in the process from making the case for change through developing options, delivery, and monitoring and evaluation. It is sometimes called transport analysis.

Theory of change – a description of how and why a particular change is expected to happen. In transport appraisal you can use it as part of the initial case for change.

Transport – refers here to all the different transport modes, including walking and cycling, bus, rail, roads, taxis and public service vehicles, freight and logistics, maritime and aviation.

Transport programmes or projects – these include new interventions designed to address transport problems and to help deliver the Wales Transport Strategy. They include individual projects or packages of works, as well as more strategic programmes and policies. They can involve any transport mode, and include planning issues, services, infrastructure, behaviour change measures, or other non-transport measures designed to address transport issues.

Value-for-money criteria – value-for-money involves an assessment of the extent to which a project – including its wider public benefits and impacts – represents a good return on public investment. In Wales value-for-money is demonstrated through meeting the five value-for-money criteria for transport projects – strategic fit, well-being affordability, deliverability and management.

Well-being of Future Generations (Wales) Act 2015 – legislation that aims to improve the social, economic, environmental and cultural well-being of Wales. It sets out a common national vision for well-being that requires public bodies listed in the Act to carry out sustainable development aimed at achieving well-being goals.

Well-being ambitions – the four well-being ambitions in the Wales Transport Strategy are good for people and places, good for the environment, good for places and the economy, and good for culture and the Welsh Language. They mirror the national well-being goals.

Welsh transport appraisal guidance (WelTAG) – a framework for assessing the impact and benefits of proposed transport interventions funded by Welsh Government. It is aligned with Welsh legislation policy and priorities.

Figure 3: Sustainable transport

For our existing infrastructure, we will prioritise

Maintaining and managing it well

Adaptation to changing climate

Upgrade to support modal shift

Where we need new infrastructure, we will prioritise

Walking and Cycling

Public Transport

Ultra-Low Emissions Vehicles

Other Private Motor Vehicles

Section 1
background and context

This section provides general background to WelTAG including the purpose of WelTAG, links to UK TAG and the relationship to the Wales Transport Strategy.

| Contents | Introduction | 1. Background | 2. Planning stages | 3. Business case | 4. Integrated well-being appraisal | 5. Engaging with people | 6. WelTAG in practice | 7. Annexes |

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Section 1: background

What is WelTAG?

WelTAG 2022 is the Welsh Government guidance on planning and appraisal for transport. It must be used by any transport programme or project seeking funding from Welsh Government.

Transport planning and appraisal involves finding solutions to transport issues. Transport planning is the process of developing solutions, and transport appraisal is about ensuring that those solutions deliver value-for-money.

WelTAG sets out structured approach to **planning** programmes and projects that starts with exploring the case for change and moves through a series of logical steps in developing a programme or project, delivering it and finally reviewing it afterwards. Those steps include identifying objectives, narrowing down options and then developing a business case for the chosen objective. It also involves monitoring and evaluating your programme or project afterwards.

WelTAG also explains how to approach **transport appraisal** in Wales through preparing a business case that explains how a programme or project will deliver value-for-money by addressing the dimensions of a business case in Wales – strategic fit, well-being, affordability, deliverability and management.

That business case must include information from the third key element of WelTAG - integrated well-being appraisal.
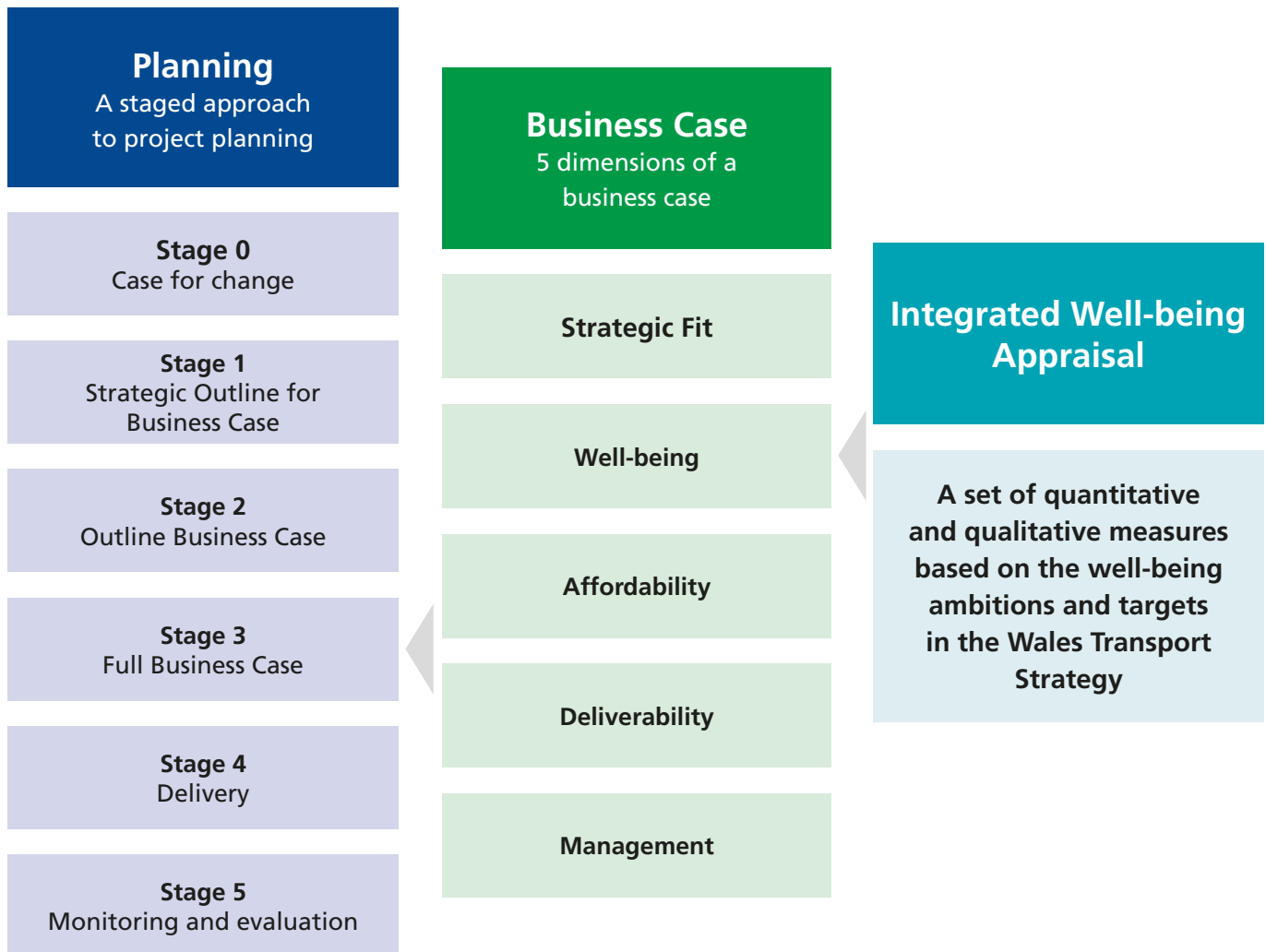
All transport programmes and projects in Wales funded by Welsh Government must demonstrate their impact on well-being. The business case must be informed by a more detailed integrated well-being appraisal. Integrated well-being appraisal is a structured approach that shows the impact of the programme or project on well-being. Well-being appraisal uses a group of quantitative and qualitative measures based on the targets and well-being ambitions in the Wales Transport Strategy. It also draws on the results of statutory impact assessments, such as environmental impact assessments.

Programmes and projects funded by Welsh Government must also show how they have engaged with people as part of the planning process and made use of the five ways of working set out in the Well-being of Future Generations (Wales) Act 2015.

Further guidance on each of these topics is set out later in section 2 (the WelTAG planning stages), section 3 (the WelTAG business case), section 4 (integrated well-being appraisal) and section 5 (engaging with people).

More detailed Technical Guidance is in development.

Figure 4: The three WelTAG elements – planning, business case & integrated well-being appraisal

Planning
A staged approach
to project planning

Stage 0
Case for change

Stage 1
Strategic Outline for
Business Case

Stage 2
Outline Business Case

Stage 3
Full Business Case

Stage 4
Delivery

Stage 5
Monitoring and evaluation

Business Case
5 dimensions of a
business case

Strategic Fit

Well-being

Affordability

Deliverability

Management

**Integrated Well-being
Appraisal**

A set of quantitative
and qualitative measures
based on the well-being
ambitions and targets
in the Wales Transport
Strategy

When should WelTAG be used?

WelTAG must be used for any transport intervention in Wales funded by Welsh Government including projects, programmes and policies.

This aligns with HM Treasury Green Book which applies to projects, programmes and policies.

Transport interventions include infrastructure projects such as maintaining or upgrading existing infrastructure or creating new infrastructure. They also include transport services projects such as upgrading existing services or providing new services. Transport interventions must also include behaviour change measures and actions that reduce the need to travel such as those identified in the Wales Transport Strategy.

WelTAG can also be used to develop the more detailed policies and plans that sit under the Wales Transport Strategy including Regional Transport Plans and mode-specific plans (such as future planning for bus or rail). WelTAG can also be used to inform the strategic development of programmes such as Metros. Not all projects, programmes and policies are the same, so it is important to take a proportionate approach, tailored to the needs of the project, programme or policy. For projects such as existing maintenance or minor repairs, there is no need to use the full WelTAG process. But it can still be useful to use a staged approach to project management practices and ensure there is a clear link to well-being in any case for funding. Further guidance on taking a proportionate approach to WelTAG is set out below.

TAG and WelTAG

WelTAG is based on the UK Government Transport Analysis Guidance (TAG), which in turn is based on the HM Treasury Green Book – the document that helps guide decisions on spending public money. Scotland also publishes Scottish Transport Analysis Guidance (Scot-TAG). In Wales, we interpret the HM Treasury Green Book to ensure that the appraisal process reflects Welsh values.

As a result, there are some differences in how appraisal is done in Wales. WelTAG reflects the relevant legislation in Wales, including the Well-being of Future Generations (Wales) Act 2015, the Active Travel (Wales) Act 2013, the Wales Transport Strategy 2021, Net Zero Wales and devolved elements of transport (see annex one for the most relevant policies and legislation).

The following table identifies the main differences between TAG and WelTAG.

In Wales, we interpret the HM Treasury Green Book to ensure that the appraisal process reflects Welsh values.

Figure 5: Comparison between the full business case in TAG and WelTAG

TAG business case	WelTAG business case	Requirements in Wales
Strategic dimension	Strategic fit	Must show how your programme or project fits with Welsh Government priorities for transport set out in the Wales Transport Strategy, Net Zero Wales and other policy documents.
Economic dimension	Well-being	Must show how the programme or project contributes to social, environmental, economic and cultural well-being in Wales using integrated well-being appraisal
Financial dimension	Affordability	No major differences
Commercial dimension	Deliverability	No major differences
Management dimension	Management	No major differences
	Five ways of working	Must demonstrate the five ways of working in Wales in accordance with the Well-being of Future Generations (Wales) Act 2015

Projects that require funding from the UK Government as well as the Welsh Government, must meet UK Government requirements set out in TAG. However, to obtain funding from Welsh Government you must also demonstrate strategic fit with transport priorities in Wales and show how you have addressed well-being using WelTAG.

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The use of benefit-cost ratios in Wales

Benefit-cost ratios are a quantitative tool for comparing different transport options. They are a core element of the TAG process. In Wales there are many more smaller transport projects, particularly individual active travel projects where it may not be proportionate to prepare benefit-cost calculations. Although not all transport programmes or policies in Wales require benefit-cost ratio calculations. Nevertheless, all transport projects, interventions MUST demonstrate how they deliver value-for-money through the business case (section 3), supported by an integrated well-being appraisal that uses quantitative and qualitative measures (see section 4).

A small number of high-risk projects with a long payback period, or projects that also require funding from the UK Government, may also support their business case with further analysis of benefit-cost ratios and future transport modelling. For such projects, benefit-cost calculations will only be applied to options that meet the strategic objectives as set out in Wales Transport Strategy and should form only one element in a balanced assessment of all effects, including those that cannot be monetised (see also section 4).

Not all transport programmes or policies in Wales require benefit-cost ratio calculations. Nevertheless, all transport projects, programmes and policies MUST demonstrate how they deliver value-for-money through the business case (section 3), supported by an integrated well-being appraisal that uses quantitative and qualitative measures (see section 4).

WelTAG and the Wales Transport Strategy

Before embarking on any transport intervention, you must be aware of the vision, ambitions priorities and targets in the Wales Transport Strategy published in 2021.

This sets out a vision for an accessible, sustainable and efficient transport system in Wales.

It is based on four long term well-being ambitions. These are a transport system that is good for people and communities, good for the environment, good for the economy and places and good for culture and the Welsh language. Those four ambitions are based on the well-being goals set out in the Well-being of Future Generations (Wales) Act 2015. Each ambition contains more specific goals.

To address the long-term ambitions, Llwybr Newydd sets three short-term priorities. These are, in brief,

1. **Bring services to people in order to reduce the need to travel**
2. **Enable people and goods to move easily from door to door using sustainable transport services and infrastructure, and**
3. **Encourage people to make the change to more sustainable transport (behaviour change measures)**

The Wales Transport Strategy also identifies targets for transport in Wales (see figure 1). These include a target for 48% of journeys to be by sustainable transport means by 2040.

The vision, ambitions, priorities and targets are relevant to all modes and sectors. Nine mini-plans set out more detailed actions for each mode and sector.

Figure 6: Vision, priorities and ambitions in the Wales Transport Strategy

Llwybr Newydd
The Wales Transport Strategy

Our Vision

An accessible, sustainable and efficient transport system

Our 5-Year Priorities

1. Bring services to people in order to reduce the need to travel

2. Allow people and goods to move easily from door to door by accessible, sustainable and efficient transport services and infrastructure

3. Encourage people to make the change to more sustainable transport

Our Wellbeing Ambitions

Good for people and communities	Good for the environment	Good for places and economy	Good for culture and the Welsh language
A transport system that contributes to a more equal Wales and to a healthier Wales, that everyone has the confidence to use.	A transport system that delivers a significant reduction in greenhouse gas emissions, maintains biodiversity, enhances ecosystem resilience and reduces waste.	A transport system that contribuites to our wider economic ambitions and helps local communities, support a more sustainable supply chain, uses the latest innovations and addresses transport affordability.	A transport system that supports the Welsh language, enables more people to use sustainable transport to get to arts, sport and cultural activities, and protects and enhances the historic environment.

Holding ourselves and our partners to account

Transport Performance Board	A new evaluation framework	Modal shift	Well-being measures	Data on modes and sectors

How we will deliver

Investing responsibly	Delivery and action plans	Cross-cutting delivery pathways	Working in partnership	Policies and governance	Skills and capacity

Mini-plans

Walking and cycling	Bus	Rail	Roads, streets and parking	Third sector	Taxis and PHV	Freight and logistics	Ports and maritime	Aviation

Five ways of working

Involvement	Integration	Prevention	Collaboration	Long-term

Therefore a programme, policy or project cannot be said to deliver value-for-money in Wales unless it meets our priorities for transport set out in the Wales Transport Strategy and Net Zero Wales.

How Welsh Government uses WelTAG to assess value-for-money

This section sets out our criteria for assessing value-for-money in Wales.

Welsh Ministers ultimately make decisions about funding for transport projects in Wales in accordance with wider priorities. The Green Book and the Welsh Government's Chief Economist have made clear that something cannot be considered value-for-money if it runs counter to government policy aims. Therefore a programme, policy or project cannot be said to deliver value-for-money in Wales unless it meets our priorities for transport set out in the Wales Transport Strategy and Net Zero Wales.

In order to assess value-for-money, Welsh Government has identified five criteria. These align with the five dimensions of a good business case set out in UK Transport Analysis Guidance and with the Welsh Government policy principles. The five value-for-money criteria for transport funding in Wales are:

1. **strategic fit** – how the programme or project meets Government priorities for transport set out in Llwybr Newydd and other government policies.

2. **well-being** – how the programme or project delivers wider local or national well-being benefits for people in Wales including helping to meet our targets on decarbonisation.

3. **affordability** – whether the short- and long-term costs of the programme or project are affordable

4. **deliverability** – whether there is the capacity, capability and skills to deliver the programme or project effectively and efficiently.

5. **management** – whether the programme or project and any risks will be effectively managed.

Criteria 1 and 2 must be met before considering criteria 3, 4 and 5.

The proportional approach

All projects and programmes are different, and even broadly similar projects (such as active travel projects) can differ in size, scale and complexity. It is important to use a proportionate approach to WelTAG. This means tailoring the amount of detail in WelTAG reports to the nature of the programme or project. To help project, policy or programme managers take a proportionate approach, WelTAG 2022 introduces three levels of WelTAG tailored to the size, scope and complexity of the project. These are:

- **WelTAG lite** – a single business case that combines Stages 1-3 into one report.

- **WelTAG standard** –separate reports at Stages 1 and 2 covering the long list of options and the short list, and Stage 3 including a full business case.

- **WelTAG plus** – these programmes and projects may need to supplement the integrated well-being appraisal with additional transport modelling and benefit-cost ratios.

Most projects in Wales should use WelTAG lite. This includes most active travel projects. WelTAG lite may also be appropriate for plans, policies and programmes where it is less important to appraise different options, and more important to align with well-being and take an integrated approach to policy development.

WelTAG standard should only be used for larger more complex projects and programmes, that are not a straightforward fit with Welsh Government priorities, may involve adverse well-being impacts (such as higher carbon emissions), be likely to involve compulsory land acquisition, and may potentially involve a public inquiry.

WelTAG plus should be used for large complex projects including projects that also require funding from the UK Government which also need to align with the requirements of UK TAG. WelTAG 'plus' supplements the WelTAG standard with additional work on benefit-cost ratios and more complex transport modelling.

Figure 7: WelTAG lite, standard WelTAG and WelTAG plus

WelTAG Stages	WelTAG lite	WelTAG standard	WelTAG plus
Stage 0 **case for change**	Case for change	Case for change	Case for change
Stage 1 **strategic outline case**	Business case + Integrated well-being appraisal	Strategic outline case	Strategic outline case
Stage 2 **outline business case**		Outline business case	Outline business case
Stage 3 **business case** **+** **Integrated well-being appraisal**		Full business case + Integrated well-being appraisal + Statutory impact assessments	Full business case + Integrated well-being appraisal + Evaluation plan + Statutory impact assessments + Modelling & benefit-cost ratios
Stage 4 **delivery**	Project or programme management	Statutory consents Additional design Procurement Project or programme management	Statutory consents Additional design Procurement Project or programme management
Stage 5 **monitoring and evaluation**	Annual performance reports	Annual performance reports	Annual performance reports + Evaluation

The WelTAG Technical Guidance will provide further details on how to choosebetween WelTAG lite, WelTAG standard and WelTAG plus.

Project or programme approvals or gateway reviews

Programmes or projects using WelTAG standard or WelTAG plus must go through one or more approvals (or gateway reviews) to assess progress before moving to the next stage. These will typically take place after each WelTAG stage.

These vary with different modes, but for example, Welsh Government has a key stage approval (KSA) process and a gateway assurance process for roads programmes and projects, whilst Transport for Wales (TfW) has gateway approval processes for rail investment and for active travel. Gateway reviews are a core part of programme or project governance. The need for gateway reviews should be identified in any project scoping document (see section 2).

In general, programmes or projects using WelTAG standard or plus must not proceed beyond Stage 1 unless they demonstrate a close fit with wider Welsh Government priorities for transport, set out in the Wales Transport Strategy and strong well-being benefits.

WelTAG and the five ways of working

All programmes and projects must explain how the five ways of working have been used and how they have shaped the programme or project.

It is not acceptable simply to provide a check list. Programmes or projects that do not do this will not be funded by Welsh Government.

The five ways of working set out in the Well-being of Future Generations (Wales) Act 2015 are long term, integration, involvement, collaboration and prevention. The five ways of working should inform each stage of the WelTAG process. And finally, the well-being section of the business case should explain how you have used the five ways of working to develop the programme or project. The Wales Transport Strategy explains how to use the five ways of working in transport programmes and projects, whilst the mini-plans explain how they apply to each mode and sector in Wales.

The engagement plan should explain how the five ways of working will be used and who is responsible for leading on them. Section 5: engaging with people, explains what should be in an engagement plan and shows the role that different people involved in planning transport programmes and projects can play in ensuring that the five ways of working are addressed.

The Technical Guidance will contain further templates and guidance.

Every transport programme and project in Wales must contribute to reducing carbon emissions from transport whether that is through improving existing infrastructure or services, behaviour change or reducing the need to travel or through providing new services and infrastructure.

WelTAG for predetermined options

Sometimes it may be necessary to develop and test an option that has already been chosen because it delivers against wider policy objectives – such as a manifesto commitment. In this case the Stage 3 process of developing the details of the proposal and how it can be delivered, and the supporting business case are still important. You can cast back to make sure that there is a robust case for change and consider (at least in outline) whether other options are still open. This will enable you to show that value-for-money is being secured. It may also result in the choice of a better option. You may also identify new opportunities to deliver wider benefits as part of that original option. As ever you should include the 'do nothing' or do minimum' option in any business case for comparison. The do-nothing option means just that, and the do-minimum option simply means continuing to maintain existing infrastructure. This may include modelling the impact of taking no action on the targets in the Wales Transport Strategy.

WelTAG and decarbonisation

One of the biggest challenges for transport policy in Wales is how to reduce carbon emissions from transport. In 2018 transport was responsible for 17% of carbon emissions in Wales and that is rising.

The Wales Transport Strategy commits to modal shift target designed to help deliver a significant reduction in carbon emissions from transport. It also commits to a range of other actions to achieve that including reducing the need to travel, adopting the sustainable transport hierarchy for new transport infrastructure and making better use of existing infrastructure, if necessary future proofing it.

Every transport programme and project in Wales must contribute to reducing carbon emissions from transport whether that is through improving existing infrastructure or services, behaviour change or reducing the need to travel or through providing new services and infrastructure.

It is important to account fully for the additional carbon produced by new transport schemes or groups of schemes.

Thinking about modal shift and decarbonisation must be built into the WelTAG process from the outset by thinking about it as part of stage zero, through identifying options and by showing how your final project will reduce carbon emissions.

When we review programmes and projects for funding, we will be looking at the cumulative impact of projects on decarbonisation as well as the impact of individual projects.

All transport programmes and projects funded by Welsh Government must include actions relating to behaviour change

Behaviour change

There is no point in investing in sustainable transport services and infrastructure unless people use them. Behaviour change is central to the third priority of the Wales Transport Strategy - encouraging people to make the change to more sustainable transport. This involves making sustainable transport options more attractive and more affordable and by adopting innovations that make it easier to use.

The COM-B model of behaviour change posits that to do a behaviour, an individual must have the capability to do it, the motivation to do it and external factors must provide them with the opportunity to do it. All transport programmes and projects funded by Welsh Government must include actions relating to behaviour change that address each of these – overcoming the barriers that prevent people from using sustainable transport (capability), delivering opportunities (investing in services or infrastructure) and activities or campaigns that help motivate people to make the change.

Section 2
the WelTAG planning stages

This section provides an overview of the WelTAG planning stages from making the initial case for change through options appraisal, the business case, delivery and evaluation.

Section 2: the WelTAG planning stages

WelTAG involves a series of project planning stages that follow the life of a project, programme or policy from early ideas to after it is completed.

They start with the very earliest thinking about what you might want to do, options appraisal and developing a business case. If you are successful in obtaining funding, it can also help you monitor, manage and promote your programme or project, and, once complete, how you will evaluate it. Each stage requires a written report as part of the programme or project assurance process.

The standard WelTAG planning stages are:

Stage 0 case for change – What are the strategic priorities for transport in Wales and in your area and what can you do to address them? Does not include options.

Stage 1 strategic outline case – which options do we have to meet those objectives? Which of those are the best?

Stage 2 outline business case – narrowing down your options to the point where you have an outline business case.

Stage 3 full business case – developing the programme or project proposal to the point where it is good to go, including a detailed business case.

Stage 4 delivery – if the programme or project is funded, WelTAG will help think about how to manage and monitor your project, working with partners.

Stage 5 monitoring and evaluation – you must provide annual progress reports on your programme or project and what it has delivered. Larger programmes or projects may also require a formal evaluation to answer questions such as did it work as intended? Did we do the right thing? Did we do it right? How did we contribute to meeting transport targets in Wales?

As noted, most projects in Wales will combine stages 1-3 into a single WelTAG lite business case. Nevertheless, it is useful to understand each of the stages.

The Annex provides quality checklists for WelTAG reports. The Technical Guidance will contain a more detailed questionnaire to help choose which level of WelTAG to use.

Stage 0 case for change (strategic assessment)

Welsh Government will not support programmes or projects that do not have a clear case for change at the outset. This section introduces the case for change.

The first stage in the WelTAG planning process is the stage 0 case for change. The case for change sets out high-level transport objectives and what you want to achieve. The stage 0 case for change is the foundation of the WelTAG process. Ultimately it explains why you need to do anything at all.

It is tempting to jump straight into planning a specific scheme such as a park and ride cycle route or junction upgrade. This approach risks wasting time and money because the project or package of works does not meet our priorities for transport.

In the 2017 WelTAG guidance the case for change was part of the stage 1 strategic outline case. WelTAG 2022 separates out stage 0 to ensure that all programme and projects are based on a clear rationale, even before people have begun to think about specific options. This change also aligns with the Department for Transport business case strategic assessment stage.

The case for change sets out with the high-level objectives. These must be based on our national and regional priorities for transport in the Wales Transport Strategy, your local or regional transport plan or existing approved plans such as active travel network maps (ATNM). Local well-being plans can also be useful. Those objectives need to take a long-term view of the issues and should be informed by engaging with people and partners through discussion and involvement.

Return to this rationale during the progress of your programme or project to ensure that the proposals are still justified and worth doing.

Because the case for change sets out to address a particular problem or opportunity, it should not address a particular transport mode or sector. However, the objectives should be SMART – specific to the problem or opportunity, measurable, achievable, realistic and timebound.

The case for change should be developed by the internal team leading the programme or project. It should not be prepared by consultants. In most situations the case for change should be agreed with key partners before progressing further.

The Annex provides a checklist for the case for change. Further details of the contents of the case for change, including the steps involved in developing the case for change will be set out in the technical guidance.

> Welsh Government will not support programmes or projects that do not have a clear case for change at the outset.

Programme or project scoping

Once the case for change has been set out and agreed with key partners, the programme or project manager must undertake a scoping exercise.

The purpose of scoping is to establish what kind of work and how much work is needed to develop the project, programme or policy. This will include establishing which approach to WelTAG to use and whether there are any mode specific requirements (see section five). Use screening to identify any likely statutory or non-statutory impact assessments and plan for stakeholder engagement (see section 5).

The programme or project manager should draft a scoping document setting out this information and any likely timescale and possible milestones, roles and responsibilities and programme or project governance. The scoping document should be agreed with relevant stakeholders before proceeding.

Once the scoping document is agreed, the project manager must brief and commission consultants or the inhouse team developing the project, programme or policy. It is vital that the team or individual leading on the project provides the team helping to develop the project with clear guidance on what is expected.

The Technical Guidance will include a programme or project scoping template and a model brief for commissioning consultants to undertake WelTAG studies.

> The purpose of scoping is to establish what kind of work and how much work is needed to develop the project, programme or policy.

Stage 1 strategic outline case

The next step is to explore a long list of options or ideas that might help achieve your objectives, and then to narrow that long list down to a short list.

Note that if you are using WelTAG lite you should combine stage 1 and stage 2 (see below) into a brief explanation of how and why you have chosen your final option, using the same broad approach as set out here.

To help do this, we have identified a menu of options to help you develop transport programmes or projects that align with the priorities for transport in Wales set out in the Wales Transport Strategy. That menu includes:

- **The option to do nothing or do minimum.** It is important to explore and if needed dismiss this option before going further. This includes exploring the impact of doing nothing on our targets for modal shift and other priorities in the Wales Transport Strategy.

- **Land-use planning options.** Sometimes a transport problem may not require a transport solution – there may be other ways of dealing with issues. Priority one of the Wales Transport Strategy is to bring services to people to reduce the need to travel on a daily basis so the menu of options includes planning options such as locating new services close to where people live, setting aside land for multi-modal hubs to transfer goods for last mile deliveries and remote working hubs to reduce the distances that people need to commute.

- **Options for more sustainable services.** Priority two of the Wales Transport Strategy is around allowing people and goods to move easily from door to door by sustainable transport services. Are there options to invest in public transport services? These can include options for improving the reliability, safety and frequency of services or extending their geographical reach. They could include integrated transport planning options to make it easier to switch between different types of transport, and improvements in the accessibility of public transport services.

- **Options to make better use of existing infrastructure.** The Sustainable Transport Hierarchy set out in priority two of the Wales Transport Strategy notes that we will make better use of existing infrastructure before investing in new infrastructure. Are there options to upgrade or make better use of existing infrastructure – for example to adapt to climate change or meet our accessibility obligations? Are there options for adapting infrastructure to support modal shift?

Use the menu of options to explore different ideas, including behaviour change options.

- **Options for new infrastructure using the Sustainable Transport Hierarchy.** Where we need new infrastructure, the Sustainable Transport Hierarchy gives priority to investing in infrastructure for active travel, public transport and ultra-low emissions vehicles over other private car use. Have you considered these options?

- **Behaviour change options.** Priority three of the Wales Transport Strategy is around behaviour change – finding ways to enable more people to use sustainable transport services. All programmes or projects should include behaviour change options that seek to address capabilities, motivation and opportunities. These might include better information, faster and more reliable services, better connectivity between services or innovations that encourage people to switch to more sustainable transport modes.

The nine mini-plans in the Wales Transport Strategy also contain specific actions for each mode and sector covering active travel, bus, rail, roads streets and parking, third sector, freight and logistics, maritime and aviation. These can also be used to identify options.

Be creative about options. Is there new technology that could address the problem? Are there digital solutions?

For many programmes or projects, options may involve packages of work rather than single discrete options. Options may be combined later, perhaps by mixing transport and non-transport interventions or complementing behaviour change measures with new services.

Note that the duties created by the Active Travel (Wales) Act 2013 in Wales mean that all local authority programmes or projects should include active travel options.

> For many programmes or projects, options may involve packages of work rather than single, discrete options.

Refining options

Once you have a long list of options, narrow them down using the five dimensions of a business case – strategic fit, well-being, affordability, deliverability and management.

You must also draw on the views of partners and stakeholders. At this stage, place more emphasis on assessing options against strategic fit and well-being.

Use the five ways of working to take a long-term view, involve the right people, seek ways to integrate different priorities, prevent future problems and collaborate with partners.

There may be no need to consider routes as options where a route has already been identified in a local plan or on an active travel network map (ATNM) and has therefore already been through a process of systematic appraisal. However, the WelTAG process can be used to establish the most appropriate infrastructure options for a particular route that deliver the greatest benefits.

Where WelTAG is being used to develop a programme or policy it may not be possible or useful to identify discrete, comparable options. In this case, use the five dimensions of a business case to help develop the approach.

The Annex provides a checklist for the strategic outline case. The Technical Guidance will include details of the menu of options as well as a strategic fit template, a well-being template and a summary template for reviewing options.

Stage 2 Outline business case

The next step is to narrow down the list of options, using the options appraisal process. The result should be short list of options that will prevent or solve your problems now and, in the future, meet our priorities for transport and your local priorities, are deliverable and potentially affordable. Note that if you are using WelTAG lite you will not require a stage 2 outline business case.

Use the five dimensions of a good business case to narrow down the options.

- **strategic fit:** which options fit best with your objectives (and thus the priorities in the Wales Transport Strategy as well as your local or regional transport priorities)? Explain why they are a better fit than others?

- **well-being:** which options will have the most beneficial impact on the social, environmental, economic and cultural well-being of people in Wales (use the well-being appraisal framework to do this)? At this stage you are simply anticipating likely impacts, based on existing data and information.

> There may be no need to consider routes as options where a route has already been identified in a local plan or active travel network map (ATNM) and has already been through a process of systematic appraisal.

All short listed options should be a strategic fit with the three priorities in the Wales transport strategy.

At stage 2 you will also need to think in more detail about whether the options meet the next three criteria:

- **affordability:** what are the estimated costs of each option likely to be and on that basis, which options are realistically going to be affordable or at least represent value-for-money?

- **deliverability:** what are the delivery challenges around each option? And on that basis, which options are we going to be able to practically deliver? Who would you have to collaborate with to deliver the option? What would they be worried about?

- **management:** what are the risks and oversight challenges around each option, and which options would be the easiest or most realistic to manage? What are the main risks and how will you manage them?

Continue to think creatively. For example, can you combine options to deliver more than one option?

You must support your arguments with data. This could be quantitative data about for example, traffic movement or costs or demand or more qualitative information about, for example the possible health benefits of each option or the impact on biodiversity.

By this stage, all short-listed options should already be a strategic fit with Welsh Government priorities, demonstrated by evidence against their fit with the three priorities in the Wales Transport Strategy. The preferred option should then be selected from the short-listed options by an evidence-based assessment of their contribution to wellbeing using the quantitative and qualitative measures in the integrated well-being appraisal framework.

At the end of stage 2 the review group (or other gateway approval process) should decide on the final option or package of works.

The Annex provides a checklist for the outline business case. The Technical Guidance will contain a suggested list of contents for the report.

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The full business case sets out the justification for chosen option and reassures your partners or funding body that your scheme is a good fit with strategic objectives, that it will have a beneficial impact on well-being goals, that the costs are robust, that it can be delivered and that you are able to manage key risks.

Stage 3 business case

Stage 3 WelTAG involves developing a full business case which sets out the justification for the programme or project. It should be supported by more detailed design and delivery information and may also need to include a procurement exercise as an integrated well-being appraisal and any statutory impact assessments that are required.

By now there should be a clear idea of the project, programme or policy and how it can be delivered, as well as its potential wider benefits. You should have involved a range of stakeholders, as set out in your engagement plan, and they should be supportive of the project. However, more work may be needed to refine the design and approach, to understand costs and delivery, and make sure that risks and impacts have been anticipated.

At the end of this stage you should have enough information to make an application to a funding body such as Welsh Government. You should be able to provide enough information to make an informed decision.

Before preparing a full business case, you will need a more detailed scheme description for your work package or preferred option. The better you can describe your project, policy or programme, the better you will be able to identify costs, assess risks and impact as part of your business case (see below).

The preferred option will most likely involve a series of work packages that will deliver the objectives. Those work packages could include new services, infrastructure upgrades or behaviour change activities such as campaigns, information or integrated journey planning.

The **full business case** sets out the justification for chosen option and reassures your partners or funding body that your scheme is a good fit with strategic objectives, that it will have a beneficial impact on well-being goals, that the costs are robust, and that it can be delivered and that you are able to manage key risks.

There are five sections to a good business case – strategic fit, well-being, affordability, deliverability and management.

The strategic fit section explains how your project policy or programme fits with wider Welsh Government, regional and local priorities.

The well-being section explains how well-being has been considered in the choice of options and design of the final project policy or programme. All projects, policies and programmes must provide a separate integrated

well-being appraisal which explains impacts your project might have on well-being and what action you have already taken as part of the design process to reduce or avoid any harmful impacts. For less complex projects this can be brief.

The affordability section provides more precise costs for your programme or project including short- and long-term capital and revenue costs.

The delivery section explains how your programme or project will be delivered and how the tendering or procurement process can be used to secure the delivery of some of the wider well-being benefits of the programme or project – such as skills, the protection of biodiversity or community benefits.

Finally, as part of the business case you should set out your plans for evaluating your programme or project and how you will measure success.

Section 3 provides further details of the five dimensions of a business case and section 4 provides further guidance in integrated well-being appraisal.

Stage 4 delivery

If you are successful in obtaining funding the fourth stage of WelTAG involves delivering the project, policy or programme. The full business case should already explain how the project will be delivered and managed.

For larger projects such as road and rail programmes or projects, or major upgrades to infrastructure or new infrastructure, this stage will involve additional detailed design work including the preparation of detailed specifications (see section 5).

It will also involve obtaining the relevant statutory consents or regulatory approvals and any public inquiries. This stage will also involve project procurement, including detailed specifications and contracting arrangements.

Project or programme delivery itself will involve putting in place appropriate arrangements for oversight and management of the project including compliance, and monitoring costs.

The Annex provides a checklist for programme or project delivery.

Not every transport project needs a full evaluation. For projects using WelTAG lite an annual progress report should provide sufficient information about how you achieved your objectives. Projects using WelTAG plus (including large projects, for projects that involve innovative delivery methods, or projects that are part of a wider programme) must provide full project evaluation after the project or programme is completed.

Stage 5 Monitoring and evaluation

If you have had grant funding from us, we will ask you to provide regular annual progress reports to ensure that the programme or project is hitting its milestones and being delivered effectively and efficiently. You may also need to provide regular delivery updates to your sponsor or senior team.

An **annual progress report** includes information about what your programme or project has achieved. The contents of an annual progress report are a less detailed version of a full evaluation report. It provides details about your project and any changes to it and how you implemented your engagement plan, and explains what difference your project made to people, what worked well, what did not and the lessons you learned for the future.

Like other funders, we recognise that things can change during the delivery of a programme or project including unforeseen risks. As a result, you may need to revise your programme or project. Identify any issues as early as possible. Regular updates to us, as well as annual progress reports can help identify issues early.

For larger and more complex projects the final stage is to evaluate and review the project after it has been delivered.

Monitoring is the process of collecting data that will enable you to assess whether the programme or project has delivered what was intended. In contrast, evaluation is the systematic assessment of the design, implementation and outcomes of an intervention, to understand its effects and what can be improved. It is an opportunity to look back at what difference your programme or project made, and what lessons might be learned for the future and hopefully to provide peer-to-peer advice to others. Information from evaluation reports also help us to refine our grants processes for the future.

Not every transport project needs a full evaluation. For projects using WelTAG lite an annual progress report (see above) should provide sufficient information about how you achieved your objectives. Projects using WelTAG plus (including large projects, for projects that involve innovative delivery methods, or projects that are part of a wider programme) must provide full project evaluation after the project or programme is completed. This includes information about what the programme or project delivered (outputs) but also the outcomes or differences that your project made. Projects or programmes using WelTAG plus must include an evaluation plan with the full stage 3 business case.

The Annex provides a checklist for the annual progress report and the evaluation plan. The Technical Guidance will include more detail on the contents of each.

Going back a stage

Transport projects, policies and programmes can be big, complex and take time. Often circumstances change during the planning. Sometimes you can accommodate those changes by simply tweaking the project. Where the change in circumstances presents a significant risk to the success of the project, it may be necessary to rethink the programme or project. In this case, do not be afraid to go back a step. Review the long list of options or even revisit the stage 0 case for change. Having a clear sense of whether the reasons why you need to take action are the same or have changed, and whether your objectives are still the right ones or no longer valid, can help you reassess your options and your final scheme. You may also need to go back a stage if planning work is more than five years out of date.

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Section 3

the WelTAG business case

This section provides more detail on the five dimensions of a WelTAG business case to help you to develop a transport programme or project that meets our priorities for transport in Wales.

Section 3: The WelTAG business case

Whilst all funding streams will have different requirements there are some common principles for a good business case. These are set out in the HM Treasury Green Book, the HM Treasury business case Guidance for Projects, the HM Treasury business case guidance for programmes, and the Department for Transport guidance on full business cases (see further reading below). HM Treasury also provide training and accreditation in the Better Business Case methodology.

WelTAG broadly follows the UK Department for Transport full business case guidance. The key differences in Wales are that the strategic dimension must reflect strategic priorities in Wales including the priorities set out in the Wales Transport Strategy. The economic dimension has been renamed the well-being dimension (or case) to reflect the requirement to consider well-being in public policy that arises from the Well-being of Future Generations (Wales) Act 2015.

If your programme or project will require funding from UK government, use TAG. If it involves rail investment from UK government, you should use rail processes such as PACE or GRIP. However, if you need funding from Welsh Government you must also show how your project is a strategic fit with Welsh Government policies and addresses well-being in Wales.

Welsh Government does not publish separate guidance on business cases but the five dimensions of a good business case are reflected in the five value-for-money criteria for funding transport programmes and projects. They can be summarised as:

Strategic fit – demonstrates the strategic fit with our priorities in Wales (in TAG this is the strategic dimension)

Well-being – impact on the well-being of people in Wales (in TAG this is called the economic dimension)

Affordability – the affordability of the short- and long-term costs of the programme or project (in TAG this is called the financial dimension)

Deliverability – how the programme or project will be procured and delivered and by whom (in TAG this is called the commercial dimension)

Management – how the programme or project will be overseen and how risks will be managed (this is also called the management dimension in TAG)

As noted, these five criteria must be used at earlier stages of WelTAG to inform the case for change, to assess individual options and to select the preferred option. They also form the basis of the full business case.

> If your programme or project will require funding from UK government, use TAG. If it involves rail investment from UK government, you should use rail processes such as PACE or GRIP. However, if you need funding from Welsh Government you must also show how your project is a strategic fit with Welsh Government policies and addresses well-being in Wales.

Before you finalise the business case

The quality and robustness of the business case depends on having a sufficiently detailed description of the project, programme or policy. Before you complete the stage 3 business case, you must have the following information in place (as a minimum):

- the case for change,
- the earlier work on options appraisal,
- a detailed scheme description or project design, describing the project, programme or policy and how it will be delivered,
- an integrated well-being appraisal report supported by any statutory or regulatory impact assessments,
- feedback from your engagement and involvement activities, and
- an evaluation plan (WelTAG plus only).

The detailed scheme description or project design is essential. For a new transport service, specify the outcomes and outputs – what services will be delivered by whom, and to what standards? For a capital project a project specification setting out the design, location and route of any new or improved infrastructure is needed. This must take the results of stakeholder engagement, well-being appraisal and statutory impact assessments into account. Where the project, policy or programmes involves other options such as behaviour change programmes, provide details of the outcomes – what the programme will deliver and how it will be delivered. It may include a specification for the delivery of campaigns, public engagement or information around transport interventions. For IT solutions, set out the project outcomes and outputs.

Strategic fit

This part of the business case explains how the proposals fit with wider strategic priorities in Wales including transport priorities and priorities set out in the Programme for Government. It is based on the underlying stage 0 case for change and grounded in the strategic context including:

- the strategic context for transport, set out in the Wales Transport Strategy, the regional transport plan and any local transport priorities,
- strategic priorities for government set out in the Programme for Government and in other government policy documents including Net Zero Wales,
- current priorities for expenditure set out in the National Transport Delivery Plan and the Wales Infrastructure Investment Strategy,
- local and regional strategic priorities set out in local plans,
- relevant legislation and duties including the Active Travel (Wales) Act 2013,
- existing agreed priorities set out in active travel network maps (ATNM), and
- the specific criteria for any grant schemes you may be applying for.

You should also show how your programme or project will fit with and contribute to regional or local priorities, set out in the local development plan or emerging regional transport plan.

It is important not to see transport in isolation. Therefore, it is useful to understand three related strategic contexts – transport, place and people.

For **transport**, the strategic context is set out in the Wales Transport Strategy and any local or regional transport plans. It is also important to understand the UK wide strategic context if you are dealing with transport modes such as rail, maritime transport, or aviation that are not devolved to Wales. You may also need to understand current transport data and patterns.

Place is about understanding the national, regional or local places that will potentially benefit from your transport intervention. The local development plan or Future Wales will help provide the wider land-use planning, and place- based context for transport.

Finally, **people** is about understanding the strategic context for people and communities who might be impacted by, or benefit from, your potential programme or project. This includes understanding the wider social, economic, environmental and cultural context such as socio-economic deprivation or health issues that shape people's lives in your area.

Timing

Consider strategic fit as part of the stage 0 case for change and also during the stage 1 and 2 process of identifying options as well as in the business case.

See also the business case checklists in the Annex. The Technical Guidance will include templates for assessing options against strategic fit including details of fit with the priorities in the Wales Transport Strategy.

Well-being

This section of the business case identifies the wider impact of your programme or project on well-being.

In Wales the Well-being of Future Generations Act (Wales) 2015 provides a broad framework for thinking about well-being and that is the basis of the economic case in Wales. The Wales Transport Strategy shows how transport can contribute to the well-being goals through four long term well-being ambitions – good for people and communities, good for the environment, good for places and the economy and good for culture and the Welsh language.

The full business case should explain how your programme or project will contribute to well-being. It should summarise the more detailed integrated well-being appraisal.

Integrated well-being appraisal uses quantitative and qualitative measures to assess well-being impacts in a structured way, based on the four ambitions in the Wales Transport Strategy. These are set out in the integrated well-being appraisal framework (IWBAF). It will almost certainly need to be supported by the relevant statutory and regulatory impact assessments.

Further guidance on integrated well-being appraisal is set out in section 4 below.

It is particularly important to support it with good data, especially if you are not providing additional benefit-cost modelling. The integrated well-being appraisal framework provides both quantitative and qualitative measures. Those measures include the targets for transport in Net Zero Wales. You must show how your programme or project will contribute to these.

Timing

Do not wait to think about well-being until after you have finished designing your programme or project. Start to think about well-being at the earliest stage of developing your project (stage 0 case for change). Think about well-being as you go through the process of options appraisal and filter out options that do not contribute to well-being. As noted above, more detailed statutory impact assessments should be completed before you write your business case. This will ensure that by the time you come to complete the stage 3 business case you will be able to show how you have taken well-being into account in designing your project. You will also be able to explain how your programme or project will contribute to well-being and how you have dealt with any potential conflicts.

Further information about integrated well-being appraisal is set out in section 4 below. See also the business case checklists in annex two. The Technical Guidance will include templates for integrated well-being appraisal.

Affordability

This section of the business case concentrates on the affordability of the scheme including short and long-term costs, funding arrangements and technical accounting issues.

In TAG it is called the financial case. It covers both capital and revenue requirements over the lifetime of the programme or project and the implications of these for the balance sheet, income and expenditure accounts for public sector organisations.

As noted, there must be a detailed scheme description or project design in place before the affordability section of the business case can be finalised. This should specify the required outputs in enough detail to be able to make robust assessments of the likely short and long-term costs of the scheme.

Identify both the initial capital costs of the programme or project and the lifetime revenue costs including the costs of maintaining and managing infrastructure and the ongoing costs of providing a service. Those costs should include administration, resource and capital costs over the whole life of the programme or project.

In relation to the lifetime costs of the programme or project, explain when they will occur. Set out the price at the time they will occur including allowances for inflation and who will pay what costs and when, including maintenance liabilities. The costings must identify the sums allowed for contingencies and risks. If possible, a whole-life costing approach should be taken including the costs for re-use or disposal at the end of life. The costs associated with securing and delivering well-being benefits must also be identified, including environmental, social and cultural impacts.

Any funding gap must be made clear. Potential sources of external funding the meet capital and revenue shortfalls should be identified, and the requirements and criteria of those funding bodies stated. Risks affecting the level and timing of income from third parties, such as fares income from users, should be identified. Where these revenue streams come from the private sector, there should be links to the deliverability case (below)

The source of funding should be set out. You must identify where the money will come from at the different project stages, including capital and revenue sources, as well as any likely requirements from the funding body.

If funding involves borrowing, explain how robust the arrangement is and any risks associated with servicing the repayment and interest. Identify any accounting implications.

Timing

Whilst most of the detailed work on costings takes place at later in the planning process, affordability must be consider at the outset.

The stage 0 case for change must take into account potential sources of funding and the likely affordability, although only in outline. As the programme or project progresses through the stage 1 and 2 options appraisal process, use affordability to narrow down options. The stage 3 business case must include more detailed and more robust costs for the programme or project. During the delivery of the project (stage 4) you must manage costs including dealing with any contingencies, risks or unforeseen processes. At stage 5 tell us about cost changes in the annual progress reports.

The Technical Guidance will include further guidance and templates for setting out project costs. See also the checklist for project managers in the Annex.

Deliverability

This section of the business case explains how the programme or project will be delivered and by whom.

In TAG it is called the commercial case. It sets out the viability of the project and the procurement strategy that will be used to engage the market.

This section explains whether a scheme will be viable, whether it is going to be possible to procure the scheme and then continue it into the future. It considers how the private sector might be involved in each option. If the private sector is involved, it also looks at issues such as contractual and staffing arrangements, and the commitment to Fair Work.

If the scheme also requires planning consent or other statutory permissions, it should explain how these will be addressed and how any potential changes to the project or programme will be considered (see section 6).

As noted above it can only be completed after you have a reasonably detailed scheme (or policy, or programme description or project design in place.

For projects or packages of work, it is important to set out the procurement strategy. This explains the project will be sourced and paid for, and details of the contractual issues including the length of the contract and how it will be managed, and how you will secure the wider impacts and benefits. It also sets out issues around risk including who will take on risks around demand, planning consent, or revenue availability. It also identifies mechanisms to incentivise performance, efficiency and innovation. For policies and programmes you must also explain how they will be delivered.

The deliverability section of the business case must cover the

- any requirements for planning consent or other permissions and agreements
- procurement strategy including your sourcing options,
- payment mechanisms and pricing framework,
- risk allocation and transfer, and
- contract length and management and key clauses

Explain how the well-being benefits will be secured. For example, if you will expect the organisation who delivers your project to include an element of community benefit such as new apprenticeships, or training and skills how they be secured? What contracting arrangements will be put in place to secure community, environmental, design or other benefits and how will those benefits be delivered?

This section should also explain the long-term delivery and operational aspects of the project, programme or package of works. Who will be responsible for delivering any new services? How will any new infrastructure be maintained and operated and by whom? How will the behaviour change measures be implemented and by whom?

If the project, policy or programme might have an impact on biodiversity or ecosystem resilience, for example, how will you ensure that the successful contractors or partners deliver those benefits to a proper standard? Who will monitor and oversee it?

See also the business case checklist in The Annex. The Technical Guidance will include a template for the delivery section of the business case.

Timing

Most of the work on deliverability can only be completed once there is a clear case for change, and an initial review of options. However for complex infrastructure projects there may need to be feasibility reviews of different options and specific work needed in relation to planning consent (see section 6 below). More detailed work on deliverability should proceed together with work on costings as they will be closely related. This is particularly important for understanding the long-term revenue implications of any new services, facilities or infrastructure.

Management

This part of the business case is about how the programme or project will be overseen, managed and delivered.

It reassures us that your programme or project is achievable and that you and the delivery partners have the capacity to deliver it.

Again, this section of the business case cannot be completed unless there is a detailed scheme description or project design in place and the other sections of the business case including the sections on affordability and delivery are also in place.

This section of the business case covers planning, governance, risk management, communication and stakeholder management and how you will make sure that benefits are delivered. It must set out:

- the programme or project and what will be delivered including work packages and timings,
- what arrangements you have made for a review group and who will be on it,
- milestones and decision points,
- how stakeholder engagement will be managed during delivery,
- risk management – which risks will fall to you and which to your delivery partner
- project or programme governance arrangements,
- arrangements for monitoring and evaluating the project or programme,
- how an future operations and maintenance requirements will be governed, and
- any data and information security issues related to the project or programme and how they will be managed including compliance.

Note that this should cover both the governance of any immediate works or services, as well as the governance of ongoing delivery.

This section must also set out arrangements for decision points and gateway reviews. For example, if the scale of the projects or the costs change, who will make decisions?

Explain how the project, policy or programme will be monitored or evaluated. For smaller, lower risk projects using WelTAG lite must provide annual progress reports, whilst larger, higher risks projects using WelTAG standard and plus must provide a full evaluation plan.

Set out a risk management process that explains how risks will be identified and dealt with, and what contingency arrangements are in place to deal with changing circumstances.

See also the Section 7 business case checklist for the project manager. The Technical Guidance will provide further advice on completing this section of the business case.

Timing

Whilst it is important to think about how the project or programme will be managed at earlier stages, the bulk of this section of the business case cannot be completed unless the scheme is well developed, the appraisals are in places, delivery issues considered and costs have been finalised.

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Section 4
Integrated well-being appraisal

This section introduces integrated well-being appraisal for transport programmes and projects in Wales.

Section 4: Integrated well-being appraisal

Integrated well-being appraisal is a rigorous, structured approach to understanding the impact of a programme or project on well-being. It involves a comprehensive assessment of the potential impacts on well-being, using quantitative and qualitative information. That information is then used to design in benefits and design out any potentially harmful impacts at each stage of the WelTAG process.

All transport programmes and projects funded by Welsh Government in whole or in part must deliver well-being benefits to people in Wales in accordance with the Well-being of Future Generations (Wales) Act 2015.

The key tool for doing this is the integrated well-being appraisal (formerly the integrated assessment report). Integrated well-being appraisal is a rigorous, structured approach to understanding the impact of a programme or project on well-being. It involves a comprehensive assessment of the potential impacts on well-being, using quantitative and qualitative information. That information is then used to design in benefits and design out any potentially harmful impacts at each stage of the WelTAG process.
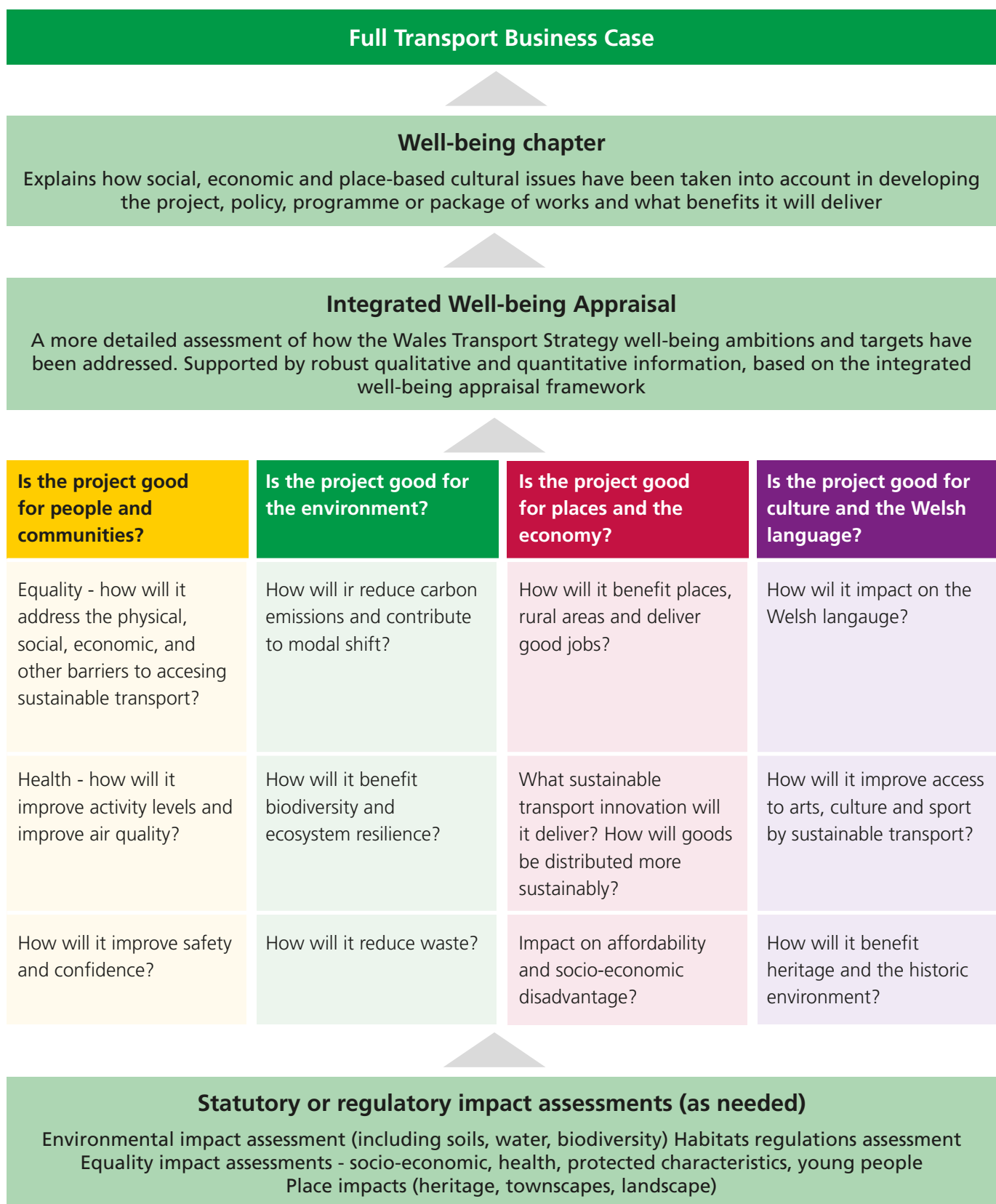
All transport programmes, policies and projects funded by Welsh Government must include an integrated well-being appraisal as part of the business case. Integrated well-being appraisal asks four key questions:

- How will the programme or project benefit people and communities?
- How will it benefit the environment?
- How will it benefit places and the economy?
- How will it benefit culture and the Welsh language?

These questions address the four ambitions in the Wales Transport Strategy and cover more detailed goals on equality, health, safety, carbon emissions, biodiversity and ecosystems resilience, waste, place-making, innovation, freight, the Welsh language, culture and the historic environment, as well as the specific targets on modal shift.

Integrated well-being appraisal does not replace the need for other statutory or regulatory impact assessments, including environmental, habitats, Welsh language, heritage, health or other assessments. However it should summarise the results of those impact assessments to provide an overall picture of how the project, programme or policy will address well-being.

Figure 8: Well-being appraisal in WelTAG

Full Transport Business Case

▲

Well-being chapter
Explains how social, economic and place-based cultural issues have been taken into account in developing the project, policy, programme or package of works and what benefits it will deliver

▲

Integrated Well-being Appraisal
A more detailed assessment of how the Wales Transport Strategy well-being ambitions and targets have been addressed. Supported by robust qualitative and quantitative information, based on the integrated well-being appraisal framework

▲

Is the project good for people and communities?	**Is the project good for the environment?**	**Is the project good for places and the economy?**	**Is the project good for culture and the Welsh language?**
Equality - how will it address the physical, social, economic, and other barriers to accesing sustainable transport?	How will ir reduce carbon emissions and contribute to modal shift?	How will it benefit places, rural areas and deliver good jobs?	How wil it impact on the Welsh langauge?
Health - how will it improve activity levels and improve air quality?	How will it benefit biodiversity and ecosystem resilience?	What sustainable transport innovation will it deliver? How will goods be distributed more sustainably?	How will it improve access to arts, culture and sport by sustainable transport?
How will it improve safety and confidence?	How will it reduce waste?	Impact on affordability and socio-economic disadvantage?	How will it benefit heritage and the historic environment?

▲

Statutory or regulatory impact assessments (as needed)
Environmental impact assessment (including soils, water, biodiversity) Habitats regulations assessment Equality impact assessments - socio-economic, health, protected characteristics, young people Place impacts (heritage, townscapes, landscape)

The contents of an integrated well-being appraisal report should address each of the questions, showing how:

- well-being has been integrated into the design of the programme or project from the earliest stages,
- the project, policy or programme will deliver well-being benefits
- any potentially negative impacts have been avoided or reduced
- well-being benefits will be secured during delivery and monitored or evaluated afterwards and
- how people have been involved in the process and how feedback has been taken on board.

The assessment should be rigorous and objective, supported by the relevant data. Some of that data will come from statutory impact assessments and from the range of measures, goals and targets in the framework. Other data will come from transport modelling, or issues such as air quality or health studies. You should also draw on other sources of data including the data and trends set out in the Future Trends report published by the Future Generations Commissioner.

More detailed guidance on integrated well-being appraisal, including impact tables, will be published in the Technical Guidance.

The integrated well-being appraisal framework (IWBAF)

Integrated well-being appraisal uses a set of qualitative and quantitative measures in the integrated well-being appraisal framework (IWBAF).

The qualitative measures are the more detailed goals set out in the Wales Transport Strategy under each well-being ambition including equality, health, confidence, the environment and more. The quantitative measures include the targets set out in the Wales Transport Strategy and Net Zero Wales. Data from statutory and regulatory impact assessments should also be included.

Figure 9: Summary of the integrated well-being appraisal framework

Qualitative 'measures'		Quantitative measures	
Wales Transport Strategy well-being ambitions	Well-being objectives Equality	Targets & performance standards	Sources of data
Good for people and communities	Health (noise, air quality, activity levels) Safety & confidence	Contribution to modal shift and decarbonisation targets in Net Zero Wales and Wales Transport Strategy + Relevant measures from the Wales Transport Strategy monitoring framework	Local well-being reports Transport user data and feedback Regional transport models Data from regulatory and statutory impact assessments (environmental, habitats, heritage, landscape, water, soils, air quality, equality)
Good for the environment	Decarbonisation Biodiversity Waste		
Good for places and the economy	Placemaking Economy		
Good for culture and the Welsh Language	Welsh language Arts, sports & culture Historic environment		

The use of benefit-cost ratios in Wales

A benefit-cost ratio (BCR) expresses impacts and benefits in monetary terms. It is a calculation that sets the costs of a scheme against monetized benefits. As noted above, most individual projects in Wales will not require benefit-cost calculations.

Instead, a robust, rigorous evidence-based integrated well-being appraisal, using the measures in the integrated well-being appraisal framework (IWBAF), and drawing on evidence from statutory impact assessments, will suffice. That IWBA should be supported by qualitative and quantitative data. And where there are conflicts between well-being goals, the IWBA should show how they have been resolved in the design of the programme or project. This should be supported by details of current and future costs of the programme or project set out in the affordability section of the business case.

A small number of large, complex projects that involve significant amounts of public money may supplement the IWBA with more detailed benefit-cost calculations. Many of these projects are likely to require funding from both Welsh Government and the UK Government. They will therefore need to comply with the requirements of UK TAG as well as WelTAG.

A small number of large, complex projects that involve significant amounts of public money may supplement the IWBA with more detailed benefit-cost calculations.

However, where such projects require funding from Welsh Government two sets of benefit-cost ratios will be needed – one that includes travel time savings as a benefit, and a second set that exclude the benefits delivered by travel time savings. In addition, monetised time savings should be separated out to show the distribution of time savings (for example 0-2 minutes, 2-5 minutes and 5 minutes plus). This will enable decision makers to see the impacts and the distribution of benefits separately and aid them in making judgements on the impact of the time savings in achieving Welsh Government policy objectives.

Travel time savings will only be weighed as a benefit by ministers if they support the priorities and ambitions of Llwybr Newydd, that is to improve journey times for active travel and public transport to make them time-competitive against the private car and encourage modal shift to more sustainable modes of travel. Travel time savings for car drivers may encourage more car use and so undermine Welsh Government priorities to promote modal shift to other modes and to reduce car use and associated carbon emissions.

Future forecasting

Future forecasting involves predicting likely future trends in transport and travel, based on expected changes in incomes, prices, demographic structures, employment, leisure, and other factors, using these forecasts to assess future transport needs and the value-for-money of different ways of meeting them.

Again, only programmes and projects using WelTAG plus must supplement the Integrated Well-Being Appraisal with complex future forecasting. Projects that are using these techniques as part of the wider business case to justify investment, should ensure that models and calculations reflect Welsh Government priorities, including equality (including health), decarbonisation and social justice.

Whilst this need not be explicitly modelled, all schemes should consider the likely future of the Welsh transport system in developing objectives and appraising options. This future should be grounded in Llwybr Newydd: the Wales Transport Strategy which sets out a future where the need to travel is reduced as services are increasingly digital and are closer to people, where people increasingly move by walking, cycling, bus and rail and goods are transported in a more sustainable way. Net Zero Wales sets out an explicit future where the number of car miles travelled per person reduces by 10% by 2030, in line with this, the baseline for the future should assume that road usage is reduced in line with this target.

Timing

Do not leave it to the final stages of the business case before considering well-being as part of the project, policy or programme. Consider well-being impacts and benefits from the very earliest stages of the project, and use well-being considerations to help select options, to design the actual scheme and consider costs.

Figure 10: How well-being should be assessed at each stage of WelTAG

WelTAG stages	WelTAG standard or plus	WelTAG lite
Stage 0 case for change	Include well-being outcomes in the case for change.	Include well-being outcomes in the case for change.
Programme or project scoping	Identify what additional statutory or regulatory impact assessments may be needed.	
Stage 1 strategic outline business case	Use the IWBAF to anticipate potential impacts of each option.	Use the IWBAF to show how well-being has influenced the choice and design of the final option. Provide an integrated well-being appraisal.
Stage 2 outline business case	Use the IWBAF to narrow down the short list of options.	
Stage 3 full business case	Use the IWBAF to design the final option. Provide an integrated well-being appraisal. Provide statutory impact assessments.	
Stage 4 delivery	Secure well-being benefits in contract documentation. Ensure well-being benefits are delivered.	Ensure well-being benefits are delivered.
Stage 5 monitoring and evaluation	Include well-being measures in the annual performance report. Evaluate well-being outcomes.	Include well-being measures in the annual performance report.

Section 5
Engaging with people

This section sets out why and how you must engage with people as part of WelTAG and how to develop a plan to do that.

Section 5: Engaging with people

You must engage with stakeholders as part of the WelTAG process. Some people or groups may need to be directly involved in (or participate in) developing and delivering your programme or project; some you may need to engage with to understand their perspective whilst some may be people that you need to consult with before you can finalise your project.

Engaging with people has many benefits. It can help you improve the quality of your programme or project and avoid any unintended harmful consequences. It can help the team to design services or infrastructure that will meet people's needs. Engagement can help you develop a programme or project that can be delivered, and it can also ensure that you bring key influencers with you.

Engagement also helps deliver against the five ways of working set out in the Well-being of Future Generations (Wales) Act 2015; involvement and collaboration are two of the five ways of working that public bodies in Wales need to adopt.

Finally one of the biggest benefits of engaging with people is to help inspire behaviour change. There is no point in investing in sustainable transport services or infrastructure unless people use them. As noted, behaviour change is one of the three priorities in the Wales Transport strategy and all projects funded by Welsh Government should include elements of behaviour change.

Engaging with people has many benefits. It can help you improve the quality of your programme or project and avoid any unintended harmful consequences. It can help the team to design services or infrastructure that will meet people's needs. Engagement can also ensure that you bring key influencers with you.

The WelTAG engagement plan

Whether your programme or project is complex or simple you must tell us how you have engaged with people. Engagement is not just consulting people – it also means involving people in line with the five ways of working in Wales.

An engagement plan sets out how you will do that. Draft the plan at an early stage and update it as the programme or project develops. For a simple project an engagement plan might be two sides of paper – for a programme or complex project it could be longer. An engagement plan should address five key topics:

- who you want to engage with,
- why you want to engage with them,
- how you will engage with them,
- when you will engage, and
- what you will do with the feedback they provide.

The last is the most important as there is no point in engaging with people unless you are prepared to respond to feedback and inform the design of your programme or project.

The Technical Guidance will provide further details on the contents of an engagement plan and how to think about how best to engage with different groups. It also includes templates to identify different groups of stakeholders and to think about different ways of engaging. This includes collaboration and co-production where it is important to actively involve people outside your organisation in delivering a programme or project.

It will also include further guidance on including behaviour change elements in your programme or project, and how engagement can help you design and deliver these.

You will also need to report on the results of your engagement, as part of the business case for your project, including whether your project is acceptable to different groups, and how you have taken their views into account in designing the project.

Engagement is not just consulting people – it also means involving people in line with the five ways of working in Wales.

Review group

The engagement plan may include arrangements for a project, programme or policy review group. This is the group of key stakeholders who need to review elements of your project.

The purpose of a project, programme or policy review group is to provide feedback and constructive challenge before progressing. The review group should involve people with expertise in key areas of well-being appraisal, including social, economic, environmental, place based and cultural impacts. The review group should also involve representatives of people likely to be most affected by the potential project, programme or policy. All projects, policies and programmes will require input by somebody with expertise in active travel drawn from one of the many organisations representing transport users, cyclists or pedestrians. The group should also include representatives of major partner organisations or stakeholders.

WelTAG roles and responsibilities

It is as important to get the management, governance and oversight of the WelTAG process right, as it is to get the content right.

People involved in the WelTAG process must understand their roles and responsibilities. These include:

Ministers and officials
Ultimately decisions about funding for transport in Wales are made by Welsh Government Ministers against their national priorities, but individual decisions may be delegated to officials in Welsh Government, Transport for Wales or local authorities, as part of programmes such as grant schemes which have been signed off by Ministers. Officers or other decision-makers will need sufficient information about projects to make an informed decision, using the five criteria.

Corporate Joint Committees
These bodies (will) bring together multiple local authorities to oversee regional transport planning as well as other functions. Corporate Joint Committees will set the regional transport priorities on which regional and local WelTAG programmes and projects will be based. They have a vital role in aligning transport and development priorities – particularly the need to bring services closer to people to reduce the need to use cars on a daily basis.

Project sponsor (SRO)
This is the person responsible for the strategic oversight of the programme or project. They make the wider connection between the project and other policy areas – such as planning or health. They must provide regular updates to directors, Ministers or elected Members on the progress of the project, alerting them to any emerging risks. They will also need to support the team developing the project, helping to collaborate with others.

This WelTAG guidance is primarily written for the project, programme or policy manager. They ensure that the work is proportionate and tailored to the needs of the work; lead any stakeholder engagement events and oversee the review group meetings.

WelTAG reports must be brief, easy to read and accessible. Put detailed information in annexes.

Project, programme or policy manager

This WelTAG guidance is primarily written for the project, programme or policy manager. They oversee the development and, eventually, delivery of the project, programme or policy. During the WelTAG process they ensure that the work is proportionate and tailored to the needs of the work; lead any stakeholder engagement events and oversee the review group meetings. During the delivery stage (stage 4) they oversee project delivery and are responsible for monitoring and evaluation at stage 5 including submitting annual progress reports.

Consultant/transport planner or appraiser

The project manager may need to commission an external organisation to develop the detailed programme or project design and the business case. As well as providing expertise in transport projects and appraisal, an external consultant should help the project manager ensure that the WelTAG reports are tailored to their needs and requirements. The project manager may ask the consultant to lead on some elements of stakeholder engagement such as convening the review group.

Whilst the consultant may have expertise in modelling or appraisal, it is equally important that they understand the wider role of transport as an enabler and can support the project manager in designing a project that delivers well-being. Their reports must be brief, easy to read and accessible.

Review group member

As noted above, larger transport projects will need a review group to involve stakeholders in advising on the project, programme or policy. The members of a review group support the project manager by identifying key issues and risks and helping find solutions. They can also help the project team to develop the best possible business case. They are not there to make the final decision on the project, programme or policy. Members who represent a particular group may also have wider responsibility for representing the views of that group on the review panel. The review group is only one element of the wider engagement process (see below).

The five ways of working

Each of the different people involved in WelTAG can play an important role in ensuring that the five ways of working are embedded throughout the WelTAG process.

For example the project sponsor plays a key role in *integration* – taking a strategic overview of the project to understand how it contributes to wider agendas, such as decarbonisation, equality, health or the economy. They should reach out to other policy areas in local or national government to ensure that the programme or project is aligned with other goals. The project manager ensures that the project addresses each of the five ways of working and a particular role in *collaboration* through how the project is delivered. The engagement plan will show how people have been *involved* in the development of the project.

The consultant/expert transport appraiser ensures that the WelTAG process is taking a *long-term* view by providing the data and analysis to understand the longer-term impacts of the programme or project. They have a vital role in *involvement* through coordinating consultation and engagement strategies. The integrated well-being appraisal will contribute directly to *prevention*. Review group members help the project manager to ensure that the right people are *involved* in the development of the project.

Long-term

The importance of balancing short-term needs with the needs to safeguard the ability to also meet long-term needs
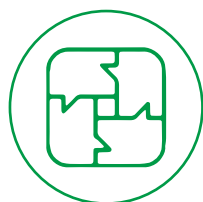
Integration

Considering how the public body's well-being objectives may impact upon each of the well-being goals, on their objectives, or on the objectives of other public bodies

Involvement

The importance of involving people with an interest in achieving the well-being goals, and ensuring that those people reflect the diversity of the area which the body serves

Collaboration

Acting in collaboration with any other person (or different parts of the body itself) that could help the body to meet its well-being objectives

Prevention

How acting to prevent problems occurring or getting worse may help public bodies meet their objectives

Section 6
WelTAG in practice

This section addresses some of the questions raised by WelTAG users.

Section 6: WelTAG in practice

The scheme description, programme or project design

WelTAG studies must be accompanied by a description of the scheme, project, programme or policy. As noted this must be in place before the business case can be finalised. It is difficult to assess costs, risk factors or well-being impacts, or complete the business case unless there is a comprehensive scheme description or project design in place.

For projects that involve upgrading existing infrastructure or new infrastructure, design and appraisal should proceed in parallel. Early thinking about design is never wasted as it helps with understanding risk and ensures that only feasible options are taken forward, noting design costs at each stage. If the scope is not defined early enough, money may be spent on design later for projects that may considerably exceed the available budget.

> It is difficult to assess costs, risk factors or well-being impacts, or complete the business case, unless there is a comprehensive scheme description or project design in place

Like appraisal, design and technical feasibility involves a series of stages that move from initial concepts through outline design to detailed design, specification and procurement and project delivery. The Royal Institute of British Architects (RIBA) plan of work sets out design stages for the construction industry. There are also design stages for different types of transport projects including the Transport for Wales plan of work, which is in turn based on rail industry standards and the Design Manual for Roads and Bridges (DMRB).

Design and technical feasibility must be considered at each WelTAG stage. For example:

- **Stage 1: strategic outline case** – ensure that the short list of options taken forward at the end of this stage are technically feasible. For larger projects this may involve a technical feasibility report which must be proportionate but could include 2D spatial plans based on OS mapping with an initial technical review of the issues and risks, as well as any operational analysis.

- **Stage 2: outline business case** – as part of the further development of a limited list of options, the design work should include a more in-depth technical look at each option, including environmental and geotechnical considerations. The outline business case report should be accompanied by more detailed design information setting out the spatial requirements of the programme or project, as well as key design components, land, and statutory requirements.

Figure 11: WelTAG and other plans of work

Appraisal	Design	
WelTAG stages	**Transport for Wales plan of work - Rail**	**Royal Institute of Brititsh Architects (RIBA) plan of work**
Stage 0: case for change	Stage A: develop output requirements & options	Stage 0: strategic definition
(Scoping)		Stage 1: preparation and briefing
Stage 1: strategic outline case		Stage 2 concept design
Stage 2: outline business case	Stage B: options development & selection	Stage 3: spatial coordination
Stage 3: full business case	Stage C: outline or preliminary design / Stage D: statutory processes	
Stage 4: Delivery statutory processes	Stage E: detailed design	Stage 4: technical design
	Stage F: construct, commission handover	Stage 5: manufacturing and construction
Stage 5: monitoring and evaluation	Stage G: close out	Stage 6: handover
		Stage 7: use

- **Stage 3: full business case** – this should be accompanied by a preliminary design that identifies all key design aspects of the project, including choice of materials. Although some details may still need to be finalised, the design should be presented on the basis of full topographic survey and mapping. It should contain sufficient detail to become the basis of a detailed application for planning consent or powers. Where projects will involve the compulsory purchase of land (CPO) it is vital that the outline Design and the full business case have been developed in detail.

There are also design standards that transport projects need to comply with, including the standards set out in the Design Manual for Roads and Bridges and the Active Travel Guidance for Wales. Local design standards for planning purposes may also be relevant to the design or upgrading of transport infrastructure.

Gateway reviews

Larger projects, especially those involving road or rail infrastructure, will require specific gateway review points aligned with the Office of Government Commerce (OGC) gateway process or the Welsh Government has gateway review processes. These set out key stage approval processes for projects on the Trunk Road Forward Programme that also align with GRIP. For the Trunk Road Forward Programme there are seven key stage approval processes and three major gateway reviews following the approval to announce preferred route, the completion of statutory processes and the approval to proceed to construction, and following the approval of the completion report.

At each gateway review stage, the review team must read and approve the relevant WelTAG documents, assessing compliance with the five value-for-money criteria and the quality check lists. The gateway review should also assess the contribution to transport targets on modal shift and decarbonisation. Projects, policies or programmes that do not meet the value-for-money criteria or comply with the quality check lists or contribute to meeting modal shift targets, must not be approved.

> Projects, policies or programmes that do not meet the value-for-money criteria or comply with the quality check lists or contribute to meeting modal shift targets, must not be approved.

WelTAG and land-use planning

There is a close relationship between transport planning and land-use planning. Decisions about where we build new development impact on transport, and transport availability can impact on new development and transport investment often influences subsequent development.

The first priority of the Wales Transport Strategy is to reduce the need to travel by bringing services closer to people. Land-use planning plays a vital role in delivering this priority. This is why the menu of options for WelTAG programmes and projects also includes planning options that help achieve transport outcomes.

Planning Policy Wales sets out the national planning policy for Wales, including the creation of active and social places. It includes the Sustainable Transport Hierarchy and recognises the importance of well-designed, people-oriented streets and the need to increase opportunities for active travel, while reducing the reliance on cars. It notes that new development should improve the quality of place and create safe, social attractive streets where people want to walk, cycle and enjoy. This is supported by detailed planning guidance in TAN 18 - Transport.

Planning Policy Wales has a firm focus on placemaking – an approach to development which ensures communities have all the services they need within easy reach and development is of high quality. The delivery of this is supported through the Placemaking Charter – a series of principles for placemaking that include the importance of thinking about transport.

Transport programmes and projects can have a major impact on placemaking by either improving the quality of places or having an adverse effect on them. It is important to including thinking about placemaking in scheme objectives.

Planning Policy Wales notes that development plans should identify and include policies and proposals relating to the development of transport infrastructure and related services. Planning Policy Wales also notes that when assessing transport projects planning authorities should have regard to the Welsh Transport Appraisal Guidance. It recognises that the WelTAG process,

> "is especially important in the planning of strategic transport infrastructure projects and transport associated with major developments, as it helps to ensure account is taken of the full range of impacts of transport options. This helps identify solutions which maximise contributions to well-being goals and allows solutions and mitigation measures to be identified and developed before decisions to proceed with schemes are made. The WelTAG process also acts as a safeguard to ensure that solutions are appropriate for tackling the transport problems identified and to avoid the selection of modal options being pre-determined without supporting evidence."

Transport programmes and projects can have a major impact on placemaking by either improving the quality of places or having an adverse effect on them. It is important to including thinking about placemaking in scheme objectives.

Future Wales – the National Plan 2040 sets out priorities for land-use. This places a strong focus on creating places that reduce the need to travel, make efficient use of land and which ensure that land-use choices are guided by a clear understanding of their environmental, social, cultural and economic impacts. This is aligned with the Wales Transport Strategy, and they will work together to deliver these outcomes.

Planning Policy Wales has fully embraced active travel and emphasises its importance as a consideration in new development. Planning authorities must ensure development proposals, through their design and supporting infrastructure, prioritise provision for access and movement by walking and cycling. The design of development proposals should, in accordance with the sustainable transport hierarchy start with identifying the shortest, most attractive walking and cycling connections and then addressing the other transport needs.

Land-use planning issues must be considered at each stage of WelTAG. For example:

• **stage 0 case for change** – should consider not only the Wales Transport Strategy, but also priorities in Future Wales and the local development plan, local transport plan or regional transport plan or active travel network map (ATNM).

• **WelTAG standard or WelTAG lite** – where a project is already identified in a local development plan, local transport plan or regional transport plan, on an active travel network map (ATNM) or in the National Transport Delivery Plan, there may be no need for a complex options appraisal process. Simply explain how your project was chosen and refer to previous development work or to the appropriate reference document.

• **business case** – the strategic fit section of the business case should explain how the programme or project will address local, regional and national land-use planning priorities. If the project needs planning consent (see below) any statutory or other regulatory impact assessments should be put in place before completing the business case.

• **planning conditions** – well-being benefits can be secured through planning conditions and also potentially through contract conditions (e.g. training and skills or community events). The deliverability section of the business case should explain how well-being benefits will be secured by which ever route, and the management section should explain how that will be monitored or enforced.

WelTAG projects that need planning consent

As noted, WelTAG projects that involve upgraded or new infrastructure may need planning consent, in addition to any approval for transport funding from Welsh or UK sources.

The project scoping work should anticipate the likely planning requirements for the project and should including screening to establish which statutory impact assessments are required. These could include the need for statutory or regulatory impact assessments such as environmental impact assessment, strategic environmental assessment, heritage impact assessment or habitats regulations assessment.

The relationship between funding approvals and planning requirements will be different for each project. Ideally planning consent should be in place before the final application for funding is made, but in practice this may not always be possible. For larger projects planning consents are usually obtained after the completion of the Stage 3 business case (see below). If the project will need consent but does not already have it, the deliverability section of the business case should also set out any requirements for planning consent and highlight any risks of not obtaining consent or of potential delays in the process.

There should be no need to duplicate information for WelTAG and planning requirements. Much of the information will serve both purposes. The land-use planning process for major projects follows a broadly similar trajectory to WelTAG from outline consent, through to more detailed consent supported by the necessary impact assessments. There may also be monitoring requirements.

Where information is already in place as part of the planning process, there is no need to repeat information in WelTAG reports. Simply provide a link or reference to existing information and highlight key findings as bullet points. For example, if you already have habitats, environmental, soil, water, landscape, townscape, heritage or other impact assessments as part of the planning requirements for your project, simply summarise the key findings of those in a few brief bullet points in the integrated well-being appraisal.

> Where information is already in place as part of the planning process, there is no need to repeat information in WelTAG reports.

Transport implementation strategies

Transport implementation strategies are provided by developers in support of applications for planning consent.

This is usually where developers have been asked to provide additional transport infrastructure as part of a development project.

Transport is often vital to new developments – particularly public sector and commercial developments that need to be accessible to as many people as possible. Development applications will often need to consider existing transport options, and the impact of new development on those options.

Technical advisory note 18 (TAN 18) asks that developers provide transport implementation strategies, but TAN 18 does not specifically mention WelTAG as it was written before the first WelTAG guidance. However, where developers need to consider transport interventions as part of new development, the WelTAG process may be helpful in shaping those proposals.

As noted, priority one of the Wales Transport Strategy is to reduce the need for travel. This can mean locating new health, education and other services close to where people live, rather than building new access roads. It can also mean setting aside land for sustainable transport infrastructure. It can also mean accepting a degree of congestion if there are alternative opportunities for more people to use sustainable transport modes.

Planning authorities need to think about transport and planning in an integrated way. The priorities in the Wales Transport Strategy and the regional transport plans that the new Corporate Joint Committees are developing will help do that.

WelTAG for specific modes and sectors

This section explains how WelTAG relates to specific planning guidance on active travel, bus, roads and rail, and maintenance.

WelTAG sets out planning and appraisal principles that can be used for any kind of transport project. In practice, most transport projects, programmes or policies in Wales will be multi-modal or involve integration between different transport modes.

Individual modes including roads, rail and active travel, also have detailed mode-specific guidance. WelTAG has been designed to be broadly compatible with these. The same staged approach is relevant, as is the need to provide a robust business case and the need to undertake the relevant impact assessments.

However, in planning any transport intervention, you must address the specific legal, policy and regulatory requirements for individual transport modes.

WelTAG and active travel

There is a major emphasis on active travel considerations in Welsh Planning Policy. There is also a need to consider active travel in all new transport provision.

The Active Travel (Wales) Act 2013 places duties on Welsh ministers and local authorities in relation to active travel in Wales. Welsh Government has published comprehensive Active Travel Guidance covering the duties, principles and providing detailed guidance on design and planning of schemes. This includes active travel as part of road and rail schemes.

Welsh Government also provides guidance for local authorities applying for funding from the active travel fund. This is closely aligned with the common WelTAG planning process.

Active travel network maps (ATNM) are a core element of active travel in Wales. The Act requires local authorities to map, plan for and review Active Travel Network Maps (ATNM) for walkers and cyclists.

Specific issues to consider in planning active travel projects using WelTAG include:

- **active travel network maps** – where a project is focussed on delivering a dedicated active travel scheme that is already identified and agreed in an ATNM the Stage 0 case for change can simply refer to this.

- **WelTAG lite** – most dedicated active travel projects should only require a WelTAG lite business case supported by an integrated well-being appraisal and any statutory impact assessments, and

- **an integrated approach** – for multi-modal transport projects including road or rail, active travel options should be integrated into project planning from the outset rather than simply added on at the end.

WelTAG for bus programmes and projects in Wales

WelTAG can be used to help plan investment in bus in Wales, including network planning and infrastructure planning. The key WelTAG principles of a staged approach to planning plus the use of a business case is as relevant to bus as to any other form of transport. This is especially important as bus is often integrated into other transport planning projects such as the creation of transport interchanges or integrated ticketing.

Bus projects, such as the new Cardiff bus station, also bring together a range of partners including the private sector, local authorities, developers and investors as well as Welsh Government. Effective programme and project planning, good communication and project governance, integration with planning and a strong business case are all vital to such projects.

Specific issues to consider in planning bus programmes and projects using WelTAG include:

- **engaging with operators** – as well as engaging more widely, the engagement plan for any programme or project that includes bus services and infrastructure should include plans to engage with operators as services are delivered in partnership with operators and it is vital to understand their needs and perspectives. Developers and any other delivery partners also need to be engaged with as part of the process.

- **integrating service planning with infrastructure development** – increasingly transport projects combine service planning with infrastructure. Indeed, there may be little point in upgrading services if the required infrastructure is not in place.

- **planning for decarbonisation** – the Wales Transport Strategy mini plan sets ambitions for decarbonising bus so future network and infrastructure planning must anticipate that from the outset.

WelTAG for rail programmes and projects in Wales

Appraisal of rail projects funded by Welsh Government should comply with WelTAG, the Well-being of Future Generations (Wales) Act 2015 and the Wales Transport Strategy as well as the design and engineering deliverables associated with the Transport for Wales plan of works stages or Network Rail's PACE (Project in acceleration in a controlled environment). PACE has recently replaced GRIP (Governance for railway investment projects). The alignment with WelTAG stages is set out below.

Due to the cost and complexity associated with rail programmes and projects, there must be greater surety of the option feasibility at an early stage of the project to support better definition of project costs and risks.

Key engineering inputs into the appraisal at each stage include:

- a feasibility design report to support the short list of options at the end of WelTAG Stage 1, strategic outline business case,
- an option selection report to support the selection of a preferred option as part of WelTAG stage 2, outline business case, and
- single option development/preliminary design to support WelTAG stage 3, full business case.

Figure 12: Alignment between WelTAG and Transport for Wales plan of work, PACE and GRIP.

WelTAG stage	Stage 1 strategic outline case		Stage 2 outline business case	Stage 3 full business case	Stage 4 delivery		Stage 5 monitoring and evaluation	
TfW plan of work stages	Stage A: develop output requirements & options		Stage B: options development & selection	Stage C preliminary design	Stage E: detailed design	Stage F: construct, commission handover	Stage G: close out	
				Stage D* statutory processes				
Network Rail PACE	Strategic programme definition		Development & option selection	Project development & design		Project delivery	Project close	
Network Rail GRIP	1. output definition	2. project feasibility	3. option selection	4. single option development	5. detailed design	6. construct, test, commission	7. scheme hand back	8. close out

*The WelTAG stage 3 full business case and stage C preliminary design is usually an input into stage D.

WelTAG and roads programmes and projects

In common with all other transport projects, programmes and policies, roads schemes must show that they are a strategic fit with Welsh Government priorities, including the priorities in the Wales Transport Strategy that involve reducing the need for people to use their cars on a daily basis, delivering against targets for modal shift and decarbonisation and applying the sustainable transport hierarchy.

This starts with making best use of existing infrastructure before investing in new. Roads programmes and projects must also deliver against the four well-being ambitions in the Wales Transport Strategy including a significant reduction in greenhouse gas emissions and addressing health issues by improving air quality and addressing noise.

It is vital that they present considered qualitative and quantitative evidence for the well-being benefits of schemes, using the integrated well-being appraisal framework. This should explain how the scheme has considered well-being outcomes and how they have been addressed in the design of the scheme. It is not acceptable to simply rely on assertion, or to provide tick-box tables. Road schemes also raise a wide range of design issues in relation to placemaking. These include the scale, location, design, materials and massing

of infrastructure, and the impact on communities including severance. There are often major impacts on biodiversity and ecosystem resilience, soils, water, heritage, landscape and townscape, as well as noise and air quality impacts. Each of these must be fully addressed as part of the integrated well-being appraisal process, and the accompanying statutory impact assessments.

The Design Manual for Roads and Bridges sets design standards for road schemes.

Active travel in road schemes

All local authority projects and all programmes and projects funded by Welsh Government must make provision for active travel.

This includes projects to improve or maintain the highway, or projects that involve the provision of new infrastructure. Further guidance is set out in the Active Travel (Wales) Act 2013 (which includes a duty to enhance facilities for walkers and cyclists when improving or maintaining the highway) and the Active Travel Guidance. Even if you opt for a road solution as part of a WelTAG appraisal, you must incorporate active travel into the scheme.

WelTAG for maintenance programmes

The WelTAG process is not generally designed for projects that are primarily about maintaining and repairing existing infrastructure. However better maintenance and management of existing infrastructure is the starting point for the Sustainable Transport Hierarchy. Well-maintained and managed infrastructure is also one of the priorities in the Wales Transport Strategy. All projects that involve upgrading existing infrastructure or new infrastructure must address the long-term maintenance and management costs of that infrastructure as part of the business case.

It is also important to consider the Sustainable Transport Hierarchy which gives priority to maintaining existing infrastructure, and adapting it, over investing in new infrastructure. Therefore options for the maintenance, management or upgrading of existing infrastructure must be considered as part of the options appraisal process for programmes or projects involving new infrastructure. WelTAG could also inform major maintenance programmes and policies for existing infrastructure to, for example, help optimise the well-being benefits from maintenance regimes, or planning future repair works in a way that improves benefits for active travel.

> WelTAG could also inform major maintenance programmes and policies for existing infrastructure to, for example, help optimise the well-being benefits from maintenance regimes, or planning future repair works in a way that improves benefits for active travel.

Section 7
Annexes

This section contains a set of checklists that you can use to assess the quality of WelTAG reports and whether they meet the needs of your particular programme or project.

Quality checklists for WelTAG reports

Use these checklists to ensure that that any reports provided by consultants or others are of the appropriate quality and contain the required information.

WelTAG reports (whether prepared by consultants or in-house) must genuinely assist the project, policy or programme manager in developing the project and provide information of a standard and quality that enables the Welsh Government (or partners) to assess any application for funding.

These checklists can be used to assess the quality of the work and ensure that it meets appropriate standards.   They can be used to meet the specific needs of the project policy or programme by for example adding extra questions or referring to specific requirements such as Gateway Reviews.

If commissioned work does not meet the needs of the project, policy or programme, the consultant must be asked to revise it. For example, reports that contain repetitive or formulaic information, or make extensive use of numerical scoring tables rather than informed arguments, will not meet the required quality standards.

The checklists use 'they' to refer to the person who has prepared the report. The case for change must be prepared by the inhouse team, so the checklist ensures that the inhouse team have addressed the right information. Other reports may be prepared by a consultant; if so, 'they' refers to the consultant.

The checklists are simply an indication of the types of issues to consider and not a definitive guide to the contents of each WelTAG stage report.   Further advice on the contents of reports is being developed as part of the Technical Guidance. This will also include other supporting information including appraisal templates, a model brief for commissioning consultants and questionnaires to assess what type of WelTAG study to use.

reports that contain repetitive or formulaic information, or make extensive use of numerical scoring tables rather than informed arguments, will not meet the required quality standards.

Stage 0 case for change checklist (all programmes and projects)

The problem

☐ Do they understand the issues that needs addressing and the problems that are manifesting now or will do so in the future if no action is taken?
☐ Do they understand the root cause of the problem including the mechanisms that are contributing to it? Is it a transport problem or do the issues lie somewhere else?

Their objectives

☐ Are they clear about what they are trying to achieve? What does good look like?
☐ Have they looked at the do-nothing option? What will happen if they do not intervene?
☐ Do they have a set of objectives for intervention?
☐ Do they reflect the Wales Transport Strategy ambitions and priorities?
☐ Do they reflect local, regional or national planning priorities set out in Future Wales or the Local Development Plan?
☐ Do they reflect regional transport priorities?

Engagement

☐ Have they spoken to key stakeholders?
☐ Do they have broad agreement from those who may be affected about the need for action?
☐ Have they prepared an engagement plan? Will they need a review group?

Scoping and screening

☐ Who will undertake the project or programme scoping exercise?
☐ Is the programme or project likely to be high, medium or low risk? If so, do they need a WelTAG lite, WelTAG Standard or WelTAG plus? Or simply an application to Welsh Government?
☐ What are the planning requirements? What Statutory or regulatory impact assessments may be needed?
☐ Will they need to commission consultants to undertake WelTAG studies? Who will draft the brief, commission and manage the work?

WelTAG lite checklist

Use this checklist for projects preparing a WelTAG lite business case. The case for change should already be in place (see above).

Case for change

☐ Is there a clear justification for intervention?

☐ If the 'do nothing' and 'do minimum' options have been discarded, is there a clear justification for that? For example, how will we meet targets on modal shift if nothing is done?

☐ Have they made use of the menu of different options? Or have they simply decided on a particular transport intervention without considering other options?

☐ Have they used the sustainable transport hierarchy to include options that make best use of existing infrastructure before thinking about new infrastructure?

☐ Have they thought creatively about those options? Do they include non-transport options such as behaviour-change measures or digital innovations?

☐ Can they show how they have selected their final option and why?

The scheme description

☐ Have they provided drawings and design work in enough detail to assess costs?

☐ Have they provided a project specification?

☐ Have they addressed barriers to access in their design?

☐ Have they provided details of project costings?

☐ Have they set out their procurement strategy?

The business case

☐ How will their project deliver against their objectives?

☐ Is there a clear strategic fit with Welsh Government priorities and also local priorities?

☐ Is there a clear statement of the impact of their project on well-being in Wales?

☐ Is the work package affordable and are they clear about likely funding sources

☐ Can all of the elements of the work package be delivered?

☐ Are there proper arrangements in place to oversee and monitor the delivery of the work package?

Supporting information

☐ Is there an integrated well-being appraisal?

☐ Do they need other statutory impact assessments and are they included?

☐ Is there an engagement plan?

☐ Is there sufficient supporting information about the project including details of costs, project specification and procurement details?

The integrated well-being appraisal

☐ Does it address each of the four well-being ambitions in the Wales Transport Strategy (social, environmental, economic and place-based and cultural)?

☐ Has it provided qualitative and quantitative information based on the measures in the integrated well-being appraisal framework?

☐ Has the project used that information to design in benefits and designed out any potential harm?

☐ Is it supported by the relevant statutory and regulatory impact assessments?

☐ Have the findings of those impact assessments been taken into account in design of the work package?

☐ Do the well-being benefits outweigh the disbenefits?

Engagement

☐ Have they spoken to partners and stakeholders during the process of developing their project?

☐ Do they have broad agreement from those who may be affected about the need for action?

Monitoring and evaluation

☐ Are there arrangements in place to monitor project delivery?

☐ Have they identified who will prepare and submit annual performance reports?

☐ Have they identified how they will measure success?

☐ Is there an arrangement to review the project after it is complete?

WelTAG Standard report checklists Stages 1-3

Stage 1 strategic outline case checklist

The long list of options

☐ Is there a clear justification for intervention?

☐ Is it clear why the "do nothing" or "do minimum" options have been discarded?

☐ Have they made use of the menu of different options?

☐ Have they used the Sustainable Transport Hierarchy to include options that make best use of existing infrastructure before thinking about new infrastructure?

☐ Have they thought creatively about those options?

☐ Do they include non-transport options such as behaviour-change measures or digital innovations?

The short list of options

☐ Have they selected a short list of options?

☐ Are they transport options? Or are there other ways of best achieving their objectives?

☐ Have they been selected against the five value-for-money criteria, especially strategic fit and well-being?

☐ How will the options meet their objectives?

☐ Do they fit with local regional or national planning and transport priorities?

☐ Have they assessed the impact of those options on well-being using the four well-being ambitions in the Wales Transport Strategy and the integrated well-being appraisal framework?

☐ Will those options solve the problem now and in the future?

☐ Can they be delivered?

Engagement

☐ Have they spoken to key stakeholders about different options?

☐ Do they have broad agreement from those who may be affected about the need for action?

Next steps

☐ Do they know how they will go on to choose their preferred option?

☐ Do they know what evidence they must consider and how it can be collected?

☐ What are the key impacts and issues that they will use to select their preferred option?

☐ Are there any specific legislative requirements that they must think about?

☐ Have they documented their decisions?

Stage 2 Outline business case checklist

Selecting the preferred option or work package

☐ Have they narrowed down their long list of ideas or options to a short list?

☐ Do each of the short list of options have a strategic fit with the Wales Transport Strategy, and with local, regional and national planning priorities?

☐ Did they do that using the five criteria – strategic fit, well-being, affordability, deliverability and management?

☐ Does it meet their original objectives?

☐ Have they designed in well-being benefits and designed out harm?

☐ Can they demonstrate how the five ways of working have been used in the process?

☐ Is there sufficient evidence – both qualitative and quantitative – to support their choices?

☐ Have they thought creatively – have they been able to combine options?

☐ Have they considered the need for behavioural change measures as well as new services or infrastructure?

Engagement plan

☐ Did they involve key stakeholders in selecting their final option/work package?

☐ Do they have broad agreement from those who may be affected about the proposals?

Next steps

☐ What information will they need to turn their preferred option into a full work package? Is there design work? Service specifications? Statutory impact assessments? Surveys? Further data collection?

☐ What other information will they need before they can write their business case? For example a procurement strategy? Tender documentation?

☐ What other information will they need to complete their integrated well-being appraisal? Do they anticipate specific social, environmental, economic or cultural impacts that they need to learn more about?

☐ Will their project need planning consent and /or Statutory Orders and if so do they need to get that underway?

Stage 3 Full business case checklist

Scheme description or project design

☐ Is there an overall description of project (or programme or policy) that describes the work packages and what will they achieve?

☐ For new services have they set standards, timetables and specifications?

☐ For capital works do they have designs? Have they undertaken statutory impact assessments?

☐ For digital interventions, have they set service standards and requirements?

☐ For behaviour change measures have they identified their audiences, approaches and outcomes?

Full business case

☐ Can they see how the work packages will meet their objectives

☐ Is there a clear case for taking action?

☐ Is there is clear strategic fit with the Wales Transport Strategy and any local or regional transport plans?

☐ Is there a high-level summary of how the programme or project will contribute to well-being in Wales, based on an integrated well-being appraisal (see below)?

☐ Is the work package affordable and are they clear about likely funding sources?

☐ Are they confident that all of the elements of the work package can be delivered?

☐ Are there interdependencies between work packages and have these been sorted out?

☐ Are there proper arrangements in place to oversee and monitor the delivery of the work package?

The integrated well-being appraisal

☐ Is there an integrated well-being appraisal supporting the business case?

☐ Does it cover social, environmental, economic, place-based and cultural impacts using the integrated well-being appraisal framework?

☐ Has the programme or project used that information to design in benefits and designed out any potential harm?

☐ Is it supported by the relevant statutory or regulatory impact assessments?

☐ Have the findings of those impact assessments been addressed in the design of the final project, programme or policy?

☐ Do the benefits outweigh the disbenefits?

Modelling and technical appraisal

☐ Has the modelling addressed the future ambitions of the Wales Transport Strategy, including reducing the need to travel, the increased use of active travel and public transport and more sustainable transport of goods?

☐ Has the modelling addressed induced demand and how any increased road capacity for example, might result in additional traffic?

☐ If the project has prepared benefit-cost ratios in line with TAG, have they produced a second set that excludes the potential benefits of any travel time savings?

☐ What contribution will the programme or project make to addressing the modal shift targets in the Wales Transport Strategy?

☐ For programmes and projects that include increased roads capacity, how has the modelling addressed the assumption in Net Zero Wales that the number of car miles travelled per person will reduce y 10% by 2030?

☐ How has any modelling and technical appraisal addressed non-quantified impacts and benefits including environmental, cultural and place-based impacts?

Engagement

☐ Has there been adequate engagement, participation and consultation through the programme or project, including during the integrated well-being appraisal process?

☐ Are there key groups who may not have been included but who could be significantly impacted by the work? If so, how will they engage them?

☐ Do they have broad agreement from those who could be affected?

Evaluation plan

☐ Is there an evaluation plan?

☐ Does it explain how the programme or project will be monitored during the delivery phase, including governance, review points etc?

☐ Does it explain how the programme or project will be evaluated when it is complete? By whom, when and how?

☐ Has it taken into account the qualitative and quantitative measures in the integrated well-being appraisal framework?

Next steps

☐ Do elements of the project need planning permission and/or Statutory Orders and if so when and how will this be obtained?

☐ Is additional or formal consultation needed? If so, how will that be managed and by whom?

☐ How will funding be secured and what are the steps?

☐ How will any issues that arise through any of these processes be taken into account in project planning?

Stage 4 Project and programme delivery and oversight checklist

Most WelTAG projects do not involve a formal Stage 4 report. However, the following checklist is useful for the project, programme or policy manager or team during the delivery phase.

Delivery

☐ Have all of the necessary statutory consents been obtained?

☐ Are there any conditions or constraints that might impact on the programme or project?

☐ Has the project been successfully procured?

☐ Have the delivery partners got the right skills and capabilities?

☐ Have they secured the delivery of wider benefits e.g. community benefit, skills, or compliance with environmental or heritage controls

☐ Is their delivery partner effectively engaging with key groups?

Programme and project management

☐ Are there regular meetings with the project, programme or policy delivery partners?

☐ Are they meeting timescales and standards?

☐ Are they effectively managing any changes?

☐ Are they reporting back to us or other funders on any changes?

Next steps

☐ Is their delivery partner gathering data and information about impact?

☐ Are they getting regular reports on impact and delivery?

☐ Have they agreed who will prepare and submit the annual reports of the project evaluation plan?

Stage 5 Monitoring and evaluation checklist

Most projects will simply require an annual progress report to be submitted to Welsh Government. Programmes and projects using WelTAG plus will require an evaluation report.

Annual progress report

- ☐ What has their project delivered?
- ☐ What difference has their project made?
- ☐ Did it meet their original objectives, and if so, so what difference has it made?
- ☐ What obstacles did they encounter and how were they overcome?
- ☐ Which of the activities have been particularly successful?
- ☐ Who did they engage with during the project, and what difference did they make?
- ☐ Who did they collaborate with during the project?
- ☐ Did the project change as they went along, and if so why? What difference did that make
- ☐ What lessons have they learned for the future?

Evaluation report

- ☐ What contribution has their project, policy or programme made to our wider ambitions and priorities for transport in Wales? What qualitative or quantitative evidence can they provide to support that?
- ☐ How has their project contributed to the Wales Transport Strategy priorities and mini plan actions?
- ☐ How has their project contributed to the quantitative targets in the Wales Transport Strategy and Net Zero Wales?
- ☐ Did they reach the groups that they targeted and in sufficient numbers?
- ☐ Was this intervention a useful way of changing travel behaviour?
- ☐ Is this programme something that should be implemented more widely?
- ☐ Has this intervention represented good value-for-money?

Relevant legislation and policy in Wales

The following documents are particularly relevant to transport planning and policy in Wales.

Well-being of Future Generations (Wales) Act 2015 – WelTAG incorporates the sustainable development principle through the seven well-being goals and five ways of working set out in the Well-being of Future Generations (Wales) Act 2015. This act requires public bodies to take the goals and ways of working into account. The WelTAG guidance shows you how to do this for transport. The five ways of working need to be taken into account at each stage in the process. The 'Well-being' element of the full business case must understand the potential social, environmental, economic and cultural impacts of a scheme and show how those issues have been addressed in the design of the scheme.

Llwybr Newydd: the Wales Transport Strategy 2021 – this sets the national ambitions and priorities for transport in Wales. It is underpinned by nine mini-plans for each mode or sector. Llwybr Newydd is closely aligned to the Well-being of Future Generations (Wales) Act of 2015. Individual transport interventions need to align with the national ambitions and priorities, and this WelTAG guidance helps you to do this.

Net Zero Wales – Welsh Government has declared a climate emergency and committed to zero carbon by 2050. Transport is a significant source of greenhouse gases in Wales. Net Zero Wales is the Welsh Government strategy for achieving this. The transport chapter sets out a target to reduce car driver mileage per capita by 10% by 2030. It reflects the other commitments in the Wales Transport Strategy 2021 including a significant reduction in greenhouse gas emissions from transport and a more specific target on modal shift to help achieve that. It identifies the transport hierarchy that prioritises investment in active travel, public transport and zero emission vehicles over private cars.

Active Travel (Wales) Act 2013 – this legislation imposes a duty on local authorities to provide for active travel in their areas. It also sets out duties on highways authorities to "take reasonable steps to enhance the provision made for walkers and cyclists… in the exercise of their functions: (…) creation, maintenance and improvement of highways, interference with highways and acquisition etc of land (section 9 (1)." In practice this means that active travel should be considered in the context of all transport interventions, not just when planning dedicated active travel schemes.

Active Travel Guidance – Welsh Government guidance on active travel that sets out the duties on local authorities and Ministers, the policy and legislative requirements and network principles. It includes detailed guidance on the development of Active Travel Network Maps (ATNM) and on user needs, as well as on routes and links.

Planning Policy Wales (PPW) – PPW sets out national planning policy in Wales. It underpins planning decisions and plan-making at all levels. It sets out the national policy for the creation of active and social places, taking a placemaking approach to development, including the provision of infrastructure and sets out the sustainable transport hierarchy (also reflected in Llwybr Newydd). This guides strategic and Local Development Plans. PPW11 is the most recent version of Planning Policy Wales, and this is supported by Technical Advice Note (TAN) 18 – Transport, which provides detailed planning guidance.

Future Wales: the National Plan 2040 – published in 2020 this national scale development plan sets priorities for land-use planning in Wales – in other words where development should be located. Transport planning and land-use planning are closely linked. Llwybr Newydd is already aligned with Future Wales at a national level. Future Wales also notes that significant new developments should be located within towns and city centres …with good access by public transport to or from the whole town or city (page 71) and that new development should be built in sustainable locations and supported by active travel and public transport infrastructure (page 80).

Strategic and local development plans – these are regional and local tier development plans. Local Development Plans set out the local planning authority's proposals and policies for future development and use of land in its areas. Strategic development plans are regional scale development plans which have been introduced to deal more effectively with cross boundary issues and achieve better planning outcomes.

Regional Transport Plans – these will link regional development priorities with regional planning priorities and will set the framework for individual transport schemes, considering Llwybr Newydd and Future Wales 2040.

The National Transport Delivery Plan (NTDP) – sets out specific plans for how Welsh Government expenditure will deliver against the priorities and ambitions in Llwybr Newydd.

Wales infrastructure investment strategy sets out planned investments across the public and private sector including projects with a total scheme value of over £15m. For transport it sets out details of proposed and existing projects, as well as the individual transport grant schemes in Wales.

Programme for Government – each incoming government in Wales sets a new programme for government. The 2021 Programme for Government sets whole of government priorities.

More recent transport policies
From time to time we will also deliver more specific plans for individual transport modes or topics in Wales such as our Electric Vehicle Charging Strategy and work on bus reform.

Further reading

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Well-being of Future Generations (Wales) Act 2015