

APPENDIX A: IMPACT ASSESSMENT

Summary: Intervention & Options

Department /Agency: Highways Agency	Title: Impact Assessment of M1 Junctions 6A to 10	
Stage: Final Proposal	Version: DRAFT	Date: 27 October 2009
Related Publications: Consultation document		

Available to view or download at:

[<http://www.highways.gov.uk>]

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What is the problem under consideration? Why is government intervention necessary?

Secondary Legislation is required to implement variable mandatory speed limits on the M1 Motorway between Junction 6A-10 (both directions). The variable mandatory speed limits will be enforced by the police.

What are the policy objectives and the intended effects?

The implementation of variable mandatory speed limits on the M1 junctions 6A to 10 will improve traffic flow, reduce accidents and reduce carbon emissions.

What policy options have been considered? Please justify any preferred option.

Option 1: (Baseline) : Do nothing. To do nothing will retain the status quo for existing daily congestion, accident and pollution levels increasing pro-rata year on year.

Option 2: (Preferred) Secondary legislation in the form of regulations made under section 17 of Road traffic Regulation Act 1984 will be required. This policy will contribute to:

- Reducing congestion
- Reducing the frequency of accidents
- Reducing driver stress
- Providing more reliable journey times
- Reducing carbon emissions

When will the policy be reviewed to establish the actual costs and benefits and the achievement of the desired effects? A period of monitoring and assessment will begin prior to commissioning and will continue for six months thereafter. The assessment will optimise the system to ensure that full benefits are achieved.

Ministerial Sign-off For SELECT STAGE Impact Assessments:

I have read the Impact Assessment and I am satisfied that, given the available evidence, it represents a reasonable view of the likely costs, benefits and impact of the leading options.

Signed by the responsible Minister:

.....Date:

Summary: Analysis & Evidence

Policy Option:	Description:
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COSTS	ANNUAL COSTS	Description and scale of key monetised costs by 'main affected groups' Installation costs Increases in journey times Enforcement		
	One-off (Transition) Yrs			
	£ 9,180,000		1	
	Average Annual Cost (excluding one-off)			
	£ 640,000		Total Cost (PV)	£ 18,900,000
Other key non-monetised costs by 'main affected groups' List any significant non-monetised scheme costs, including any negative scheme impacts identified in the Appraisal Summary Table				

BENEFITS	ANNUAL BENEFITS	Description and scale of key monetised benefits by 'main affected groups' Reduction in accidents Reduction in carbon emissions Improvement in journey time reliability		
	One-off Yrs			
	£ 3,590,000		1	
	Average Annual Benefit (excluding one-off)			
	£ 3,590,000		Total Benefit (PV)	£ 58,700,000
Other key non-monetised benefits by 'main affected groups' Reduction in noise levels				

Key Assumptions/Sensitivities/Risks

- 1) The impacts of Controlled Motorways on the M25 J10-J16 will be transferable to the M1 J6A-J10
- 2) The flow growth over the life of the scheme

Price Base Year 2008	Time Period Years 30	Net Benefit Range (NPV) £ 36,000,000 – 44,100,000	NET BENEFIT (NPV Best estimate) £ 39,800,000
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What is the geographic coverage of the policy/option?	England M1 J6A to 10			
On what date will the policy be implemented?	2010			
Which organisation(s) will enforce the policy?	Police			
What is the total annual cost of enforcement for these organisations?	£ 100,000			
Does enforcement comply with Hampton principles?	Yes			
Will implementation go beyond minimum EU requirements?	N/A			
What is the value of the proposed offsetting measure per year?	£ NA			
What is the value of changes in greenhouse gas emissions?	£2,130,000			
Will the proposal have a significant impact on competition?	No			
Annual cost (£-£) per organisation (excluding one-off)	Micro	Small	Medium	Large
Are any of these organisations exempt?	No	No	N/A	N/A

Impact on Admin Burdens Baseline (2005 Prices)		(Increase - Decrease)	
Increase of £ NA	Decrease of £ NA	Net Impact	£ NA

Key: Annual costs and benefits: Constant Prices (Net) Present Value

Evidence Base (for summary sheets)

Note: This proposal has been assessed against the guidance that DfT uses to assess proposals and is based on the same principles as other Impact Assessments but some presentational aspects may differ.

Background

The Highways Agency is proposing to implement regulations to introduce variable mandatory speed limits on the M1 J6A and J10 (“the Controlled Motorway Scheme”). The Controlled Motorway Scheme together with the ability to enforce the variable mandatory speed limits will deliver a number of positive benefits with regard to, safer roads and a reduction in journey times without the need for more road construction. These are:

- Making best use of the existing infrastructure;
- Reducing congestion, increasing the throughput of traffic and increasing the reliability of journey times.
- Reduced traffic flow breakdown
- Reduced accidents
- More reliable journey times
- Reduced carbon dioxide emissions

Since 1995, a Controlled Motorway has been operational on the western quadrant of the M25 between Junction 10 (A3) and Junction 15 (M4). In 2002, the scheme was extended to cover Junctions 15 (M4) to 16 (M40) of the M25.

Controlled Motorways have the following key features:

- Mandatory speed control, using variable speed limits displayed on special Advanced Motorway Indicators (AMIs) equipped with ‘Red Rings’, mounted above each lane on standard gantries (installed at nominal 1km intervals);
- Automatic signal setting in response to traffic conditions, driven by the Motorway Incident Detection and Automatic Signalling (MIDAS) system, with additional driver information on Enhanced Message Signs (EMS);
- Provision of speed enforcement using automatic camera technology.

The variable mandatory speed limits signals will be displayed on gantries. The signals mounted on overhead gantries are capable of automatically displaying one of 3 mandatory settings, 40 mph, 50 mph or 60 mph. All the lanes above the main carriageway will automatically display the mandatory speed limit as appropriate to the road conditions. In addition, 40mph signals are set to protect backs of queues. Lower speed limits such as 20mph or 30mph can be manually set by operators when considered necessary for the safety of the travelling public or those working within the carriageway.

A detailed “before and after” study was carried out when the original scheme was implemented on the M25 between Junctions 15 and 16. The study team included recognised experts in traffic behaviour, air quality, noise pollution, accident analysis, statistics and economic appraisal. The project team was accountable to a specially created Project Steering Group, comprising suitably qualified representatives from the Department for Transport and the Highways Agency. Methodology and results were reviewed on at least a quarterly basis, with interim meetings focusing on more technical detail as required.

In determining the methodology for guiding the business case work, the Project Steering Group recommended that the New Approach to Traffic Appraisal (NATA)¹ be adopted. The Business Case itself was established using a “before and after” comparison of key variables such as journey time, safety and capacity. The “before” scenario was the conventional gantry-mounted lane-signalling and cantilever mounted carriageway signals, with manually set signals and automatic queue protection using advisory speed limits. The “after” scenario (after implementation, i.e. with Controlled Motorways operational) was Controlled Motorways with variable mandatory speed limits, speed enforcement, and congestion algorithms.

The project team conducted a comprehensive data analysis as part of developing the business case methodology. There were several sources used to collect this data:

- Carriageway loop detectors provided minute-by-minute data on flows, speeds, vehicle type and vehicle spacing;
- Specific journey data from instrumented vehicles provided information about stop-start behaviour and verified journey time measurements;
- Automatic Number Plate Recognition (ANPR) data provided a larger volume of information on actual journey times between Junctions 15 and 16;
- Noise surveys assessed the impact of the scheme on noise levels close to the road;
- Typical driving profiles (from the instrumented vehicles) and a large database for vehicle emission values were used to measure and model exhaust emissions;
- STATS19 injury accident records provided extensive accident data.

The studies showed that there were impacts from introducing Controlled Motorways on the M25. The effects are described in the M25 Controlled Motorways Summary Report (HA159/04). Table 1 summarises the key outcomes.

Table 1 - Impacts of Controlled Motorways on M25

Impact Area	Indicators of Impacts	Overall Improvement (Y/N)
Safety	Safety benefits arose as a result of a culmination of impacts on the driving environment and on driver behaviour. Injury accidents were reduced by 10%, and there was a 20% drop in the ratio of injury to damage only accidents.	Y
Journey times	There was an increase in peak-time journey times on the clockwise carriageway and a decrease on the anticlockwise carriageway. Combining the two carriageways made the peak-time effect of Controlled Motorways neutral. Off-peak, there were small increases in journey times on both carriageways.	N
Journey time reliability	There was a small improvement in overall journey time reliability, indicating a smoother journey.	Y
Emissions	Emissions decreased overall by between 2% and 8%. The smoothing effect of the system reduced fuel consumption, with a commensurate impact on emissions.	Y
Noise	Weekday traffic noise adjacent to the scheme was reduced by 0.7 decibels.	Y
Throughput	There was no increase in the peak 1-hour throughput.	N
Speed limit compliance	There was a reduction of 5% in the proportion of drivers exceeding the 40mph speed limit, which is now displayed as a mandatory limit.	Y
User reaction	The Controlled Motorways scheme was well accepted and there was a perception of key benefits.	Y

¹ Now superseded by the web-based Transport Analysis Guidance (WebTAG)

Subsequent to these studies, additional work has been carried out to determine the effect of Controlled Motorways on safety, using additional data (up to the end of 2006). This analysis² has shown that the best estimate of the effect of Controlled Motorways on injury accidents is a reduction of 15%.

ESTIMATE OF EFFECT OF INTRODUCING CONTROLLED MOTORWAYS ON TO THE M1 J6A-J10

The general effects of introducing the Controlled Motorway Scheme have been assumed to be the same as those observed on the existing section of Controlled Motorway on the M25.

The impact of the introduction of the Controlled Motorway Scheme is proportional to the flow levels and to the distance over which the scheme is implemented. The impacts are expressed as per vehicle or per vehicle km; these have been factored according to the measured flow levels on the M1 and the distance over which the scheme is to be applied (16.7 km).

The economic values in the Summary Information have been expressed in 2008 prices. The Appraisal Period has been set at 30 years. This is because this is a technology project, and the entire infrastructure would need to be replaced after 30 years.

The costs and benefits of the scheme over the 30-year Appraisal Period have been calculated in accordance with the Department for Transport's Cost Benefit Analysis guidance (TAG Unit 3.5.4). Changes in the value of time and vehicle occupancies have been obtained from the Values of Time and Operating Costs guidance (TAG Unit 3.5.6).

The anticipated effects of the scheme in future years have been estimated by applying a flow growth to the current measured flow profile. A medium growth rate has been applied to provide the NPV Best Estimate. Low and high flow growth rates have been applied to provide estimates of the sensitivity of the impacts; these have been used to provide the Net Benefit Range. The traffic growth for the M1 used in the calculations was:

Table 2 - Traffic growth

Years	Flow growth rate (per annum)		
	Low	Medium	High
1-5	1%	2%	2.5%
6-10	1%	1.5%	2%
11-15	1%	1%	1.5%
15-20	0.5%	1%	1%
20-25	0.5%	0.5%	1%
25-30	0.5%	0.5%	0.5%

Benefits

The monetised benefits of Controlled Motorways come from:

- a reduction in accidents;
- a reduction in carbon emissions;
- an improvement in journey time reliability.

The benefits achieved are proportional to the traffic flow. The two-way AADT on the M1 J6A-10 (following the widening to four lanes) is 141,000.

² Crinson L, Notley S & Lawton B (2007). Safety Benefits of the M25 Controlled Motorway: 1990 to 2006 Data. UPR/SSI/165/07. TRL, Wokingham

There is currently no data on accident rates from the newly-widened M1 J6A-10. Accident rates from the period prior to the widening are not relevant, as the road layout has been redesigned, in particular around J7 (A414, formerly M10). For the purposes of this assessment, it has been assumed that the accident rate on the M1 J6A-10 is the same as that on the M25 J7-10 (a 4-lane section with similar daily traffic flows).

The accident rates on the two carriageways of the M25 J7-10 are 11.7 and 13.0 PIAs/100m veh km. The average rate for English motorways is 9.2 PIAs/100m veh km (from the Stats19 database for 2002-2006), so there is a slightly higher rate of accidents than on an average motorway (due to the higher than average flows). To provide a conservative estimate for the accident savings on the M1 J6A-10 following the introduction of Controlled Motorways, the lower accident rate of 11.7 PIAs/100m veh km has been used in this assessment of benefits.

A 15% reduction in accidents provides an economic benefit of £1,580,000 in the first year; the benefits in future years have been estimated using the flow growth rates in Table 2.

On the M25 Controlled Motorway section, CO₂ emissions were reduced by 1,184 tonnes in the first year. Factoring this number by the relative flows on the current and proposed sections of the M25 and M1, and the relative lengths of the schemes, provides an estimated reduction in CO₂ emissions on the M1 J6A-J10 of 1,784 tonnes in the first year. This has been converted to a carbon value and then to an economic value, as described in the Greenhouse Gases Sub-Objective guidance (TAG Unit 3.3.5). The economic benefit for the first year is estimated to be £46,000. The benefits in future years have been estimated using the flow growth rates in Table 2, plus the predicted changes in individual vehicle emissions contained in the WebTAG guidance.

On the M25 (J10 to J16), journey time reliability was measured across a variety of day types. On a typical weekday (Tuesday, Wednesday, Thursday), journey time reliability improved: there was a reduction in standard deviation of 0.005. On other days (Mondays, Fridays, Saturdays and Sundays), no discernible change was detected. The benefits for a typical weekday have been converted to an economic value as described in the Reliability Sub-Objective guidance (TAG Unit 3.5.7). The economic benefit for the first year has been estimated by multiplying this by 150 (the number of typical weekdays in a year). The effect on the other 206 days of the year has been assumed to be neutral. The benefit in the first year is estimated to be £156,000. The benefits in future years have been estimated using the flow growth rates in Table 2.

Costs

The monetised costs of Controlled Motorways come from:

- installation costs;
- maintenance costs (including renewal after 15 years);
- enforcement costs;
- an increase in overall journey times.

The installation cost for the Controlled Motorway Scheme is £9M. This covers all the required infrastructure (gantries, Controlled Motorways Indicators, EMS, enforcement and CCTV cameras, MIDAS), plus management costs.

The maintenance and renewal costs of the system have been based on the generic values developed from the M25. These are typically £11,200 per year (current prices), plus a renewal cost after 15 years of £5,500,000 (current prices).

The Police will enforce the speed limits on the Controlled Motorway Scheme. The Highways Agency will pay an estimated annual administration charge of £100,000 to a Police authority, in this case Hertfordshire.

On the M25 J10-16, the peak-time effect of the Controlled Motorway on journey times was neutral (see Table 1). Off-peak, there were small increases in journey times (the signals slow down the traffic, but flow breakdown was unlikely to occur). Overall, this meant that there was a small disbenefit in journey

times from the introduction of the Controlled Motorway.

To estimate the effect on journey times for a generic motorway, Faber Maunsell (consultant) and Transport Research Laboratory (TRL) developed a complex spreadsheet that models the effect of Controlled Motorways at various flow levels. Controlled Motorways show a journey time benefit at certain flow levels, a disbenefit at others, and are neutral at other times.

The flow profile for the M1 has been inserted into the Journey Time spreadsheet, and the yearly traffic growth has been applied. This has provided a yearly total for the impact of the M25 scheme on journey times. The effect in the first year is estimated as a disbenefit of £63,000. The journey time impacts have been added to the costs in the Summary Information.

Breakdown of NPV Best Estimate

The following table details the costs and benefits that contribute to the Net Benefit in the Summary Information. All costs and benefits are over a 30-year period and are expressed as Present Value (PV) prices.

Type	Cost
Installation	£8,700,000
Maintenance	£200,000
Renewal	£3,100,000
Enforcement	£1,800,000
Journey time	£5,100,000

Type	Benefit
Accidents	£47,600,000
Journey time reliability	£9,900,000
Carbon	£1,200,000
Total	£58,700,000
Net Benefit	£39,800,000

Other Issues

The Controlled Motorway has a small impact on a number of measures, including noise, fuel consumption and operating costs. These changes have not been included in the economic assessment.

The Controlled Motorway Scheme will have no discernible impact on the landscape. There is no new land take for the scheme, and the majority of gantries with motorway indicators are already present.

The introduction of the Controlled Motorway Scheme will improve driver compliance with speed limits, in line with Government policy.

OTHER INFORMATION

Operational Regimes

The gantry mounted AMI signals will implement mandatory variable speed limits as flows reach capacity, in exactly the same way as the scheme on the M25. The AMI signals will remain blank in periods of low traffic flow, indicating to drivers that they should treat the Variable Speed Limit (VSL) stretch as any other stretch of motorway.

Fixed Signing

Fixed gateway signs will be used to inform motorists entering VSL that they are in a VSL area and that overhead signs and signals should be obeyed. There will be fixed gateway signs to inform motorists when they are exiting a VSL Area and returning to normal motorway operation.

Enforcement

In order to achieve compliance with the Operational Regimes, it will be necessary to enforce them. Highways Agency Digital Enforcement Camera System (HADECS-Home Office Approved) will be used to automatically enforce variable speed limits. The enforcement of variable speed limits will be undertaken utilising experience gained from the M25 and M42 schemes.

Options considered

Option 1 (Baseline): – To do nothing will retain the status quo for safety, congestion and pollution levels on this section of the M1 motorway. The existing daily congestion, accident and pollution levels will increase pro-rata year on year.

Option 2: (Preferred) – The Variable Speed Limit proposal between Junctions 6A and 10 will contribute to:

- Reducing congestion.
- Providing more reliable journey times.
- Reducing driver stress.
- Reducing accidents.
- Reducing CO₂ emissions.

The Highways Agency recommends Option 2.

Business Sectors Affected

All businesses have the potential to benefit from the introduction of Controlled Motorways. The M1 scheme will be of particular benefit to the people living in the Hemel Hempstead and Luton areas.

Issues of Equity or Fairness

The legislation does not favour any particular type of road user above others. The variable speed limits may slow some vehicles, but overall, congestion is expected to reduce together with overall journey times.

Compliance Costs for Business, Charities and Voluntary Organisations

The legislation will not add to compliance costs for business, charities or voluntary organisations.

Competition Assessment

The measures are not expected to have any implications for competition.

Enforcement and Sanctions

The legislation does not introduce any new offences or sanctions. Variable speed limits will be enforced using gantry-mounted speed enforcement cameras (HADECS 2 - Highways Agency Digital Enforcement Camera System 2).

Monitoring and Review

The operation of the variable speed limit scheme will be monitored and assessed to establish the effectiveness of the system on traffic flows, accidents and environmental factors.

Consultation

The scheme designers recognise the need to consult on the detailed proposals prior to the scheme's introduction.

A consultation will take place with affected stakeholder groups and interested parties. Consultation packs will be issued. Following completion of the consultation stakeholder feedback will be assessed and results from the consultation will be published.

In keeping with similar Controlled Motorway schemes, a Project Board will be set up to discuss the proposals, this board will consist of members from:

- Highways Agency, Bedford
- The E TechMAC (Peek - Mouchel)
- The TMC for Area 8 (CarillionWSP)
- Hertfordshire Police

- TRL (Transport Research Laboratory)
- Hertfordshire County Council

Additional publicity material will be sent to:

- RAC and AA motoring organisation
- Hertfordshire Fire and Rescue Service
- Local Road User Groups

A Consultation will take place with affected stakeholder groups and interested parties. Consultation packs will be issued. Following completion of the consultation stakeholder feedback will be assessed and results from the consultation will be published.

Implementation and Delivery Plan

The scheme completed its design and provision of basic infrastructure in common with the M1 Junction 6a -10 Widening scheme between 2007 and 2009. Commissioning of Phase 1 (between Junction 6a and Junction 8) will be in Spring 2010, subject to ministerial acceptance of the consultation results, and it is expected to be completed (Phase 2 – Junction 8 to Junction 10) in Spring 2011.

Post Implementation Review

A period of traffic behaviour and assessment will take place before the enforcement equipment is made active. This period of time will be used to review traffic flows and conditions thus enabling the computer algorithms which control the system to be 'fine tuned' if required. Consultation with Hertfordshire Camera Partnership will be an essential element of this task.

Summary and Recommendations

The Highways Agency recommends Option 2, outlined at the beginning of this document. The Controlled Motorway Scheme has the potential to produce considerable benefits by aiming to reduce congestion, improve journey time reliability, reduce accidents, driver stress and pollution levels.

Business case benefits have already been assessed on a similar scheme operating on the M25 between junctions 10 and 15 since 1995, and this was extended to junction 16 in 2002. The following benefits have been demonstrated as part of that scheme:

- A reduction in emissions
- A reduction in noise levels
- A reduction in vehicle operating costs
- Improved driver behaviour
- A reduction in driver stress

Specific Impact Tests

Competition Assessment

The Office of Fair Trading (OFT) guidelines have been followed in order to assess the impact of the Controlled Motorway Scheme upon market competition.

It has been concluded that there will not be any adverse effects upon competition in the marketplace. The introduction of the Controlled Motorway Scheme will reduce travel times and improve journey reliability which will contribute positively to competition in the marketplace. There will be agglomeration and competition benefits resulting from employment density change, due to improved journey times and productivity working.

Small Firms Impact Test

The Department for Business Enterprise and Regulatory Reform (BERR) guidelines have been followed in order to assess the impact of the Controlled Motorway Scheme upon small firms. The Controlled Motorway Scheme will not have an adverse effect upon small firms. The proposals do not impose any new or increased burden. Small businesses have not been consulted separately. However, the Highways Agency and their partners will be sending targeted information on the scheme to numerous organisations within the area.

Legal Aid

The Department for Constitutional Affairs (DCA) guidelines have been followed in order to assess the impact of the Controlled Motorway Scheme upon Legal Aid.

There are no new criminal sanctions or civil penalties that will be introduced as part of the Controlled Motorway Scheme. Therefore, a full Legal Aid impact test is not required.

Sustainable Development

The Government's Sustainable Development Strategy guidelines have been followed in order to assess the impact of the Controlled Motorway Scheme upon sustainable development.

The Controlled Motorway Scheme will not have an adverse effect upon sustainable development.

Carbon Assessment

The Government's carbon assessment guidelines have been followed in order to assess the impact of the Controlled Motorway Scheme upon carbon emissions.

The Controlled Motorways Scheme will provide a reduction in the emission of harmful gases and noise pollutants. The Controlled Motorway Scheme will not have an adverse effect upon carbon emissions.

Other Environmental

Full environmental assessments have been carried out in accordance with the Highways Agency (HA) national and local environmental strategies and policies including:

- Towards a Balance with Nature: The Highways Agency Environment Strategic Plan; and
- Living with Roads: An Environmental Strategy for England's Main Roads.

Health Impact Assessment

The Department of Health (DH) guidelines have been followed in order to assess the impact of the proposed scheme upon public health.

A full health impact assessment will not be necessary as the Controlled Motorways Scheme will not have a significant impact upon public health.

Race Equality

The Commission for Race Equality guidelines have been followed in order to assess the impact of the Controlled Motorways Scheme upon race equality.

The Controlled Motorways Scheme aims to establish a sustainable balance between wider economic growth, social inclusion and environmental objectives. It is therefore not expected that the Controlled Motorways Scheme will impact upon race equality.

Disability Equality

The Disability Rights Commission (DRC) guidelines have been followed in order to assess the impact of the Controlled Motorways Scheme upon the disabled.

A full disability impact assessment will not be necessary as the Controlled Motorways Scheme will not have an adverse impact upon the disabled.

Gender Equality

The Government Equalities Office guidelines have been followed in order to assess the impact of the Controlled Motorways Scheme upon gender equality.

A full gender equality assessment will not be necessary as the Controlled Motorways Scheme does not discriminate between genders.

Human Rights

The Ministry of Justice guidelines have been followed in order to assess the impact of the Controlled Motorways Scheme upon human rights.

The Controlled Motorways Scheme will not have an adverse affect upon human rights.

Rural Proofing

The Commission for Rural Communities (CRC) guidelines have been followed in order to assess the impact of the Controlled Motorways Scheme upon rural circumstances and needs.

The Controlled Motorways Scheme will not have an adverse affect upon rural circumstances and needs.

Specific Impact Tests: Checklist

Use the table below to demonstrate how broadly you have considered the potential impacts of your policy options.

Ensure that the results of any tests that impact on the cost-benefit analysis are contained within the main evidence base; other results may be annexed.

Type of testing undertaken	<i>Results in Evidence Base?</i>	<i>Results annexed?</i>
Competition Assessment	Yes	No
Small Firms Impact Test	Yes	No
Legal Aid	No	No
Sustainable Development	No	No
Carbon Assessment	Yes	No
Other Environment	Yes	No
Health Impact Assessment	Yes	No
Race Equality	No	No
Disability Equality	No	No
Gender Equality	No	No
Human Rights	No	No
Rural Proofing	No	No

Annexes

This document does not have any annexes.