

**West of England
Joint Transport Executive Committee
31 July 2013**

MetroBus (Rapid Transit) Programme – Bristol City Council Review and Next Steps

Purpose

1. To seek a decision on endorsement of proposed changes to the MetroBus programme for recommendation to Bristol City, South Gloucestershire and North Somerset Councils.

Background

2. Best and Final Bids (BAFB) for the following three MetroBus schemes were submitted to the Department for Transport (DfT) on 9 September 2011:
 - Ashton Vale to Temple Meads scheme (AVTM)
 - North Fringe to Hengrove Package (NFHP)
 - South Bristol Link (SBL)
3. Programme Entry for all three schemes was confirmed in November and December 2011. Since then work has been progressed to develop the schemes with regular updates provided to this Committee.
4. The three schemes are being implemented under the terms of a Joint Working Agreement (JWA) between the three West of England Unitary Authorities (UAs) of Bristol, North Somerset and South Gloucestershire and Joint Promotion Agreements (JPAs) between the UAs involved in promotion of each of the schemes.
5. In accordance with Joint Working Agreement JTEC is requested to consider the proposed changes to the AVTM and NFHP schemes described in this report and to decide whether or not to recommend the changes to the UAs for implementation.
6. The JWA and JPAs make provision for the situation where independent actions instigated by one party result in additional expense or loss for other parties, including that the former indemnifies the latter against any loss suffered as a result. In this case the action represented by changes to the scheme is proposed by Bristol City Council (BCC). BCC has acknowledged that there are consequential impacts including additional expense and loss for the other authorities arising from the change and it has been agreed that the provisions within the JWA and JPAs underpinning each of the schemes will be applied in consideration of these. This is further discussed at paragraph 17 below.

Changes to AVTM

7. Following his election, the Mayor of Bristol instigated a review of parts of the MetroBus Programme. Proposals for change emerging from the review were set out within a report considered by the Mayor at the BCC Cabinet meeting on 27 June 2013. A copy of the report is appended at Appendix 1. Three options were set out in the report together with a summary of technical appraisal of each option. At the BCC Cabinet meeting the Mayor decided that option 2 as set out in the report should be

pursued. In summary, option 2 comprises a new route alignment along Cumberland Road, Commercial Road and Redcliff Hill replacing the part of the scheme along the Heritage railway, through the Harbourside and across Prince Street Bridge.

8. Key points from technical appraisal of option 2 and comparison with the AVTM BAFB scheme are:
- No significant difference in the scheme Benefit to Cost Ratio (BCR) – still ‘very high value for money’
 - Overall, for the changed scheme, some reduction in scheme benefits is forecast by the technical appraisal and a change in the make-up of those benefits: public transport benefits are reduced (as a result of increased journey times); and highway benefits are increased (due to removal of the disbenefits arising from closure of Prince Street Bridge to cars). Public transport benefits still represent over 90% of the overall scheme benefits.
 - Around 22% reduction in forecast patronage and revenue on the MetroBus service (patronage still significantly greater than on the current 903 park & ride service).
 - Some reduction in forecast patronage on other services from North Somerset using the AVTM route compared to the BAFB scheme. For example, combined forecast 2016 am peak patronage on X1, 354 and 361 services from Weston-Super-Mare, Nailsea and Clevedon to Bristol respectively reduces from 250 to 210, a 16% reduction: however, patronage on the X1 remains above current levels.
 - Accessibility to Temple Meads and Cabot Circus area substantially unchanged. Relocation of the Arnolfini stop to Redcliff Hill adds around 7 minutes to walk time to the Centre and north Harbourside areas.

Changes to NFHP (Hengrove to the City Centre)

9. A change to the route of the BAFB NFHP scheme between Hengrove and the City Centre is also proposed. The revised route via Bedminster Bridge and Redcliff Hill removes the NFHP route from Prince Street Bridge and is therefore consistent with the revised route for AVTM: it also helps resolve other issues that have arisen since BAFB stage, including some highway junction capacity concerns and scheme delivery issues.
10. A drawing of the revised route is shown at Appendix 2.
11. Key points from technical appraisal and comparison with the NFHP BAFB scheme are:
- With the changed scheme, the BCR is increased due to cost reduction and a small increase in overall scheme benefits as forecast in the technical appraisal. Public transport benefits are reduced (as a result of increased journey times); and highway benefits are increased (due to retaining cars on Prince Street Bridge). Public transport benefits still exceed highway benefits.
 - The costs of the proposed route change, along with the costs of the NFHP as a whole are subject to independent review. However the scheme costs are estimated to have reduced by approximately £1.7m based on using the BAFB inflation figures and preparatory costs. A significant reduction in scheme costs contributes to the BCR increase, primarily due to the removal of the proposed River Avon New Cut bridge and associated route change.
 - Increase in journey time and consequent reductions in patronage are small. As a result of this, farebox revenue is estimated to be 2% lower than the BAFB route.

- The changed scheme would bring passengers using the NFHP service appreciably closer to Temple Meads. Accessibility to other key areas would be substantially unchanged.

DfT view of the anticipated changes

12. In relation to its conditional approval of funding, the DfT would need to agree any material change to the schemes.
13. The proposed changes described in this report have been discussed in principle with the DfT Major Schemes Team (MST). The MST has indicated that should formal notifications of change be forthcoming it would be content to recommend to the Minister that the scheme changes would not represent material change to the designs or fundamental change to the overall projects that should prevent further scheme development and implementation.
14. The impact of the proposed change on the Transport and Works Act Order (through which powers to implement the AVTM scheme are being sought by BCC and NSC as joint promoters of the Order) is described in paragraphs 61 to 63 of the BCC Cabinet report (Appendix 1 to this report).

Implications for the overall MetroBus Programme and its delivery

15. An assessment of overall implications for the MetroBus Programme results in the following overall conclusions:
 - a. The changes fully meet the Mayor's objectives set for the review by removing MetroBus from the Harbourside and Prince Street Bridge.
 - b. The changes would have no material impact on the overall strategic case for the MetroBus Programme, a conclusion confirmed with DfT.
 - c. The changes would reduce some operational concerns and scheme delivery issues that have arisen for both AVTM and NFHP since BAFB submissions.
 - d. The forecast outturn cost of the AVTM scheme was originally estimated to be £49.6m: it is now estimated to be £52.8m due to increases identified within the scheme although this is subject to further review. The forecast outturn cost of the changed AVTM scheme is estimated at £51.2m. The changed NFHP scheme can be delivered within the current scheme budget,
 - e. The changes to both AVTM and NFHP would result in some delay to the delivery timetables forecast at BAFB stage. Programme slippage has already occurred for other reasons and it is difficult to identify delay solely attributable to the changes detailed in this report. However, the additional delay due to the changes detailed in this report is currently estimated at up to 2 months for AVTM. Additional delay to NFHP has resulted due to the changes in this report, however, the extent of this is subject to further evaluation. Any delay would potentially place at risk achieving the full DfT grant spend agreed with DfT for the current Comprehensive Spending Review (CSR) period.
 - f. Delay in a decision to implement changes would potentially place further CSR period spend at risk.
 - g. The increased AVTM route length and journey time is forecast to result in some 22% less passengers than the BAFB scheme; but still substantially more than the number using the current park and ride service. NFHP patronage is forecast to reduce by 2%. Additional highway benefits and/or cost reductions result in comparable or increased BCRs for the two schemes.

h. From a public transport user's perspective, the changed AVTM route adds up to 5 minutes to walk times to reach the Centre and north Harbourside. Accessibility to other destinations is substantially unchanged.

16. It is noted that to maintain programme momentum and prevent further programme slippage a public consultation on the changes to AVTM and NFHP described in paragraphs 7 to 11 above had to commence on 17 July. The consultation material notes both the Bristol Mayor's decision and that the changes have yet to be agreed by the other UAs.

JWA/JPA issues arising from changes

17. Swift decision making on the changes described above is critical to prevent further programme slippage. The implications of changes insofar as they directly affect scheme delivery have been referenced in the BCC Cabinet report and are summarised above so as to inform decision-making. However, consequential implications for the promoting authorities as a result of the changes have not yet been fully identified and agreed between the promoting authorities within the context of the JWA and JPA under which the promoting authorities reserve their respective positions. In particular, whilst it is accepted that additional costs arising directly from the Bristol Mayor's review will be met by BCC, the consequences of change and therefore additional costs have yet to be quantified and agreed. BCC recognises that there are consequential impacts arising from independent action, and the provisions made within the JWA and JPAs will be applied at a future date in respect of costs that may arise during the course of scheme delivery and operation.

Environmental Impact Assessment

18. An assessment of the environmental impact resulting from the changes to AVTM is included within the BCC Cabinet report (Paragraphs 68 to 71 of Appendix 1 to this report).

Risk

19. An assessment of the headline risks to delivery of the AVTM scheme is included within the BCC Cabinet report (Paragraph 65 at Appendix 1 to this report)

20. The key risks to the Programme that would arise as a result of the anticipated changes are highlighted within this report.

Resources (financial and personnel)

21. The impact on capital costs required to deliver the revised AVTM and NFHP schemes is noted at paragraph 15 above. While the AVTM changes have not resulted in any material changes to SBL, BCC, however, recognises that additional technical work had to be undertaken in response to the review and will be met by BCC.

22. Additional resources have been expended in relation to development and assessment of change proposals whilst also maintaining momentum on overall Programme delivery. If the changes are agreed then project delivery resources already identified will take forward the changed schemes and no requirement for additional resources is anticipated. As noted above, there is agreement that

additional costs arising from the Bristol Mayor's review will be met by BCC although some of the detail has yet to be agreed where those costs are yet to be identified or quantified. In accordance with the joint working agreement, SBL Board have identified an amount of additional work associated with the review. Whilst figures are to be finalised and are relatively small, when agreed, there will need to be an adjustment on budget in favour of North Somerset.

23. The reduction in patronage on AVTM and NFHP as a result of the changes will have implications for the revenue stream generated from service operation and could potentially result in need for revenue support. This issue forms part of the discussions between promoting authorities referred to at paragraph 17 above.

Equalities Implications

24. An assessment of the Equalities implications resulting from the changes to AVTM is included within the BCC Cabinet report (Paragraphs 66 and 67 of Appendix 1 to this report).

Recommendation

25. Members are recommended to:
- a. Note:
 - i. the changes described in this report arising from a review of parts of the MetroBus network;
 - ii. that partner UAs are being asked to cooperate with the Mayor and accommodate the change that he seeks; and,
 - iii. the implications for delivery of the overall MetroBus Programme set out in this report.
 - b. Agree in principle to the scheme changes described in this report being incorporated into the West of England MetroBus programme without prejudice to the rights of any party under the JWA or JPA..
 - c. Subject to b) above, to recommend to Bristol City, North Somerset and South Gloucestershire Councils that DfT is formally notified of the changes and that the changes be implemented.

Appendices

Appendix 1: BCC Cabinet Report 27 June 2013: Ashton Vale to Temple Meads MetroBus (Rapid Transit) Review and Update. The Appendices to this report can be viewed at www.bristol.gov.uk

Appendix 2: NFHP Route Change Proposal

Authors:

Alun Owen, AVTM Project SRO Tel: 0117 903 7481; email alun.owen@bristol.gov.uk

Richard Gillingham, NFHP Project SRO: Tel: 01454 864448;
email richard.gillingham@southglos.gov.uk

Karuna Tharmananthar, SBL Project SRO; Tel: 01275 888596;
email karuna.tharmananthar@n-somerset.gov.uk

Appendix 1 Bristol City Council Cabinet Report 27 June 2013

REPORT TITLE: Ashton Vale to Temple Meads MetroBus (Rapid Transit) Review and Update

Executive Summary

Purpose of the report:

To set out the options for changes to the Ashton Vale to Temple Meads (AVTM) MetroBus scheme previously approved by Cabinet on 21st July 2011.

RECOMMENDATION for the Mayor's approval:

1. To consider the three options for the AVTM MetroBus scheme as set out in this report:
 - Option 1 - Make no substantive changes to the existing scheme
 - Option 2 - Alter to use the Cumberland Road alignment
 - Option 3 - Alter to use the Hotwell Road alignment
2. To decide which option Bristol City Council should proceed with.

The Proposal

1. The focus of the report is on the technical performance of these options and to then consider the financial, legal and reputational risks associated with them.

Rationale for the Review

2. During the Mayor's election campaign concerns were expressed about the heritage, operational and environmental impacts of the AVTM scheme on the historic harbourside railway, the harbourside itself and on Prince Street Bridge.
3. This report presents the Mayor with the technical appraisals for the options considered alongside an outline of the risk associated with each viable option.

Options Considered and Assessment Criteria

4. The following options have been considered:
 - Option 1 Make no changes to the scheme
 - Option 2 Cumberland Road alignment
 - Option 3 Hotwell Road alignment
5. Appendix A contains the scheme drawings for Option 2 and 3.
6. All options have been considered against the policy objectives of the current scheme and the business case paying particular consideration to the following criteria:
 - Value for Money (Benefit to Cost Ratio)
 - Deliverability within Funding Envelope
Forecast Patronage
 - Financial Efficiency

- Journey Time Reliability
- Greenhouse Gas Emissions
- Statutory Powers required

Consideration of Options

7. The information contained within this report is a summary of the consultants technical reports included within Appendix B. The technical appraisals need to be carefully considered against the financial and legal risks of the options.

Option 1 – Transport and Works Act Scheme as considered at Public Inquiry

8. Continuing with the Transport and Works Act scheme represents the lowest risk to the promoting authorities.

Option 2 – Cumberland Road Alignment

9. The technical note in Appendix B demonstrates how the Cumberland Road scheme sees a reduction in public transport benefit. This reduction, however, is offset by an increase in highway benefit.
10. It is officers' view that Option 2 as a scheme variation, combined with its strong economic performance, would represent a minimal change to the technical case and that DfT would be able to support this following formal submission.
11. With the exception of planning permission required for a small section of the proposed route no additional substantive powers would be required to implement the changed section of the route. The Transport and Works Act Order would still be required for the powers to construct the guided busway section between Long Ashton Park and Ride and Avon Crescent.
12. Option 2 is likely to result in delays of up to two months based on the need for further technical approvals and the need to go through additional statutory processes.

Option 3 – Hotwell Road Alignment

13. From the detailed economic appraisal set out in Appendix B the Hotwell Road option was found to be causing negative impacts that far exceed its benefits.
14. The main issue with the option is the very high volume of dis-benefits on the highway network due to reductions in the highway capacity in order to provide the necessary priority for the on-road scheme.

Option 3 with a negative BCR represents very poor value for money.

Other options considered:

15. A fourth option which has not been set out in this report is ceasing the MetroBus scheme. This option has not been presented as a viable alternative, as option 2 performs well in terms of Value for Money and policy objectives.

BRISTOL CITY COUNCIL
CABINET
27th June 2013

REPORT TITLE: Ashton Vale to Temple Meads MetroBus (Rapid Transit) Review and Update

Ward(s) affected by this report: Cabot, Lawrence Hill, Southville, Bedminster

Strategic Director: Nicola Yates, City Director

Report author: Alun Owen, Service Director, Major Projects

Contact telephone no. 0117 903 7481

& e-mail address: Alun.owen@bristol.gov.uk

Purpose of the report:

To set out the options for changes to the Ashton Vale to Temple Meads(AVTM) MetroBus scheme previously approved by Cabinet on 21st July 2011.

RECOMMENDATION for the Mayor's approval:

1. To consider the three options for the AVTM MetroBus scheme as set out in this report:
 - Option 1 - Make no substantive changes to the existing scheme
 - Option 2 - Alter to use the Cumberland Road alignment
 - Option 3 - Alter to use the Hotwell Road alignment
2. To decide which option Bristol City Council should proceed with.

The proposal:

1. This reports sets out three options following the review of the AVTM scheme. The focus of the report is on the technical performance of these options and to then consider the financial, legal and reputational risks associated with them.
2. The AVTM MetroBus scheme forms a core part of the City's transport strategy and will deliver significant benefits to the residents and travelling public in the city. This report is not intended to revisit the policy decisions and justification for the scheme and which have been discussed and supported by successive Cabinets

3. Cabinet approved the AVTM scheme on 21st July 2011 prior to submission of the Best and Final Funding Bids to the Department for Transport on 9th September 2011. The business case for this scheme is included within the background papers for this report. Cabinet and Full Council have made a number of other decisions in relation to the AVTM scheme, which are also listed in the background papers.
4. Cabinet approved a report on 4th October 2012 releasing a further £4.65m of development funding and delegating the Strategic Director and the Section 151 Officer to approve further development of the schemes to full approval without recourse to Cabinet.
5. The remainder of the Cabinet report sets out the options for changes to the scheme following further development work over the last six months as part of the review of the scheme. Any change to the scheme would require the agreement of North Somerset Council as the joint promoters of the Transport and Works Act Order.

Policy Context

6. The four UA's promote joint transport policy for the region through the Joint Local Transport Plan for the West of England .The JLTP3 promotes rapid transit proposals for Bristol which comprises 3 key routes – Ashton Vale to Temple Meads, South Bristol Link and North Fringe to Hengrove.
7. Each of the three schemes has a different lead authority and each of the three schemes is supported by a Joint Promotion Agreement (JPA) which is entered by each of the authorities promoting the specific scheme. The JPA sets out the governance arrangements and authority resource for each project and deals with the funding and constitutional arrangements. The JPA's also make provision for the termination of the project in accordance with the Joint Working Arrangement in the event that either party decides to withdraw from the project or the project fails to achieve government funding or fails to obtain any other consents that are necessary for the progression of the project.
8. The total MetroBus expenditure across all projects is £196m. Approximately £113m is provided by DfT. The cost of AVTM is £49.6m with approximately £35m provided by DfT, £12m from Bristol and £3m from North Somerset. Until programme entry is achieved in 2014 all expenditure is at risk. The DfT will only allow expenditure of their funds on projects that have achieved programme entry. Furthermore, DfT will not allow these funds to be used on alternative local projects without completing a full new programme entry process.
9. The changes to the AVTM MetroBus scheme as part of this report are all minor modifications in policy terms and the schemes still all fully meet the objectives and aims set out within the Joint Local Transport Plan (JLTP) and as articulated in the AVTM Best and Final Bids Major Scheme Business Case. As a matter of fact and degree they would be in overall compliance with the JLTP.

Rationale for the Review

10. During the Mayor's election campaign concerns were expressed about the heritage,

operational and environmental impacts of the AVTM scheme on the historic harbourside railway, the harbourside itself and on Prince Street Bridge.

11. The Mayor has been consistent both before and since his election that he does not consider Prince Street Bridge suitable for the use of Bus Rapid Transport (MetroBus) vehicles. He is also concerned about the significant impacts on the Harbourside as an historical asset and major tourist attraction, including the city's major new museum at M-Shed, if buses are travelling with a high level of frequency through the area throughout the day.
12. The rationale of the scheme review, therefore, has been to establish if alternative options could be developed that are achievable and deliverable within the scope of the project and funding available that do not travel across Prince Street Bridge and, as a consequence, no longer use the Harbourside to access central Bristol.
13. This report presents the Mayor with the technical appraisals for the options considered alongside an outline of the risk associated with each viable option. The Mayor will need to balance all of these against the reasons for the review as stated above. The Mayor will need to weigh up the benefits and risks associated with each of the viable options and arrive at a decision as to which option should be pursued.

Options Considered and Assessment Criteria

14. The following options have been considered:

- Option 1 Make no changes to the scheme
- Option 2 Cumberland Road alignment
- Option 3 Hotwell Road alignment

A fourth option of not proceeding with the MetroBus scheme has not been presented as there are viable alternatives.

15. All options have been considered against the policy objectives of the current scheme and the business case paying particular consideration to the following criteria:
 - Value for Money (Benefit to Cost Ratio)
This is critical to the government's assessment of the scheme and is assessed through application of the government's appraisal methodology. The Benefit to Cost Ratio demonstrates the scale of monetised benefits achieved for each pound of public investment in the scheme. For the scheme to be considered by government it must have a Benefit to Cost Ratio greater than 2:1. Anything less than this will be rejected by DfT and not be eligible for government funding.
 - Deliverability within Funding Envelope
There is a fixed budget available for the scheme and profile of spend linked to the government's Comprehensive Spending Review period up to March 2015. Any changes that cannot be delivered within this same timescale represent a significant risk of losing government funding and would lead to significant risk of increased costs to the promoting authorities.

- Forecast Patronage
Patronage growth is a core outcome as this is a public transport scheme.
- Financial Efficiency
Identification of the operational costs and whether there is an operating surplus or deficit is an important factor to consider over the life of the scheme.
- Journey Time Reliability
Although not explicitly modelled within the major scheme business case the reliability of journey times is critical to efficient bus service operations and considered one of the most important factors by bus operators.
- Greenhouse Gas Emissions
The scheme should contribute towards the city's goals of carbon reduction.
- Statutory Powers required
The requirement of new or additional powers could be a factor in the deliverability of the scheme within the required timescales.

Description of the Options

16. Option 1 represents the scheme as planned at the Public Inquiry. The remaining two Options have been taken through to a more detailed assessment to allow a fuller consideration against the above criteria in comparison with Option 1. This included working up engineering designs for both options 2 and 3 to allow modelling and appraisal of the options to enable a clear comparison with the Public Inquiry scheme.
17. Option 2 , the Cumberland Road alignment, comprises:
 - Using the segregated busway/guideway from the Park & Ride site to the Create Centre
 - Joining the highway at Avon Crescent and then running on-street on Cumberland Road with bus lanes
 - A bus gate is provided where the carriageway narrows to ensure bus can get through the section without priorities
 - Bathurst Basin bridge is replaced to facilitate the movement towards Bedminster roundabout along Commercial Road
 - Bus lanes are provided on Commercial Road and Redcliffe Hill where the route then re-joins the previous alignment towards Bristol Temple Meads
18. Option 3, the Hotwell Road alignment, comprises:
 - From the Long Ashton P&R site, the Hotwell Road scheme joins the A370 via new/extended bus lanes and signals on the B3128.

- The scheme follows the A370 using a new bus lane until Jessops Underpass where buses join the mainline traffic through a bus gate.
- Buses would run with the mainline traffic on the A370 until junction of Brunel Way and Hotwell Road where a new bus lane connects with new peak hour bus lanes along Hotwell Road.
- A new eastbound peak only bus lane is added on Hotwell Road towards the junction with Jacobs Wells Road linking in with a new 24 hour bus lane along Anchor Road from Jacobs Wells Road.

19. Plans of the revised scheme drawings are set out in Appendix A.

Consideration of Options

20. This section provides a commentary on the three options and then a comparison of the three options together.
21. The information contained within this report is a summary of the consultants technical reports included within Appendix B. This appendix covers the technical appraisal of Options 2 and 3. The outputs of these assessments are compared against the performance of the Public Inquiry scheme (option 1).
22. The technical appraisals need to be carefully considered against the financial and legal risks of the options. These are considered as part of the assessment with further implications set out in the risk and financial implication sections of this report.

Option 1 – Transport and Works Act Scheme as considered at Public Inquiry

23. Continuing with the Transport and Works Act scheme represents the lowest risk to the promoting authorities. Whilst the scheme is awaiting the outcome of the public inquiry it has been through the statutory process and (if approved) will have the necessary powers in place and can proceed to programme.
24. The other options have been considered in relation to this option to give a benchmark with which to compare the benefits and risks associated with moving to one of the other options.

Option 2 – Cumberland Road Alignment

25. The technical note in Appendix B demonstrates how the Cumberland Road scheme sees a reduction in public transport benefit, although these still contribute 90% of the total scheme benefits. This reduction, however, is offset by an increase in highway benefit. Overall the BCR is almost identical to option 1.
26. The cause of this is that the revised scheme allows us to provide bus lanes where there is additional highway capacity (Redcliffe Hill) and the retention of general traffic through the shuttle system at Prince Street effectively removes some of the delays to traffic caused by Option 1 (Public Inquiry Scheme).

27. The impacts of changing to the Cumberland Road scheme are summarised as:
- Delay to traffic on Cumberland Road through bus priority and bus gate (small negative)
 - Reduced delays to traffic using Prince Street Bridge (large positive)
 - Traffic on Commercial Road experiences similar journey times/delays as previously on The Grove (neutral)
 - Additional delay on Redcliff Hill for general traffic (small negative)
 - Additional delay at Bedminster Roundabout (small negative)
 - Additional delay at Redcliffe Roundabout (small negative)
 - Additional journey time for MetroBus passengers on Cumberland Road (small negative)
 - Additional journey time for passengers on MetroBus and North Somerset services in the outbound direction due to the routing via The Grove, Redcliffe Way, Redcliff Hill and Commercial Road instead of Prince Street Bridge (small negative)
 - Link to Temple Quarter from Bedminster replaces link from Arnolfini (neutral)
 - Improved public transport reliability through diversion of services away from Prince Street bridge with its signalised alternate working and occasional bridge swings (small positive)
28. With the exception of planning permission required for a small section of the proposed route no additional substantive powers would be required to implement the changed section of the route. The Transport and Works Act Order would still be required for the powers to construct the guided busway section between Long Ashton Park and Ride and Avon Crescent. Depending upon final design considerations some additional land may be necessary to accommodate an enlarged Bathurst basin bridge.
29. The changed scheme could be implemented within approximately two months of the timescale as the original scheme. However, there are some key assumptions in this, including:
- Assumed that that there is no significant challenge to the additional necessary planning permission.
 - Timely decision on the Transport and Works Order (the decision is required for both option 1 and option 2. In both cases it is not strictly critical in programming terms until the Full Approval submission in 2014 but does necessitate considerable activity and expenditure 'at risk'.)
 - Assumed that procurement of a design & build contractor can be achieved within the same timescale as for original scheme (option 1).

30. The changes to the scheme that Option 2 makes have minimal implications on the South Bristol Link scheme other than on the route and journey time of the Airport Flyer that would be subject to the same route changes as the MetroBus scheme as set out in detail in Appendix B.
31. The change of the route away from Prince Street Bridge would affect the North Fringe to Hengrove Package (NFHP) through necessitating the MetroBus service to use Bedminster Parade and Redcliff Hill. It should be noted, however, that these changes to use this alternative route alignment are already, independently, under consideration for the NFHP scheme due to technical and programming issues. This change will require formal agreement by the joint scheme promoters.

Option 3 – Hotwell Road Alignment

32. From the detailed economic appraisal set out in Appendix B the Hotwell Road option was found to be causing negative impacts that far exceed its benefits. The primary cause of this is the major increases in delay which account for the increase in journey times and decrease in traffic flow. There are delays for vehicles on the A370 and those joining from Long Ashton. In addition, those vehicles going to the city centre would experience delays as they leave the A370 at Hotwell Road. There are also delays on the A4 Hotwell Road west of the A370 junctions.
33. The scheme achieves some benefits to public transport passengers, although the volume is significantly less than the level generated by Option 1 or Option 2.
34. The main issue with the option is the very high volume of dis-benefits on the highway network due to reductions in the highway capacity in order to provide the necessary priority for the on-road scheme. As a result, the highway dis-benefits outweigh the public transport benefits, producing net dis-benefits.
35. Although the Hotwell Road option is less expensive than Option 1, the magnitude of the dis-benefits results in a significantly poorer economic performance with the Hotwell Road scheme.
36. Option 3 would have implications for the route of the Airport Flyer in the context of the South Bristol Link scheme but no other impacts on the South Bristol Link or the North Fringe to Hengrove Package.

Comparison of Options

37. Table 1 below sets out a high level comparison of the three Ashton Vale to Temple Meads Options. Further detail can be found in the technical reports in Appendix B.

Table 1 – Comparison of Options

	Option 1 TWA Public Inquiry Scheme	Option 2 Cumberland Road	Option 3 Hotwell Road
Benefit Cost Ratio	3.79*	3.78*	-1.74*
(*partial BCRs excluding non-TUBA benefits to make comparable with previous business case.)			
Deliverability within cost estimate of option 1	N/A	Yes	Yes
Forecast MetroBus Service Patronage AM peak 2016 (passengers)*	820	650	430
Financial Efficiency	No revenue support	No revenue support	Revenue support required
Reliability compared to Option 1	N/A	Better	Worse
Monetised Green House gases Benefits (£m)	-9	+323	-281
Programme	No Change	Up to 2 month delay for full Approval	Significant – scheme does not represent value for money and would need significant changes
Statutory Powers	Transport and Work Act Order	Transport and Works Act Order plus two further planning applications required	No additional powers to Option 1 Transport and Works Act not required.

**Compared to current peak hour patronage of Park and Ride service of around 210*

Benefit to Cost Ratio (BCR)

38. The Value for Money assessment focuses on the economic case and forms part of the overall advice that the DfT provides to Ministers. The information is obtained through an appraisal in line with the DfT WebTAG guidance. BCR appraisals are defined as follows:
- Poor Value for Money if the BCR is less than 1.0
 - Low Value for Money if the BCR is between 1.0 and 1.5
 - Medium Value for Money if the BCR is between 1.5 and 2.0
 - High Value for Money if the BCR is between 2.0 and 4.0
 - Very High Value for Money if the BCR is above 4.0
39. The Cumberland Road Scheme has an almost identical BCR to the Public Inquiry scheme. Of the two 'change' options overall Option 2 represents a relatively minimal route change to Option 1, essentially shifting the route within the two fixed points of Ashton Avenue Bridge and Redcliffe Way.
40. Both Options 1 and 2 represent high value for money in the Governments value for

money assessment with the partial BCR. It should be noted that this is a partial BCR excluding the assessment of the non-monetised benefits. The consultant report in Appendix B sets out that the full BCR taking into account the wider benefits for both Option 1 and Option 2 will be greater than 4:1 representing very high value for money.

41. It is officers' view that Option 2 as a scheme variation, combined with its strong economic performance, would represent a minimal change to the technical case and that DfT would be able to support this following formal submission.
42. Option 3 with a negative BCR represents very poor value for money and does not meet the threshold criteria generally applied by the DfT of 2:1 and therefore is not considered a viable option. On that basis, from this point onwards in the report we have excluded it from further commentary or analysis.

Deliverability Within Budget/Timescale

43. Option 1 represents the lowest risk to changes to the current timescales for the project, although both Option 1 and 2 are dependent on the Transport and Works Act Order being granted by the Secretary of State.
44. Option 2 represents a reduction in scheme costs when compared to option 1 but it is acknowledged that this option could place greater risk on determination of the Transport and Works Act Order as the change to the scheme could introduce a delay whilst the implications of the changes are considered by the TWAO Unit at DfT.

Forecast MetroBus Patronage

45. Option 1 performs best in terms of patronage.
46. Patronage with Option 2 is still significantly higher than current day loadings that are around 415 passengers during the full 7am to 9am period (so around 208 in a peak hour). It should be noted that a slightly less peak orientated shift in patronage may well be beneficial operationally as it will reduce the pressures of providing additional capacity in peak periods with the subsequent increase to the Peak Vehicle Requirement (PVR) and operational costs.

Financial Efficiency

Options 1 and 2 do not require any financial support to the MetroBus service operation.

Reliability

47. The consultant's report in Appendix B concludes there is a 'small positive' benefit of Option 2 when compared to Option 1 through improving public transport reliability arising from the diversion of services away from Prince Street Bridge with its signalised alternate shuttle working and occasional bridge swings.

Greenhouse Gases

48. Although the figures look significant, they represent a monetised value over the 60 year appraisal period and overall the changes in Greenhouse gases are a marginal part of the economic assessment of the options appraisal representing less than 1% of the economic benefits or costs.
49. Option 1 has no significant impact on Carbon. The figure is so low that it could be due to small dis-benefits across the model area and this figure could easily fluctuate and be positive if minor network changes are applied to the appraisal.
50. Option 2 represents a slight positive in comparison. This will be linked to the more favourable impact on wider traffic movements.

Programme

51. Option 2 is likely to result in delays of up to two months based on the need for further technical approvals and the need to go through additional statutory processes. This change needs to be caveated that it is based on the assumption that the Transport and Works Act Order is granted in a timely fashion. Should this be delayed either in terms of the Secretary of State's determination or a challenge to that determination, programme delays could far exceed this. Further detail on this risk, which also applies to option 1, is covered later in this report.

Statutory Powers

52. Option 2 will require additional planning permission for the junction with Avon Crescent and some additional powers in relation to the replacement of the bridge at Bathurst Basin.

Consultation and scrutiny input:

a. Internal consultation:

53. Internal stakeholders have been extensively consulted as part of the review.

b. External consultation:

54. No consultation has been undertaken to date. Following a decision consultation will be undertaken and the affected properties will be given opportunity to formally comment during the Traffic Regulation Order process. This is subject to the scheme achieving full approval by Government.

Other options considered:

55. A fourth option which has not been set out in this report is ceasing the MetroBus scheme. This option has not been presented as a viable alternative, as option 2 performs well in terms of Value for Money and policy objectives.

Risk management / assessment:

56. This section focuses on the risks of approving a change to the scheme. It should be noted that some of these risks apply to the current scheme (option 1).

DfT Business Case Assessment

57. The Council is already incurring costs on the current scheme, option 1, at risk until the final business case is signed off by DfT, expected to be in Spring 2014. If at any time the funding risk is realised, these costs become 'sunk' costs and the Council will have to pay for them out of its own resources.
58. Whilst a formal view has yet to be sought from DfT it is officers' consideration that the change in route associated with Option 2 is a minimal change in the context of the whole route. When this is considered alongside the strong economic performance officers do not consider gaining DfT approval for this change to be a significant risk to the approval of the final business case but, nonetheless, it will still require formal engagement to secure this comfort.

Possibility of Delays

59. Delays to the scheme could have the following consequences:
- The potential loss of DfT funding either in part or full due to our failure to spend in line with agreed funding profiles, particularly across CSR periods
 - Any further spend at risk would add to the estimated £10m at risk costs already incurred and become 'sunk' should the scheme fail to proceed.
 - Any delays will result in slippage of spend during the current CSR period at an estimated average rate of £1.5m per month. Any slippage without DfT approval will be at risk.
60. The introduction of any change to the scheme is inherently higher risk than continuing with the scheme as set out in the public inquiry. Delays to the scheme could result in partial, or in a worst case all, of the government's financial contribution to the scheme being lost.
61. The joint promoters are seeking approval from the Secretary of State for the Transport and Works Act Order following on from the public inquiry in summer 2012. The promoters have been advised that the Transport and Works Act unit is progressing with the necessary work to allow the Secretary of State to reach a decision.
62. It should be noted that obtaining the Transport and Works Act Order is critical to the delivery of both Options 1 and 2. It is recognised, however, that through the introduction of a change, Option 2 would represent an additional risk through the potential for further delay as the implications of those changes are considered.

The cost of a delay

63. At present it is anticipated that a decision will be made on the Transport and Works Act Order (TWAO) application in late July 2013 and this will have no material impact on the timescales for the option 1 scheme.

64. The TWAO is required to implement Option 2, however it is possible that there may be a delay if the TWAO Unit needs time to assimilate the changes to the scheme if option 2 is adopted, but at this point in time it is not possible to say how long that delay could be. An estimate of delay is highlighted in paragraph 59.

Headline Risks of Options 1 and 2

65. The tables below set out the headline risks associated with delivering option 1 and option 2. The risks of not delivering any of the options is that all the funding spent to date will be lost, DfT funding not secured and the scheme will not be delivered.

<i>Risks of Option 1</i>							
The risks associated with the implementation of Option 1:							
No.	RISK Threat to achievement of the key objectives of the report	INHERENT RISK (Before controls)		RISK CONTROL MEASURES Mitigation (ie controls) and Evaluation (ie effectiveness of mitigation).	CURRENT RISK (After controls)		RISK OWNER
		Impact	Probability		Impact	Probability	
1	Failure to secure the Transport and Works Act Order	H	M	<ul style="list-style-type: none"> On going engagement with DfT to clarify the Council's position and requirement for Transport and Works Order Continue to progress scheme at risk whilst awaiting outcome 	H	L	Alun Owen
2	Delays to Programme	H	H	<ul style="list-style-type: none"> Continuation with procurement programme at risk 	H	M	Alun Owen
3	Risk of Legal Challenge	M	M	<ul style="list-style-type: none"> Ensure that all relevant legal financial and technical information is available for the Mayor to take into account when he reviews the options and takes the decision 	M	M	Alun Owen

<i>Risks of Option 2</i>							
The risks associated with the implementation of Option 2:							
No.	RISK Threat to achievement of the key objectives of the report	INHERENT RISK (Before controls)		RISK CONTROL MEASURES Mitigation (ie controls) and Evaluation (ie effectiveness of mitigation).	CURRENT RISK (After controls)		RISK OWNER
		Impact	Probability		Impact	Probability	
1	Failure to secure the Transport and Works Act Order	H	M	<ul style="list-style-type: none"> On going engagement with DfT to clarify our position and requirement for Transport and Works Order Continue to progress scheme at risk whilst awaiting outcome 	H	L	Alun Owen
2	Delays to Programme	H	H	<ul style="list-style-type: none"> Continuation with procurement programme at risk 	H	M	Alun Owen

3	DfT consideration of changed scheme	H	H	<ul style="list-style-type: none"> Ensure the alternative option would meet DfT business case criteria 	H	L	Alun Owen
4	Risk of Legal Challenge	M	M	<ul style="list-style-type: none"> Ensure that all relevant legal financial and technical information is available for the Mayor to take into account when he reviews the options and takes the decision 	M	M	Alun Owen
5	Legal Claim from Other Joint Promoters as a result to the changes to the scheme	H	M	<ul style="list-style-type: none"> Redesign the scheme to meet project and business case requirements Ensure scheme is acceptable to DfT Ensure scheme is within time and budget of original scheme 	M	L	Alun Owen
6.	Failure to secure other statutory powers	M	M	<ul style="list-style-type: none"> Provide necessary design information and business case to secure other statutory powers. 	L	L	Alun Owen

Equalities Impact Assessment

66. Public sector equality duties:

Before making a decision, section 149 of the Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have due regard to the need to:

- i) eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010.
- ii) advance equality of opportunity between persons who share a relevant protected characteristic and those do not share it. This involves having due regard, in particular, to the need to:
 - remove or minimise disadvantage suffered by persons who share a relevant protected characteristic.
 - take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons' disabilities);
 - encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to tackle prejudice and promote understanding

67. A detailed Equalities Impact Assessment was included in the Cabinet Report in July 2011 and is attached for reference as Appendix D. Equalities Impact Assessments

have been separately carried out since the beginning on all three MetroBus projects and have been reviewed during this time from an equalities perspective with regard to the original proposals. Although the Equalities Impact Assessments have been completed separately there has continued to be overarching consideration given to changes that may need to be made regarding relevant projects such as the South Bristol Link, Bristol North Fringe and Ashton Vale to Temple Meads which takes into consideration the planning, construction and implementation stages of the project so that the decision making processes are robust and comply not only with current national legislation but also includes local guidance such as the Environmental Access Standard.

The main change in the new proposal is that the route will not go over Prince Street Bridge and instead will go over Redcliffe Hill. This has not been out for consultation with equality stakeholders to date but as stated in the Equalities Impact Assessment dated 6th July 2011 it recognises that further equalities work will be necessary as the projects move forward.

The proposed changes from the original scheme represent small changes to the routing and whilst it is expected that further consultation will take place looking at possible impacts and the benefits of the proposed route the likely overall impact will be minimal.

Further updates will be brought forward as the scheme progresses.

Advice given by Jane Hamill, Equalities Adviser.

Eco impact assessment

68. A detailed Eco Impact Assessment for option one was included within the Cabinet report in July 2011, and is attached for reference at appendix C.

69. In comparison to option 1, differences for options 2 are summarised below;

Option 2:

Positive:

- Similar overall environmental impact, on the section from Long Ashton P&R to Ashton Avenue Swing Bridge
- Reduced heritage and environmental impact due to re-routing away from the historic harbourside
- The increased reallocation of the existing highway for bus lanes may encourage modal shift, and routing away from Prince Street Swing Bridge may reduce traffic congestion and associated pollution in that area.
- A small reduction in greenhouse gas emissions

Negative:

- The proposed new bridge at Bathurst Basin would require additional infrastructure & resources to deliver,
- Patronage would be less than option 1

70. Mitigation measures are listed within the Eco Impact Assessment produced for the July 2011 Cabinet report.
71. For Option 1, using DfT appraisal criteria, it was predicted that the positive impacts will outweigh the negative impacts. If option 2 was chosen then it may be necessary to carry out some further work using DfT appraisal criteria to finally assess the overall impact.

Advice given by Steve Ransom, Environmental Coordinator
Date 12th June 2013

Resource and legal implications:

a. Financial (revenue) implications:

72. The operational business case for AVTM has been reconsidered in light of the proposed changes within this report. The updated business case indicates that there will be no requirement for on-going operational revenue support for either Options 1 and 2. Option 3 has not been costed as it was not deemed operationally viable.

b. Financial (capital) implications:

73. The capital cost of Option 1, approved by Cabinet, was originally estimated to be £49.6m. Current estimates show that continuing this option will cost £52.8m due to increases identified within the scheme. Option 2 is estimated to have a capital cost of £51.2m, which is lower than the current proposal due to engineering changes associated with the revised scheme. Both cost estimates are subject to value engineering, but Option 2 is the lower cost option.
74. A review of the cash flow for Option 2 shows that eligible expenditure of £18m would be achieved before the end of CSR period 1 assuming no material delays on the critical path. This is currently expected to be acceptable to DfT.
75. The overall MetroBus programme has an estimated cost to Bristol of £42m, £27m of this funding has not been ear-marked but is an acknowledged pressure in the medium term financial strategy. If no capital funding is available this will culminate in an annual cost, based on current operational delivery gives a prudential borrowing cost of £0.3m in 15/16, increasing to £0.8m in 16/17, £1.0m in 17/18 and £1.6m in 18/19 which will continue for 25 years.
76. A further Cabinet report will be taken later during 2013 to seek approval for an updated funding strategy.

Advice given by Mike Allen / Finance Business Partner
Date 12th June 2013

c. Legal implications:

The legal implications are exempt by virtue of paragraph 5 of Part 1 of Schedule 12A of the Local Government Act and are set out in confidential Appendix E.

d. Land / property implications:

77. The changes to Land and Property proposed by options 2 and 3 are small and should have no impact on the delivery of the project when compared to option 1

Advice given by Alun Owen, Service Director, Major Projects
Date 12th June 2013

e. Human resources implications:

78. Not applicable – there are no human resources implications from this report.

Appendices:

Appendix A – Scheme Drawings for Option 2 and 3

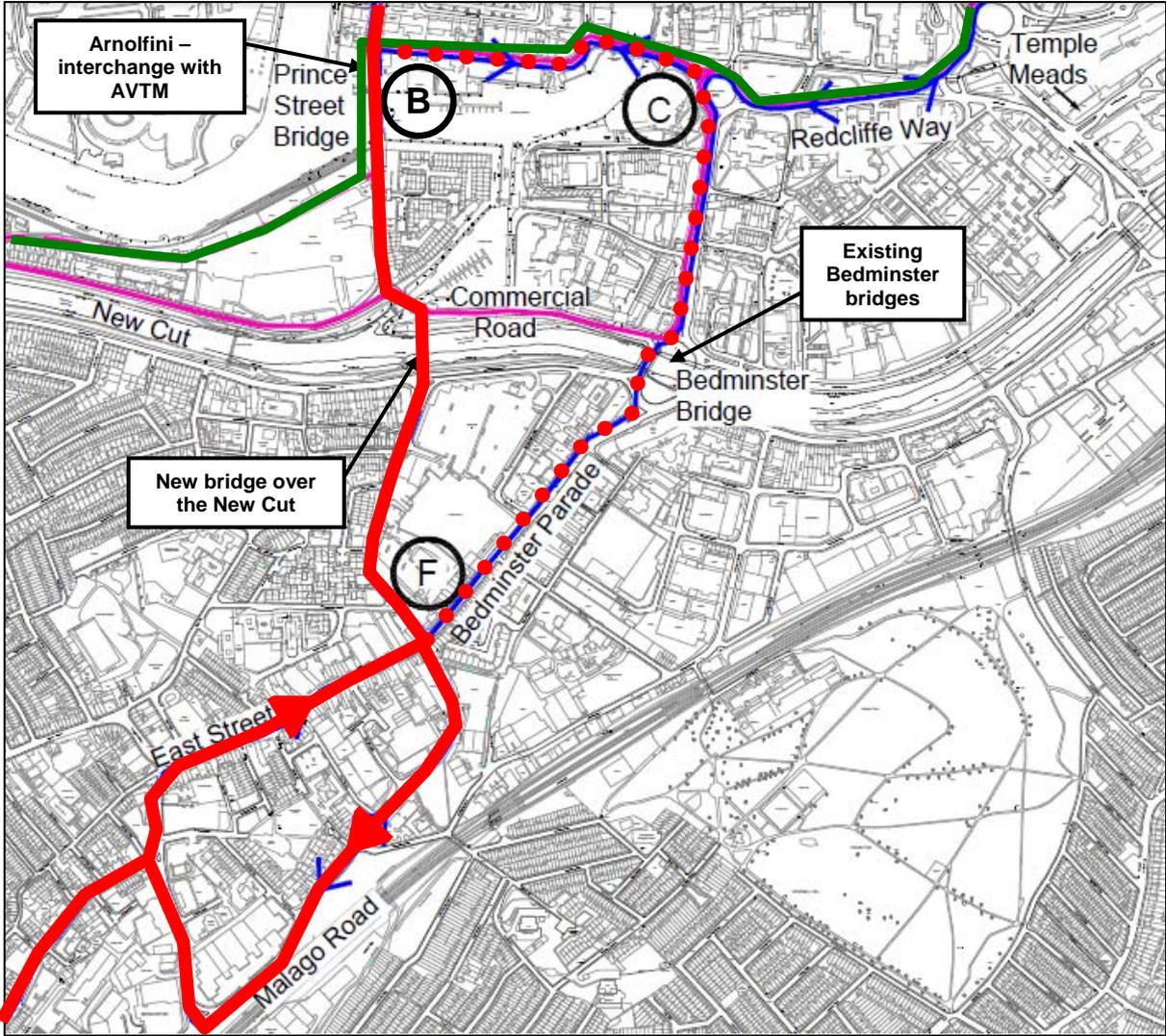
Appendix B – Detailed Technical Appraisal of Ashton Vale to Temple Meads Cumberland Road and Hotwell Road Options

Appendix C – Eco-Impact Assessment from 21st July 2011 Cabinet Report

Appendix D – Equalities Impact Assessment from 21st July 2011 Cabinet Report

Confidential Appendix E – Legal Implications (EXEMPT)

Appendix 2 – NFHP Route Change Proposal



NFHP proposed route change (between B and F) ●●●●●●●●●●