

**West of England Partnership
Joint Transport Executive Committee
16 July 2009**

Transport Major Schemes Project Monitor

Purpose of Report

1. To update on progress and issues related to the current programme of transport major schemes in development, to seek the Committee's views and to seek endorsement of the governance arrangements for the North Fringe to Hengrove Package and Portishead Rail Corridor.

Background

2. In summer 2008 Government announced its intention to update and extend the RFA process, and at the end of February 2009 the South West Region submitted its advice to Government on funding priorities for transport over the next 10 years (RFA2). This submission identified 7 major transport schemes in the West of England to be brought forward to completion within the next 10 years, and a further 4 schemes for which construction would start during this period. An overview of the stage of development and programme for these schemes is provided in Appendix 1.
3. At the meeting of this Committee on 24 April 2009 it was resolved that quarterly updates would be provided on progress on the sub-region's major schemes. This would enable the Committee to provide strategic overview of the major schemes programme. An update on progress and issues arising for the schemes in development and programmed for completion in the next 10 years is provided below. The Greater Bristol Bus Network (GBBN), as a scheme currently being implemented, will be dealt with in separate 6 monthly update reports.

Major Schemes Programme Issues

4. Whilst the level of investment for new major transport infrastructure projects in the sub-region (at over £450m in the next 10 years equating to 31% of the Regional total) is to be welcomed it is clear that to bring forward this programme to implementation will require very significant commitment and resources from the authorities.
5. In recent months progress has been made in working with the Department for Transport (DfT) to seek to find ways to enable schemes to be brought forward more quickly and at a lower cost. These include the investigation of means to accelerate scheme implementation, phasing of schemes where planned developer contributions have not been forthcoming (see Weston Package below), the use of the North Fringe to Hengrove Package as a pilot for a more collaborative approach to scheme development, and changes to the way in which major scheme costs are treated to lessen the burden and reduce risk for the authorities. These initiatives accord with and are supported by the sub-region's emerging asks of Government

through the Multi-Area Agreement.

6. As reported to this Committee on 24 April 2009, work is progressing with the creation of a Sub-Regional Project Management and Performance Framework which would update and reaffirm existing project management arrangements for the development and delivery of strategy and major transport schemes. This increased consistency aims to strengthen the overall management of the development and delivery of projects for transport and for other sub-regional functions.

Bath Transportation Package

Recent Progress and Issues

7. The four planning applications for the Bath Transportation Package went before the Council's Development Control Committee (DCC) on 20 May 2009. The DCC granted approval for the planning applications for Lansdown Park & Ride expansion and Odd Down Park & Ride expansion, subject to relevant conditions. The new A4 Eastern Bath Park & Ride was recommended for approval by Members. Due to it being a departure from the Council's Local Plan, this application must be referred to the Secretary of State. A decision on the planning application for the Newbridge Park & Ride Expansion and Bus Rapid Transit was deferred, to enable officers to provide Members with more information on the benefits of the scheme.
8. On 20 May, Government Office for the South West issued an Article 14 Order in relation to the planning application for the Newbridge Park & Ride Expansion and Bus Rapid Transit. This means that the Council will be required to refer the application to the Secretary of State.

Looking Forward

9. The planning application for the Newbridge Park & Ride Expansion and Bus Rapid Transit will go before the DCC for a second time on 8 July.
10. In addition to the four planning applications, the Bath Transportation Package includes some important additional projects referred to as the Non-Planning Elements. These include: City Centre access changes; Bus Rapid Transit bus stops; Variable Messages Signs; New Bus Lanes and Public Realm Improvements.
11. A Public Exhibition on these elements is proposed for 23-25 July. This is two weeks after the planning application for the Newbridge Park & Ride Expansion and Bus Rapid Transit goes before the DCC. The exhibition will be publicised during this two week period. This public exhibition will launch a period of public consultation on the Non-Planning Elements of the scheme.
12. Procurement and land/property issues are progressing and engagement with the DfT is continuing. A Gateway Review will take place in autumn 2009.

Rapid Transit Ashton Vale to Temple Meads and Bristol City Centre

Recent Progress and Issues

13. As reported to this Committee on 24 April, a Programme Entry bid for Rapid Transit

Ashton Vale to Temple Meads and Bristol City Centre was submitted to the DfT on 30 March 2009. On 21 April acknowledgement was received that the bid was compliant with DfT requirements and would be examined in detail (see Appendix 2). Meetings with DfT have been held on 23 April and 23 June 2009 and the review and appraisal of the submission by DfT officers is progressing well.

14. The next stage of the process, Conditional Approval, requires the Authorities to apply for the required powers and consents to build and operate the Rapid Transit Scheme. Legal advice to date suggests that the most appropriate route for this is through an application for a Transport and Works Act Order (TWAO). Submission of the TWAO to the Secretary of State for Transport is programmed for the end of 2009.
15. Key activities in the last three months include:
 - Identifying and agreeing internal and external resource requirements, and establishing a detailed work programme and budget estimates.
 - Engagement with Network Rail and rail industry stakeholders on a combined rapid transit and heavy rail design (for Portishead passenger services) through Ashton Gate.
 - Seasonal environmental habitat surveys specifically looking at protected species.
 - Engagement with a range of stakeholders on the proposals including English Heritage, utility companies, South West Regional Development Agency (SWRDA), Network Rail, and Ashton Vale Heritage Group.
 - Working with SWRDA and Network Rail on the development of plans for an interchange at Temple Meads Rail Station.

Looking Forward

16. Key tasks over the coming months will include:
 - Continued work with DfT to secure Programme Entry status by Autumn 2009;
 - Further development of the project's communications strategy. This includes working with Bristol's Neighbourhood Partnership Network and groups in North Somerset to ensure community engagement is inclusive and comprehensive. The engagement programme consists of local group meetings to explain and discuss the detailed proposals their benefits and impacts. These meetings are due to commence shortly;
 - The project will be subject to external peer review to ensure the robustness of the case for the scheme and that the appropriate processes and support is in place to deliver the project. This will be undertaken in early September 2009;
 - Submission of Transport and Works Act Order and/or other planning applications is programmed for the end of 2009. This includes a full environmental impact assessment, works plans, land acquisition plans, listed building consents and draft planning conditions. Endorsement of the progression of this element of the development process will be required from the Joint Transport Executive Committee; and
 - Pre-submission exhibitions on the proposals. Submission of the Transport and Works Act Order would be followed by a formal, 42-day objection period.

Weston Package Phase 1

Recent Progress and Issues

17. As reported to this Committee meeting on 24 April a Programme Entry bid for Weston Package (WP1) was submitted to the Department for Transport (DfT) on 20 April 2009. Subsequently on 8 May acknowledgement was received that the bid was compliant with DfT requirements and would be examined in detail (see Appendix 3). Later that month a high level presentation of WP1 was made to the DfT officers who will be assessing the scheme.
18. The submitted bid is seeking Programme Entry for the scheme components contained in the 'Low Cost Option', namely:
 - M5 Junction 21 Improvements
 - Gateway Area Improvements on the A370
 - Worle Station Improvements - Queen's Way Bus Link & Elmham Way Bus Priority.
19. This equates to some £12m of additional public sector capital investment to deliver a £14m package of improvements to transport infrastructure in the Weston area.
20. The remaining components in the 'Preferred Scheme', namely the Airfield Bridge Link (ABL) and the Cross Airfield Link (CAL) are reliant on developer contributions, which are delayed due to the impact of the recession. Talks with developers about s106 agreements to help fund the ABL and the CAL broke down at the start of the recession and without these assurances it would not be possible to progress these scheme elements.

Looking Forward

21. On 12 June DfT sent a list of questions on the bid and a response is currently being prepared which should be completed by the end of July. On 12 August this initial response will be discussed with DfT in London and, unless significant further work is requested, it is hoped that Programme Entry will be awarded in September 2009.
22. If Programme Entry is awarded in September, work on the detailed designs will commence by October 2009 followed by public consultation in summer 2010.
23. A new Project Initiation Document is being drafted for the next stage of the project which is to prepare a bid for Conditional Approval (target December 2010), followed by a bid for Full Approval (target December 2011). These timescales are very challenging but are required in order to achieve construction start in early 2012 in line with the RFA programme.
24. In terms of the preferred scheme and bringing forward the ABL and CAL, dialogue with the developers has resumed but the timescales for reaching an agreement are unknown given the condition of the economy. When the necessary third party funding is identified/secured, a timescale will be set out to progress the ABL and the CAL through Conditional and Full Approval.

South Bristol Link Phases 1 and 2

Recent Progress and Issues

25. The initial appraisal of project options has been completed, and the Option Appraisal Report was published on the web at the beginning of March 2009. This report includes analysis of the five road and rapid transit options that were shortlisted from a previous long list of options.
26. Public and stakeholder consultation continued until the end of March 2009 and the Options Consultation report was published at the end of June. In total over 500 responses to the consultation questionnaire were received. 244 of these included unique answers; the remainder included standard answers to key questions. In addition 32 detailed written responses were submitted by businesses, parish councils, local interest groups, members of the public and others. 89% of responses support something being done to improve linkages in the southwest Bristol area. Some 37% of respondents seem to support the idea of a combined rapid transit and road project. This appears to be more popular with respondents than road alone, rapid transit alone or doing nothing.
27. Members of the project team met with DfT in March. This was a valuable meeting that enabled us to update DfT and gain guidance on the best way forward. Together with a subsequent meeting looking at scheme appraisal across the West of England programme, it seems that a relatively streamlined business case may be possible, with a first draft of some documents being submitted to DfT well in advance of the final bid.

Looking Forward

28. In order to improve the transport model, additional traffic and public transport surveys are being carried out during June and July. This updating of the transport model will provide a sound basis for detailed project appraisal, including assessment of economic and environmental aspects.
29. Other key activities in the coming six months include:
 - Seeking Joint Transport Executive Committee agreement as to the form of a scheme to be taken forward for further assessment (October 2009).
 - Preparation of a 'pre-bid' document for submission to DfT this autumn. This will include parts of the bid that are relevant regardless of the details of the scheme itself (eg the Strategic Case), and clear explanation of how we propose to complete the remaining parts.
 - Appointment of consultants to assist with preparation of parts of the bid that cannot be managed with in-house resources.
 - A second round of public consultation (Autumn/Winter 2009) to elicit views and provide information regarding details of a preferred scheme.
30. The current programme shows Major Scheme Bid submission in March 2010, some six months later than originally planned. The delay has arisen mainly because of the

nature of time-consuming transport modelling that is needed to support the appraisal work.

North Fringe to Hengrove Package

Recent Progress and Issues

31. The North Fringe to Hengrove Package is a scheme which encompasses a number of elements or projects which sit within the overall programme, namely:
 - Hengrove Rapid Transit and Bristol City Centre,
 - M32 Park & Ride, and
 - North & East Fringe Rapid Transit and Stoke Gifford Link.
32. Work has commenced on the Package with the aim of submitting a Programme Entry bid to DfT in April 2010.
33. Governance arrangements have been established to steer, oversee and manage the development of this scheme. These comprise a Programme Board which is responsible for overseeing and coordinating activities undertaken by the three Project Boards who manage the work related to their individual project. The proposed governance and management arrangements at the Programme and Project level are shown in Appendix 4. A Programme Board has been established and met for the first time on 19 June 2009.

Looking Forward

34. In line with the emerging West of England Multi-Area Agreement, this scheme will act as a pilot for a more collaborative approach with DfT to schemes development. It is hoped this will involve a better and earlier understanding by DfT of the nature of the scheme and way in which the business case will be developed, particularly those elements relating to the value for money case and the schemes overall costs and benefits. It is hoped that this approach will reduce scheme development timescales and cost.
35. To this end a meeting was held with DfT on 25 June 2009, which touched upon issues such as transport modelling and appraisal, bus policy, procurement, Programme and Project Management and evaluation. It is expected that this will be the first of a regular sequence of meetings with DfT which will take place throughout the development phase. In parallel meetings and workshops that cover Risk and Procurement Strategy have been arranged.

Portishead Rail Corridor

Recent Progress and Issues

36. North Somerset Council commissioned Network Rail in February to undertake an engineering study on re-opening the line for passenger train services using the industry standard project management framework known as Guide to Railway Investment Projects (GRIP). The study has involved an iterative process of modelling train paths using Railsys software which provides a validated working timetable and an output specification in terms of the infrastructure required to

deliver the timetable within a punctuality and reliability envelope known as the public performance measure.

37. The initial timetables produced through the Railsys modelling are dependant upon passenger trains operating at speeds of 50 mph for much of the existing freight line, double tracking works to reduce the length of single track working and junction and signalling works at Parson Street junction and Portbury Dock junction. In order to understand the wider options in terms of infrastructure requirements Network Rail are now modelling a wider range of timetable level of service options, these options will also include the evaluation of operating lower line speeds.
38. Network Rail will report their findings with outline costings for each level of service option through a GRIP 2 report. It is anticipated the report will be completed by mid July.

Looking Forward

39. The project has now reached a level of activity where the project governance and project management arrangements need to be established on a more formal basis, mirroring the framework agreed at this Committee on 24 April 2009. The proposed governance arrangements for the scheme are shown in Appendix 5. It is envisaged at the local level that the existing Steering Group will continue to act as a hub for keeping key decision makers informed on the development of the project.
40. Following the completion of the GRIP 2 report, the next major work stream is to update and validate the transport sub-model for the Portishead corridor and also apply a rail industry demand forecasting model. These models will quantify the levels of passenger demand for each of the options set out in the GRIP 2 report. This will then feed into economic efficiency calculations to produce a range of benefit to cost ratios (BCRs). The DfT normally require a BCR of 2 or over for rail project.
41. Following this work a decision will be needed on the selection of single project option. This single option will then be taken forward in a GRIP 3 study which includes a greater level of assessment in terms of infrastructure and costs. The GRIP 3 study together with the passenger demand modelling will then form the basis on which to develop a major scheme business case. The project programme identifies that the earliest a major scheme business case could be submitted to the Department for Transport is early 2011.

Recommendation

That the Joint Transport Executive Committee:

- a) Notes the progress made with the West of England major schemes and give views
- b) Endorses the governance arrangements for the North Fringe to Hengrove Package and Portishead Rail Corridor.

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Appendices

Appendix 1 Development and Implementation Programme for West of England RFA2 Prioritised Major Transport Schemes

Appendix 2 Rapid Transit Ashton Vale to Temple Meads and Bristol City Centre: Letter from DfT of 21 April 2009

Appendix 3 Weston Package: Letter from DfT of 8 May 2009

Appendix 4 North Fringe to Hengrove Package - Proposed Governance and Project Management Arrangements

Appendix 5 Portishead Rail Corridor – Proposed Governance and Project Management Arrangements

Appendix 1

Development and Implementation Programme for West of England RFA2 Prioritised Major Transport Schemes

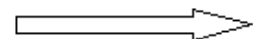
Scheme	2008/ 2009	2009/ 2010	2010/ 2011	2011/ 2012	2012/ 2013	2013/ 2014	2014/ 2015	2015/ 2016	2016/ 2017	2017/ 2018	2018/ 2019	2019/20 Onwards
Greater Bristol Bus Network												
Bath Transportation Package												
Weston Package Phase 1												
Rapid Transit Ashton Vale to Temple Meads and Bristol City Centre												
North Fringe to Hengrove Package												
South Bristol Link Phases 1 & 2												
Portishead Rail Corridor												
Greater Bristol Metro Rail Project												
M5 Junction 21 Bypass												
Callington Road Link/Bath Road Improvements												
Rapid Transit Emerson's Green to Temple Meads												



Development Phase to Programme Entry Bid Submission



DfT Approvals Process, Planning and Other Consents, Procurement



Implementation Period (RFA2 Profile)

Appendix 2



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21 April 2009

Dear Barbara,

**ASHTON VALE TO TEMPLE MEADS RAPID TRANSIT ROUTE:
PROGRAMME ENTRY MAJOR SCHEME BUSINESS CASE**

I am pleased to inform you that the formal Programme Entry Major Scheme Business Case (MSBC) for the Ashton Vale to Temple Meads Rapid Transit Route, received here on 30 March has now been accepted as compliant.

As a matter of policy, I have forwarded a copy of the AST for your preferred option and the MSBC web link to DEFRA, the statutory environmental bodies (Natural England, English Heritage and the Environment Agency), as well as the Campaign for Better Transport (CBT) and the Campaign to Protect Rural England (CPRE). Our intention is to keep environmental bodies informed of forthcoming schemes and to ensure we have their views on the impacts which we will provide to Ministers when making our recommendation. This should not replace your own communications with these bodies.

The MSBC will now be assessed in detail by the relevant Departmental specialists. They may ask questions / request additional information to assist their analysis and I hope to forward a full list of queries to Bob Fowler by 15th May.

I look forward to seeing you at the presentation of the MSBC on 23rd April.

Yours sincerely,

A handwritten signature in black ink, appearing to read "F Chughtai".

Mrs Fozia Chughtai



Mrs Fozia Chughtai
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8 May 2009

Dear Barbara,

WESTON PACKAGE PHASE 1:
PROGRAMME ENTRY MAJOR SCHEME BUSINESS CASE

I am pleased to inform you that the formal Programme Entry Major Scheme Business Case (MSBC) for the Weston Package Phase 1, received here on 20th April has now been accepted as compliant.

As a matter of policy, I have forwarded a copy of the AST for your preferred option and the MSBC web link to DEFRA, the statutory environmental bodies (Natural England, English Heritage and the Environment Agency), as well as the Campaign for Better Transport (CBT) and the Campaign to Protect Rural England (CPRE). Our intention is to keep environmental bodies informed of forthcoming schemes and to ensure we have their views on the impacts which we will provide to Ministers when making our recommendation. This should not replace your own communications with these bodies.

The MSBC will now be assessed in detail by the relevant Departmental specialists. They may ask questions / request additional information to assist their analysis and I hope to forward a full list of queries to Colin Medus and Steve Thorne by Friday 12th June (earlier if possible but am taking the Bank Holiday and half-term week into account).

I look forward to the presentation of the MSBC on 20th May.

Yours sincerely,

A handwritten signature in blue ink that reads "F Chughtai".

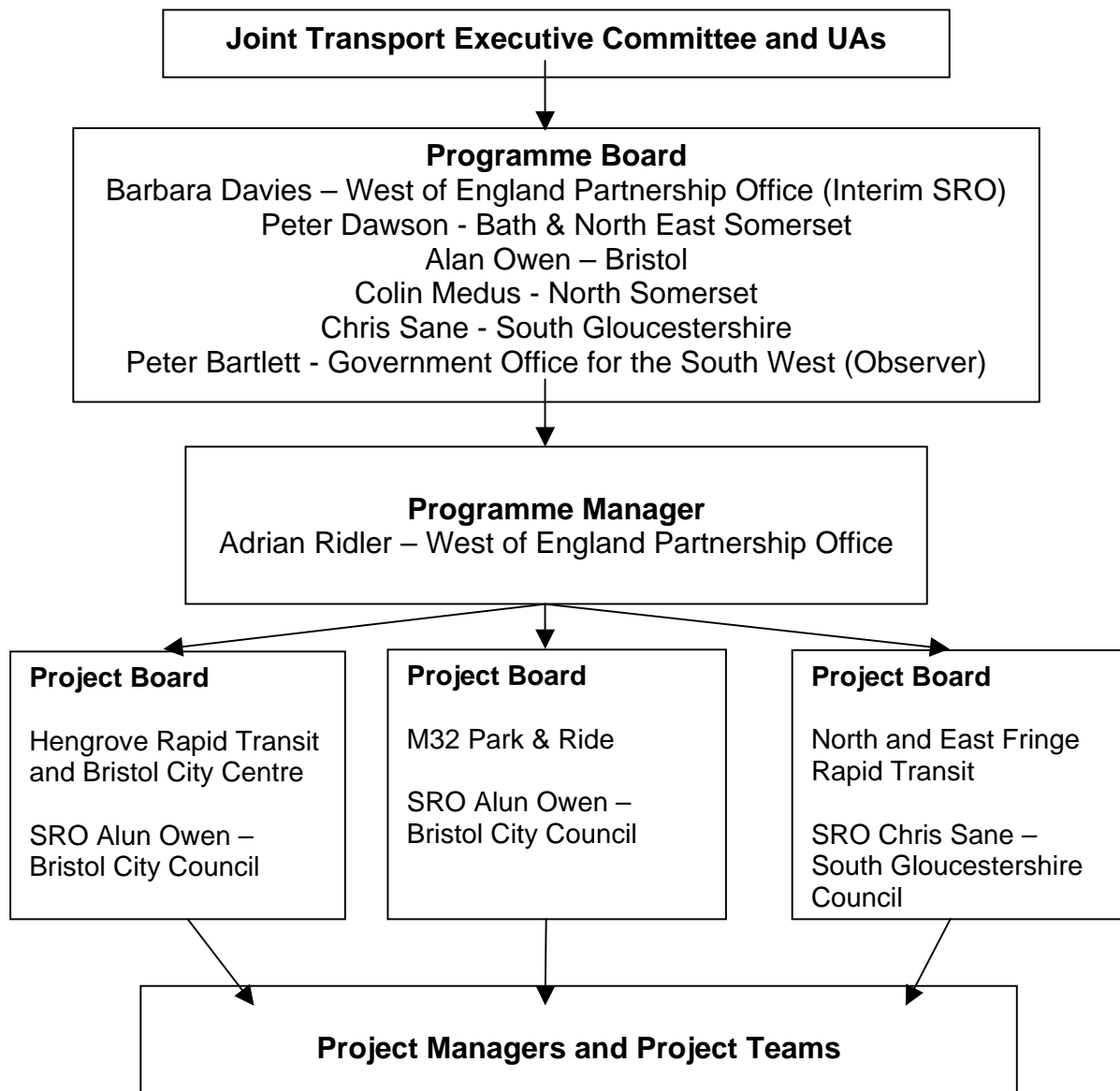
Mrs Fozia Chughtai

Appendix 4

North Fringe to Hengrove Package - Proposed Governance and Project Management Arrangements

Scheme or Project:	North Fringe to Hengrove Package
Current Status:	Bid development stage
Work Programmed for 2009/10:	Bid submission and supporting studies
Next DfT Milestone:	Programme Entry Bid expected to be submitted by Spring 2010

Governance and Project Management Arrangements:

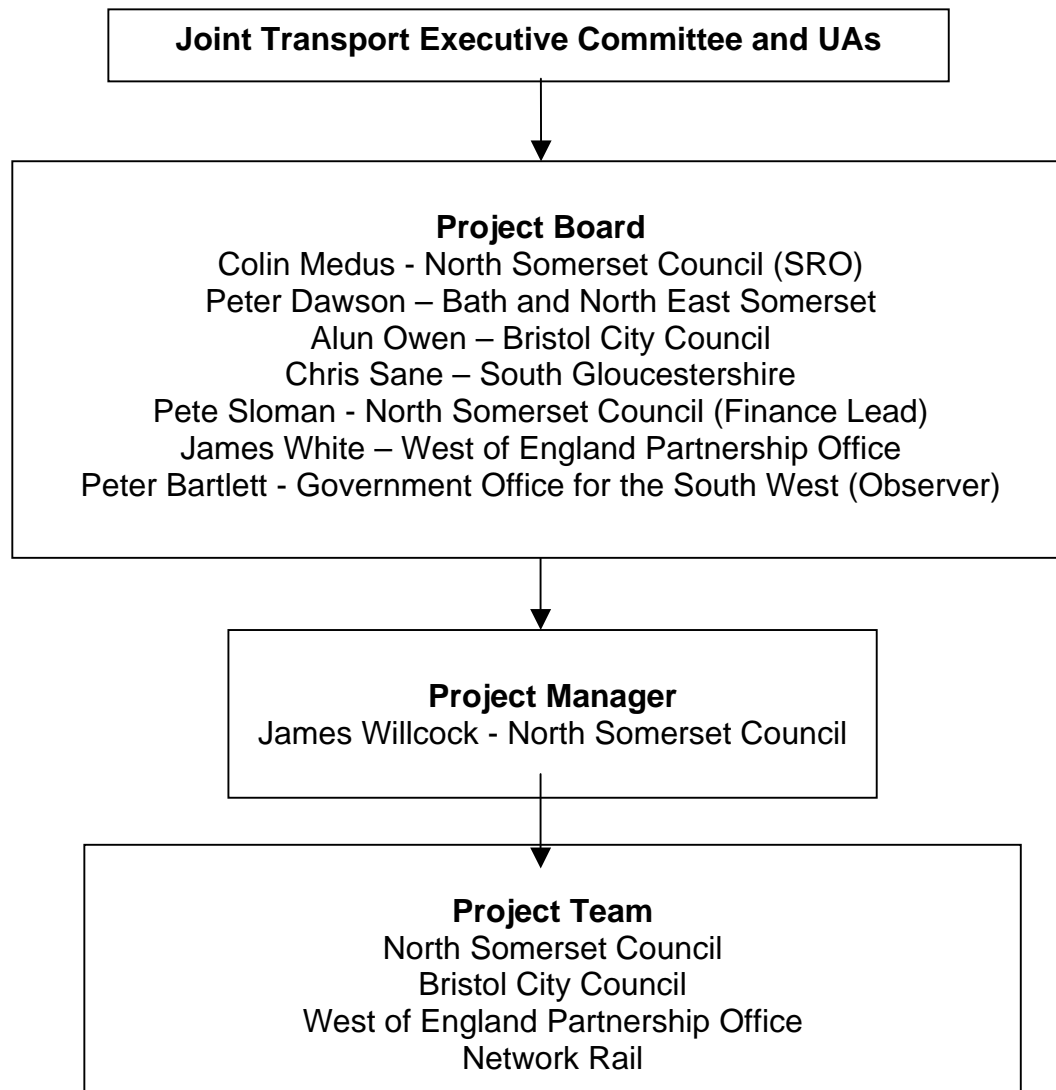


Appendix 5

Portishead Rail Corridor – Proposed Governance and Project Management Arrangements

Scheme or Project:	Portishead Rail Corridor
Current Status:	Bid development stage
Work Programmed for 2009/10:	Prepare Project Initiation Document. Undertake GRIP2 study. Commission corridor model and rail industry demand forecasting model.
Next DfT Milestone:	Programme Entry Bid expected to be submitted early 2011

Governance and Project Management Arrangements:



NB – It is envisaged at the local level that the existing Steering Group will continue to act as a hub for keeping key decision makers informed on the development of the project.