

## Major Transport Schemes Update

### Purpose of Report

1. To update on progress and issues related to the current programme of transport major schemes and to seek the Committee's views.

### Background

2. In summer 2008 Government announced its intention to update and extend the Regional Funding Allocation (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. The Government's response in July 2009 gave broad support to the region's transport programme.
3. Set out below is an overview of the work undertaken in the last quarter to bring forward the first six of these major schemes and that planned for the coming months. Appendix 1 provides an overview of the development and implementation profile for the major schemes programme. This information forms the basis of the regular quarterly reports on major schemes presented to the Joint Transport Executive Committee. Appendix 2 provides a summary of the forecast impacts and outcomes of the four most advanced of these schemes.
4. Given the impact of the recession on public finance it is recognised that RFA funding is likely to be reduced in the coming years. The DfT have asked the Region to carry out scenario testing to consider how it would respond to reduced Government funding. This work is continuing. The effective development and delivery of schemes, to programme and budget, will further strengthen the case for West of England investment as the current Regional programme is revised.

### Major Schemes Programme Issues

5. It is recognised that availability of resources, both financial and personnel, can be a constraint on the bringing forward of major schemes. The sub-region has benefited from the support of the South West Regional Development Agency (SWRDA) who in 2007 awarded £1.55m in co-funding to develop initial bids for the Weston Package Phase 1, Ashton Vale to Temple Meads and Bristol City Centre Rapid Transit and South Bristol Link. There has also been previous investigation as to whether RFA or other funds available through the South West Region could be used to support major schemes development particularly to seek to overcome 'pinch points' in the process such as transport modelling and other highly technical aspects.
6. These issues have been embraced in the Multi-Area Agreement (MAA) which seeks

ways to streamline the major schemes approval processes to save time and cost, including:

- Using North Fringe to Hengrove Package as a national pilot of a more collaborative approach to major scheme development.
- Lessening the burden of cost and risk on promoters through changes to the way development costs are treated.
- Looking at ways in which elements of schemes could be brought forward early in advance of more complex elements, extending the 'decoupling' approach used for Weston Package.

7. It is recognised that the specialist nature of the major schemes development process requires the engagement of third party consultants. To ensure that skills in sufficient capacity are available the West of England authorities are undertaking a joint procurement process in the areas of major schemes project management, procurement advice and scheme design. This work has been supported by the award of £55,000 of funding to the West of England through the Regional Improvement and Efficiency Partnership through South West Councils on the basis that we share the experiences of this work and open up the frameworks to other public sector bodies.
8. Work is progressing with the creation of a Sub-Regional Project Management and Performance Framework that would update and reaffirm existing project management arrangements for the development and delivery of strategy and major transport schemes. This would form part of the individual scheme's Quality Assurance arrangements, and through increased consistency would strengthen the overall management of the development and delivery of projects for transport and for other sub-regional functions. It is proposed that the framework would include the full range of project management processes, reports and deliverables including governance, programme, budget (complementing the existing role of finance lead officers) and risks. It is planned that this framework would form the basis of the major schemes monitor at the Joint Transport Executive Committee on 4 February 2010.
9. It is recognised that public engagement and communication plays a vital role in gaining acceptance for the individual major schemes. The authorities and the Partnership Office seek to ensure that stakeholders and the public are aware of the interlinking nature of the transport schemes programme, and their relationship with other projects and initiatives being managed by the councils.
10. To reinforce this interrelationship all the major schemes are using the Travel+ branding in any public engagement that is undertaken on the schemes and also in the development of the wider Joint Local Transport Plan 3 (JLTP3). This Travel+ branding has been used in recent months to provide a consistency of approach on information and consultation leaflets and material related major schemes – Ashton Vale to Temple Meads Rapid Transit, South Bristol Link and North Fringe to Hengrove Package. Copies of these leaflets will be available at the meeting.
11. The [travelplus.org.uk](http://travelplus.org.uk) website was launched in October and provides a single point of contact for all travel queries in the area. It will hold information on all the West of England major schemes, with further information remaining on the individual councils websites. It has also been developed with the potential to progressively

become a portal to information for travel by bus, train, cycle or on foot.

## Major Scheme Updates

12. Set out below is a description of progress and future plans for each of the major schemes which it is planned will be accepted into the Government's funding programme by the end of 2010. To summarise the highlights and current status:
  - **Greater Bristol Bus Network** – significant progress has been made in delivering the scheme and all of the remaining grant funded tasks are programmed to be completed by the original date of June 2011.
  - **Bath Package** - Government Office decision that the A4 Eastern Bath Park & Ride and the Newbridge Park & Ride expansion and Bus Rapid Transit (BRT) would not be subject to a public inquiry. Compulsory Purchase Orders (CPO) made in September.
  - **Weston Package** - Programme Entry award expected November 2009.
  - **Ashton Vale to Temple Meads and Bristol City Centre Rapid Transit** - Programme Entry award expected December 2009. Work progressing to apply for the required powers and consents to build and operate the Rapid Transit Scheme
  - **South Bristol Link** – two-month consultation on the preferred option for a combined road and Rapid Transit route on an inner alignment started on 2 November.
  - **North Fringe to Hengrove Package** - wider consultation on a preferred package is scheduled for early December.
13. Appendix 1 also includes the schemes later in the RFA programme, namely the Portishead Rail Corridor, Greater Bristol Metro Rail Project, M5 Junction 21 Bypass, Callington Road Link/Bath Road Improvements, and Emerson's Green to Temple Meads Rapid Transit. As shown development work on these schemes is planned in line with their implementation profile.

## Greater Bristol Bus Network (GBBN)

### *Recent Progress and Issues*

14. Progress on delivering the £70m package of investment in improving bus services on 10 key corridors is progressing well. Recent highlights include the progress on corridor 7 (A4174 Ring Road from Emerson's Green to Cribbs Causeway) with Abbey Wood roundabout and a new bus gate recently completed, and M32 junction 1 due to complete soon.

### *Looking Forward*

15. GBBN is well on the way to delivering the project's 944 improved bus stops including raised kerbs for level access, 22 junctions with bus priority and nearly 9km of new bus or priority lanes. Over 120 new low floor buses with reduced emissions

are already in operation. All the grant funded GBBN tasks are programmed to be completed by June 2011.

16. Key tasks in the coming months will include:
  - a. On corridor 2 (A4018 Cribbs Causeway to Bristol City Centre via Henbury and Westbury) a major consultation on Whiteladies Road is due to start in March 2010.
  - b. For corridor 8 (A370 Weston-super-Mare to Bristol City Centre) works on the Congresbury bus lane will start in January and are due to complete in March 2010, and by this point this corridor will be substantially completed.
  - c. Corridor 10 (A367 Bath to Radstock & Midsomer Norton) is due to be completed by the end of March 2010.
  - d. In January Bristol will consult on Fishponds/Stapleton Road on corridor 5 (A432 from Yate/Chipping Sodbury into Bristol).

## **Bath Transportation Package**

### *Recent Progress and Issues*

17. On 5 August 2009, the Council's Development Control Committee was minded to approve the application for the Newbridge Park & Ride expansion and BRT. In October, Government Office for the South West announced that the two planning applications subject to Article 14 direction (the A4 Eastern Bath Park & Ride and the Newbridge Park & Ride expansion and BRT) would not be subject to a public inquiry. Bath & North East Somerset Council is now able to issue the planning decisions on these applications.
18. CPO notices for Bath Transportation Package were made on 16 September 2009.
19. A public consultation on the City Centre proposals closed on 14 September 2009. The proposals will create a more pedestrian and cyclist-friendly City Centre, through the introduction of access changes on a number of streets and the expansion of pedestrian areas in High Street. A report on the consultation will be issued in due course.
20. The Invitation to Tender for the scheme was posted on the Official Journal of the European Union (OJEU) website in August 2009, with a closing date of 2 September.

### *Looking Forward*

21. The Council aims to have all planning permissions in place, all land assembled and a preferred bidder with agreed costs identified by Spring 2010, in order to submit for Conditional and Full approval.
22. The Joint Transport Committee meeting on 12 November recommend to Bath & North East Somerset Council that a Conditional and Full approval submission to the DfT be progressed.

## Weston Package Phase 1

### *Recent Progress and Issues*

23. In April 2009 a Programme Entry bid for this scheme was submitted to DfT. In response to a list of questions about the bid, a response was submitted in early August 2009 and followed up with a discussion at DfT offices in London on 12 August 2009. The additional information requested by DfT was then prepared and submitted on 18 September 2009. On 7 October 2009 DfT sent a further list of requests for information and a response was returned to them on 20 October 2009. DfT sent further questions on 2 November 2009 to which a further response was returned on 5 November 2009.
24. 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.
25. 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.
26. 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 ABL and 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*

27. If DfT is satisfied with our response and no further work is requested, it is hoped that Programme Entry will be awarded in December 2009.
28. A full time engineer has now started work on more detailed design and risk mitigation. If Programme Entry is awarded in November, more resources will be applied to progress the detailed designs, with public consultation in summer 2010.
29. A new Project Initiation Document has been drafted and provisionally agreed by the Project Board 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.
30. 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.

## **Ashton Vale to Temple Meads and Bristol City Centre Rapid Transit**

### *Recent Progress and Issues*

31. In March 2009 the project submitted a programme entry Major Scheme Business Case (MSBC) to the DfT. Programme entry approval is expected in December 2009 and once granted by DfT the project can move to the next stage of development – applying for the appropriate consents and permissions to build and operate the scheme.
32. Since March 2009 the project has been undertaking further development work on preparing the scheme for the planning process. This has included obtaining specialist advice on the next stages of work and the appropriate ways in applying for the required permissions and consents. The project intends to seek a TWAO to gain the necessary powers for the segregated section of the route. This is a relatively lengthy and complex process usually including a public inquiry, but does give the power to both build and operate the scheme in one process.
33. The project has recently completed a series of community steering group meetings facilitated by the Neighbourhood Planning Network that has provided useful input to the design of the scheme.

### *Looking Forward*

34. In addition to programme entry approval, a necessary precursor to applying for a TWAO is achieving approval from both Bristol City Council and North Somerset Council full Councils and passed by a majority of all Council members. To this end, it is envisaged that the project will be taking the recommendation to apply for TWAO powers to Bristol City Council full Council and North Somerset Council early in 2010.
35. The TWAO process requires that a second resolution, to confirm the first and the subsequent application itself, be passed by both full Councils on the same basis as the first resolution i.e. by a majority of all Council members. The second resolution will be taken to the following meeting of each Council. At the Joint Transport Executive Committee meeting on 12 November members recommended that Bristol City Council and North Somerset Council follow this approach and approve the application for TWAO at full Council. Once the resolutions are passed the TWAO application can then be made.
36. The application of the TWAO will trigger a formal 42-day objection period. The application and all associated documents will be put on deposit and made available to the public throughout this period in order to ensure adequate access for consultees to make their views on the scheme known.

## **South Bristol Link**

### *Recent Progress and Issues*

37. Following detailed assessment of a range of scheme options, on 1 October 2009 the Joint Transport Executive Committee endorsed a combined single-carriageway highway and Rapid Transport link between the A370 and Hartcliffe roundabout

comprising an inner alignment Rapid Transport route with either an inner or outer highway alignment between the A38 and Hartcliffe roundabout which would be subject to further assessment.

38. This further assessment identified a preferred scheme (shown in Appendix 3) which included an inner alignment highway and Rapid Transit route between the A38 and the A370 and the safeguarded highway alignment between the A38 and Hartcliffe roundabout. This option was considered to best meet the scheme's objectives:-

- To facilitate regeneration and growth in South Bristol and the development area proposed in the draft RSS
  - Whilst both options would improve access into South Bristol, the inner would also provide a direct road link to Brook Gate (South Liberty Lane), one of the most deprived areas in the country.
  - North Somerset has objected to the Secretary of State's Proposed Changes to the draft Regional Spatial Strategy in respect of the location and scale of the proposed SW Bristol urban extension within the Green Belt. The Council does not accept that the proposal is either desirable or deliverable within the RSS timeframe. In this context, the inner option is favoured because it is co-located to the urban area and, hence, minimises adverse impact on the Green Belt.
- To reduce congestion in South Bristol (which includes adjacent areas in North Somerset)
  - The inner is more effective than an outer alignment at helping limit congestion on the area's most congested routes, such as Parson Street Gyratory and Winterstoke Road.
- To improve accessibility from South Bristol to the city centre and to strategic transport links, including the trunk road network and Bristol International Airport.
  - The inner highway alignment makes a greater contribution to the strategic highway network than an outer alignment because it involves less diversion than would an outer alignment.

39. The assessment also drew upon a number of other considerations including:-

- Both options include Rapid Transit, cycling and walking on the inner alignment. There is less adverse impact on the Green Belt in placing the highway on this same alignment rather than another alignment.
- The inner alignment largely follows the edge of urban development therefore has less visual impact and less impact on landscape character. The outer alignment has significant impact upon landscape character and visual intrusion.
- The inner alignment has less impact on Highridge Common.
- The inner alignment [the red route] is safeguarded in the North Somerset Replacement Local Plan from development that would prejudice implementation of the scheme. This means the proposal has gone through a formal process of

consultation and debate, with opportunities for discussion in front of an independent inspector, and challenge through the courts. It therefore has considerable weight in the planning system, the route appears on legal searches, and can be used to support compulsory purchase order.

- Both options require a Rapid Transit crossing under the railway and whilst the Inner alignment also requires a highway crossing, this would not involve significant additional technical issues.

40. This 'preferred' scheme is the subject of the current consultation. It has been presented to members in North Somerset and Bristol and has been discussed with DfT. A number of presentations are taking place to inform and seek feedback from community groups and stakeholders such as the business community. Work is currently proceeding with the detailed appraisal necessary to formulate the Major Scheme Business case that will form the basis of the bid to government for funding.

### *Looking Forward*

41. The current consultation will continue until the end of December. Appraisal studies will continue beyond the end of the year in order to take on board issues that may arise during the consultation and to finalise the business case.
42. Feedback on the consultation will be reported early in the New Year with a view to seeking the endorsement of the Joint Transport Executive Committee at the meeting on 4 February and submitting a bid for Programme Entry in March 2010.

## **North Fringe to Hengrove Package**

### *Recent Progress and Issues*

43. The Package is composed of a substantial set of inter-related schemes to significantly improve alternative modes and tackle congestion, with an allocation of £168 million in RFA2 and a scheduled construction start in 2013. Both Bristol City and South Gloucestershire councils are committed to an ambitious programme to facilitate the submission of a Major Scheme Business Case in Spring 2010, and progress includes:
- Officers have held another successful meeting with DfT to further clarify and streamline the approach to be adopted towards modelling and appraisal of the Package consistent with its pilot status and the Package programme. This has resulted in the endorsement of the option prioritisation approach (see below), and agreement on (and the undertaking of) further data collection and transport model enhancements necessary prior to the assessment of a preferred Package option.
  - A range of route and mode options have been identified and prioritised based on performance towards the Package objectives, environmental and economic considerations and impact on local communities. This has resulted in a short-listing of preferred options, including alternative rapid transit routes in South Bristol from Hengrove Park via Knowle West and Bedminster to Bristol City Centre and a park and ride site location in Bristol accessed by the M32.

In the North Fringe the proposed route will run from Aztec West through Bradley Stoke, Stoke Gifford, Harry Stoke, Coldharbour Lane and then along the M32 into Bristol City Centre. The second branch will run from Emersons Green serving the new science park, past Hambrook and on to Bristol City Centre. Route options via UWE, a spur into Parkway station and in the Emerson's Green area are being considered.

- Updated information on the above options has been provided on the Travel+ website in line with the Package Communications Strategy and the wider public consultation runs until 8 January 2010.
- An independent Technology Review has been commissioned to clarify the most appropriate mode to adopt for the rapid transit elements of the Package, and the conclusions of the Review are expected shortly.

### *Looking Forward*

44. Following consideration of representations received during the consultation, detailed appraisal of the preferred package will be undertaken. A report is planned to the 4 February 2010 Joint Transport Executive Committee which will seek endorsement of the major scheme bid following which it is proposed that the bid will be submitted in March 2010.

### **Recommendation**

That the Joint Scrutiny Committee notes the progress made with the West of England major schemes programme and give views.

### **Appendices**

- Appendix 1 Development and Implementation Programme for West of England RFA2  
Prioritised Major Transport Schemes
- Appendix 2 West of England Major Schemes with Bids Submitted to Government –  
Forecast Impacts and Outcomes
- Appendix 3 South Bristol Link Preferred Option

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## Appendix 1

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

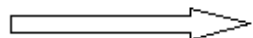
Scheme	2008/ 2009	2009/ 2010	2010/ 2011	2011/ 2012	2012/ 2013	2013/ 2014	2014/ 2015	2015/ 2016	2016/ 2017	2017/ 2018	2018/ 2019	2019/20 Onwards
Greater Bristol Bus Network												
Bath Transportation Package												
Weston Package Phase 1 Decoupled Low Cost Option												
Rapid Transit Ashton 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

### West of England Major Transport Schemes with Bids Submitted to Government – Forecast Impacts and Outcomes

Scheme	Infrastructure	Congestion, Traffic and Accidents	Public Transport Usage	Environment
Greater Bristol Bus Network (GBBN)	<ul style="list-style-type: none"> <li>944 improved bus stops</li> <li>Over 120 new low floor buses</li> <li>301 bus stops with real time passenger information displays</li> <li>22 junctions with bus priority signals</li> <li>8.6km of new bus or priority lane</li> </ul>	<p>Compared to the situation in 2011 without the scheme:</p> <ul style="list-style-type: none"> <li>7% reduction in forecast increase in journey times in the Greater Bristol area</li> <li>8% reduction in forecast increase in area-wide road traffic mileage</li> <li>Further 25% reduction in accidents with people Killed or Seriously Injured (KSI)</li> </ul>	<p>Compared to the situation in 2011 without the scheme:</p> <ul style="list-style-type: none"> <li><b>3.9 million more bus journeys per year</b></li> <li><b>2% increase in rail journeys</b></li> </ul>	<ul style="list-style-type: none"> <li>Reduction in carbon emissions of 47,771 tonnes over project lifetime</li> <li>Reduction in concentration of NO<sub>2</sub> to 44 micrograms per m<sup>3</sup> in Bristol Air Quality Management Area (AQMA) in 2011 compared to 46 micrograms per m<sup>3</sup> without the scheme</li> </ul>
Bath Transportation Package	<ul style="list-style-type: none"> <li>Increase of 125% in Park and Ride parking spaces</li> <li>Access changes in city centre streets to create a more pedestrian and cycle friendly environment</li> </ul>	<ul style="list-style-type: none"> <li>1.5 million reduction in cars entering the City per year</li> <li>Annual reduction of 5 million kilometres in car travel undertaken within the city</li> <li>Avoidance of 321 accidents over the next 60 years including 3 fatalities and 35 serious casualties</li> </ul>	<ul style="list-style-type: none"> <li><b>2.2 million more public transport journeys per year</b></li> </ul>	<p>Annual emission savings of:</p> <ul style="list-style-type: none"> <li>2.1 tonnes of NOx</li> <li>10.9 tonnes CO</li> <li>1,500 tonnes of CO<sub>2</sub></li> </ul>
Ashton Vale to Temple Meads Rapid Transit	<ul style="list-style-type: none"> <li>4km new segregated busway and some 3km of bus lanes in Bristol city centre</li> <li>New parallel pedestrian route/cycleway and links to existing network</li> <li>10 new Rapid Transit stops</li> <li>New fleet of low floor, low emission buses</li> </ul>	<ul style="list-style-type: none"> <li>3,200 fewer vehicle trips across the network per day</li> <li>0.13% reduction in personal injury accidents across the West of England area</li> </ul>	<ul style="list-style-type: none"> <li>By 2016, 7,400 trips per day made by Rapid Transit</li> <li>87% increase in peak period public transport capacity in the corridor</li> <li>Journey times reduced from 26 to 12 minutes</li> <li>20,400 people live within 600m walking distance of a Rapid Transit stop</li> </ul>	<ul style="list-style-type: none"> <li>Reduction of carbon emissions of 4,137 tonnes over the project lifetime</li> <li>17,000 people live within 600m walking distance of the parallel pedestrian route/cycleway</li> </ul>
Weston Package Phase 1 Low Cost Option	<ul style="list-style-type: none"> <li>New 320 space station car park with bus interchange and cycle parking</li> <li>New bus only link, 2km of road widening including roundabouts and a 500m bus lane</li> <li>2 junctions with bus priority signals</li> </ul>	<ul style="list-style-type: none"> <li>Significant reductions in congestion, particularly at Junction 21 in the afternoon peak</li> </ul>	<ul style="list-style-type: none"> <li>Improved interchange and bus priority measures could facilitate an increase in public transport journeys</li> </ul>	<ul style="list-style-type: none"> <li>19.7 tonne reduction in NOx emissions and 0.4 tonne reduction in PM10 emissions in the opening year</li> </ul>

South Bristol Link – Preferred Option

