

**BRISTOL CITY COUNCIL
CABINET**

10 December 2009

Report of: Strategic Director - City Development

Title: Ashton Vale to Temple Meads and Bristol City Centre Rapid Transit

Ward: Cabot, Lawrence Hill, Southville, Bedminster

Officer Presenting Report: Bob Fowler
City Development

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RECOMMENDATIONS

1. That Cabinet adopt the proposals in this report and recommend to Full Council that the Council apply jointly with North Somerset Council to the Secretary of State for Transport for a Transport and Works Act Order for the Project pursuant to S239 of the Transport and Works Act Order 1992.
2. That the Council enter into a Joint Promotion Agreement with North Somerset Council to enable them both jointly to promote and secure a confirmed Order from the Secretary of State for Transport that will enable the provision of a Rapid Transit Scheme.
3. That authority is delegated to the Director of City Development in consultation with the Executive Member for Transport and Sustainability to enter into the Joint Promotion Agreement – Heads of Terms for which are set out in Appendix D to this report.

Summary

In March 2009 a Major Scheme Business Case (MSBC) submission was made to the Department for Transport (DfT) to gain access to £43.12 million of regional funding allocated to the Ashton Vale to Temple Meads and Bristol City Centre rapid transit scheme (“the rapid transit scheme”).

The next stage of the project is application for the required powers and consents to construct and operate the scheme. The project needs a Transport and Works Act Order (TWAO) to do this.

Submission of a TWAO requires two resolutions by both Full Councils of BCC and NSC under s239 of the Local Government Act 1972.

The significant issues in the report are:

- Consultation (paras 4 and 5).
- Need for a Transport and Works Act Order (paras 11 to 13).
- Joint promotion agreement with North Somerset Council (paras 14, 15 and 30).
- Timescales (paras 19 to 21).

Policy

1. Council Policy

Ambitious Together	Rapid transit will provide an effective transport system offering an alternative to car use, reducing congestion and supporting the city's dynamic and growing economy. It supports the green capital initiative by promoting public transport and use of environmentally friendly vehicles.
Making a Difference	Rapid transit will improve accessibility to services, jobs and facilities.
Safer and Healthier	Rapid transit encourages use of public transport but also provides parallel walking and cycling facilities which will encourage healthier lifestyles. Reduced congestion will improve air quality.
Better Neighbourhoods	Reduced congestion will improve the quality of life. The scheme is an opportunity to improve associated the public realm.

2. Council Priorities

One of the top 15 priorities of the Council is “to improve local transport and tackle congestion”.

3. Joint Local Transport Plan Objectives

Tackle congestion	Rapid transit will provide an effective transport system offering an alternative to car use and encourage more sustainable patterns of travel.
Improve road safety for all road users	Rapid transit will provide a safer transport system for passengers and a segregated facility for walking and cycling.
Improve air quality	Rapid transit will results in mode shift from car to public transport, contributing to improved air quality.
Improve accessibility	Rapid transit improves accessibility by linking destinations in the south west of the sub-region to Bristol City Centre and Temple Meads Station.
Improve quality of life	Rapid transit contributing towards the enhancement of public spaces and of community safety, healthier communities and achieving balanced and sustainable communities.

Consultation

4. Internal Consultation

The following internal sections are directly involved in the development of the scheme (as part of the project team):

- Public Transport and Park & Ride
- Traffic Management
- Engineering Consultancy
- Corporate Communications
- City Design Group
- Land and Property
- Legal
- Finance
- Planning

The following internal sections have been consulted in the development of the scheme:

- Cycle Team
- Major Projects Team e.g. CPZ
- Parks and Leisure
- Structures
- CYPS – Capital, Assets and School Organisation
- City Docks
- Museums
- Archaeologist, Ecologist
- CREATE Centre

5. External Consultation

The project has continued to regularly meet with stakeholder groups, statutory consultees and environmental bodies. In addition, working with the Neighbourhood Planning Network, the project has established a Community Involvement Group which includes representatives from resident and user groups which provides an ongoing opportunity for local people to be involved in influencing the details of the proposals. A series of three meetings have been held through September to November to obtain input on the scheme design.

A detailed summary of external consultees (and the project's engagement with them to date) is included at Appendix A.

Context

6. This rapid transit scheme is part of a wider package of measures proposed by the current Joint Local Transport Plan. It has been identified for South West regional funding since 2006.
7. This is a sub-regional project with governance arrangements for the project including a Project Board comprising Heads of Transport from the four West of England Authorities, the South West Regional Development Agency and the Government Office for the South West. The Project Board reports to the Joint Transport Executive Committee and Joint Scrutiny Committee. As the route lies within Bristol and North Somerset the project is jointly promoted by the two Authorities.

Proposal

8. Rapid Transit will provide a fast, frequent and reliable public transport service. Services will run on a largely segregated route, separate from car traffic, and will be given priority over other road users at traffic signals. The route between the Museum of Bristol and Long Ashton Park and Ride will wherever possible include a parallel cycling and pedestrian route linking in to existing networks thereby providing a further sustainable transport option. There will also be a network of designated bus lanes within the city centre of Bristol which the dedicated vehicles will use. Other buses will be able to use them as well. As with the current bus lanes, most other motor vehicles will be excluded from them.
9. There will be a set of core services running frequently from Long Ashton Park and Ride to Bristol Temple Meads and on to Cabot Circus, Broadmead and the Centre (running in an anti-clockwise loop around the city). Additional services will make use of the Rapid Transit alignment to provide faster journey times and improved reliability for services to North Somerset (Weston-super-Mare, Clevedon and Nailsea).
10. A more detailed scheme description is provided in Appendix B.
11. A TWAO is a bespoke piece of legislation or an 'Order' made under the Transport and Works Act 1992. A TWAO authorises guided transport schemes and is for promoters requiring a range of powers to put their scheme into practice including compulsory powers to buy land, closure or alteration of roads and footpaths and statutory authority to operate. The application is made to the Secretary of State.
12. A TWAO is necessary for the section of the scheme from the Long Ashton Park and Ride to Prince Street Bridge. It will provide a bespoke piece of legislation for the scheme and includes has the following advantages:

- (a) it brings together most of the powers necessary to carry out the scheme in one process;
- (b) it allows for planning permission to be granted in tandem with, and in effect as part of, the TWAO process;
- (c) it could assist with control over the access to the rapid transit infrastructure including the ability to confer exclusive rights to use the guided section of the route and to specify frequencies and standards of rapid transit and other bus services using it;
- (d) the application is made to the Secretary of State for Transport and all the issues considered through one process and one Public Inquiry which can be an easier and more transparent process for consultees than several different application processes;
- (e) as the Project affects the Bristol Harbour Railway which itself was constructed under a private Act of Parliament, this is the only way short of another Act of Parliament of authorising this. Similar issues apply to some of the dock and waterway issues involved.
- (f) it provides immunity from nuisance claims as it gives statutory authority to construct and operate; and
- (g) it allows amendment to local legislation (see e above) if required.

- 13.** However a TWAO can only authorise guided transport systems and matters deemed to be ancillary to the guided works. The TWAO will therefore only apply to the section of the scheme from Long Ashton Park and Ride to the north of Prince Street Bridge. The works in the central city area (the on-street anti-clockwise one-way loop) from north of Prince Street Bridge will be secured through the BCC's permitted development powers and by means of Traffic Regulation Orders.
- 14.** Because the scheme is a single project straddling BCC's and NSC's administrative areas, it is proposed that the TWAO application is jointly made by the two authorities.
- 15.** The relationship between the authorities will be governed by the Joint Working Agreement (as endorsed by the Joint Transport Executive Committee) and supplemented by a joint promotion agreement. This will give both authorities the powers they require. The joint promotion agreement is discussed further under *Legal and Resource Implications* (para 34).

Other Options Considered

16. Other technologies and route alignments were extensively considered prior to submission of the Major Scheme Business Case (MSBC) to DfT. Both are reported in Section 2 of the MSBC bid. A significant factor in determining the technology was deliverability of the scheme within the South West Regional Funding programme.
17. The scheme development process has considered design options and suggestions from consultees iteratively through the process.
18. In relation to obtaining powers and consents for the scheme, consideration of other alternative processes has been duly given. The alternative to a TWAO application would involve a series of different applications for permissions including planning applications, compulsory purchase orders, listed building consents etc. and possibly a Harbour Revision Order (to amend the legislation governing the Harbour Railway) which would need to be promoted through its own Public Inquiry process. This would mean a series of different processes and potentially different Public Inquiries making the process more difficult for stakeholders and the public to be involved with. Alternative processes would also not give the Authorities the statutory authority to operate which is obtained through a TWAO.

Timescales

19. Submission of a TWAO for the rapid transit scheme requires two resolutions by both Full Councils of BCC and North Somerset Council under s239 of the Local Government Act 1972.
20. Submission of a TWAO also requires the project to have achieved Programme Entry status with the Department for Transport. This is anticipated in December 2009.
21. Submission of the TWAO will trigger a formal 42-day objection period. This will be widely advertised and the TWAO documents will be available for inspection by members of the public. It is normal that applications are then referred to a public inquiry. The need for an inquiry will be determined by the Secretary of State and depends on the level and type of objection to the scheme. It is hoped that if an inquiry is required that it could be undertaken by Autumn 2010.

Risk Assessment

22. The project has an established Risk Management Strategy, monitors the risk register monthly and provides regular updates to the Project Board.

23. The main risks of not agreeing to this course of action are as follows:-

- Sub-region not meeting the RFA programme. This would impact the sub-regions credibility of delivering major transport schemes and could jeopardise further planned investment, for example, the North Fringe to Hengrove Package.
- Delayed or non-delivery of the major scheme programme of the Joint Local Transport Plan. This has a potential impact on the comprehensive area assessment and future potential transport funding.

24. The main risks of agreeing to this course of action are as follows:-

- Delay to complementary developer funded elements or funding.
- Developer contributions (matched funding) are not secured or not sufficient to meet local contribution.
- Capital costs escalate.
- BCFC application approved and results in additional costs to the scheme.
- Technical problems with structural / civil works come to light during design.

25. The action taken to mitigate these risks is:-

- Early agreement with developers on protected alignments. Inclusion of all land parcels in TWAO Book of Reference and assessment of development delay scenarios in the Environmental Statement.
- Early identification of sources of funding and agreement with developers on contributions. 10% local contribution on submission of Programme Entry Major Scheme Business Case to DfT underwritten by BCC and NSC.
- Provision of sufficient contingency and risk allowance including cost inflation. Strict change control processes employed. Independent review of costs at key project stages.
- Ongoing discussions with BCFC application promoter to optimise the delivery of the two projects should the application be approved.
- Ensure appropriate provision made for high risk items in the scheme cost estimate (full Quantified Risk Assessment) and progress detailed design work on high risk items. Keep under review opportunity for transfer of risk to contractor.

Equalities Impact Assessment

- 26.** An Equalities Impact Assessment screening has been completed. The project has taken in to consideration issues raised particularly in relation to accessibility requirements for rapid transit infrastructure and services.

Environmental Impact Assessment

- 27.** An Environmental Statement, which documents a full Environmental Impact Assessment undertaken on the scheme, will be submitted as part of the TWAO.
- 28.** There are no major significant environmental impacts on nationally protected or designated sites. There are some impacts on local sites. These impacts, proposed mitigation measures and residual affects are set out in Appendix C.

Legal and Resource Implications

- 29.** The next stage in the project requires the formal submission of an Order under the Transport and Works Act 1992 to establish the route for the Rapid Transit System and to be able to exercise the legal powers of site assembly that will be needed before construction of the route can commence. TWAOs their implications and the processes a local authority has to follow to apply for one are described in paras 11-15 above. It is very important to note that the majority required to pass both resolutions is $\frac{1}{2}$ the total number of councillors + 1, not $\frac{1}{2}$ of those present +1, i.e. 36 votes in favour.
- 30.** The TWAO is to be submitted jointly with North Somerset Council and both Councils will need to enter into a legally binding Joint Promotion Agreement that requires them to work together to deliver the project and set out the necessary arrangements to support this project – such as project governance, allocation of resources, management of budgets, land assembly, liabilities and indemnities. The agreement will also deal with possible future extensions to the project and termination arrangements. The key heads of terms are attached as Appendix D to this document and give an overview of all the issues that will be governed by the agreement.

Legal advice given by: Joanne Mansfield, Principal Solicitor, 22303

Financial

- 31. Revenue** – It is expected that all services that use the route will operate commercially (breakeven). Depending on the service frequency and the vehicle specification, the financial modelling shows the service will generate an operating surplus once established. However, should the authorities decide to take the revenue risk then it is possible that during the first years of operation the service may require some financial support (i.e. maintenance costs for track and stop infrastructure up to £500k per annum at 2014 prices). These additional costs will either be met from a re-prioritisation of existing budgets or, depending on the procurement model adopted, will be defrayed through, for example, an operators access charge.
- 32. Capital** - The total estimated cost of the scheme is £47.8 million, 90% of which will come from DfT through the South West Regional Funding Allocation (£43.12 million). The balance of £4.78 million has to be funded by the authorities. The project cost sharing methodology is set out in the Joint Promotion Agreement. Bristol City Council's share will be 80% of costs (and any surpluses) and North Somerset Council's share will be 20% of costs (and any surpluses). If the local contribution cannot be achieved through S106, it will be met from the Council's Local Transport Plan allocation, currently in the region of £10m pa.
- 33.** The Council is expected to fund 50% of any increase in the total scheme costs between Programme Entry and the final Approved Scheme Cost. Furthermore the Council is expected to fund 100% of any increase in costs above the final Approved Scheme Cost. To mitigate this risk, there is a contingency of £4.4m included within the total funding available.
- 34.** The total preparatory costs are estimated to be £2.8m from 2009 to commencement of construction in 2011. This excludes funding from SWRDA and will be met 50% from the DfT with the remaining 50% split 80/20 between Bristol City Council and North Somerset Council. The major cost element is the preparation of the Transport and Works Act Order and subsequent public inquiry. Bristol City Council's share of preparatory costs will be £1.1m which will be met from the Local Transport Plan allocation.

Financial advice given by: Mike Harding, Head of Finance, City Development
- 23281

Land

- 35.** The majority of land is in BCC ownership. Power to compulsorily acquire land will be obtained through the TWAO however it is hoped that agreement will be reached with individual land owners. There is no impact on private land in the city centre section.

Appendices:

Appendix A – Consultation Summary

Appendix B – Scheme Summary

Appendix C – Summary of Environmental Impacts, Proposed Mitigation and Residual Effects

Appendix D – Joint Promotion Agreement, Heads of Terms

ACCESS TO INFORMATION**Background Papers:**

www.westofengland.org/rapid-transit

Appendix A – Consultation Summary

Stakeholder		Engagement	Comments	Actions
Neighbourhood Groups	Neighbourhood Planning Network (NPN)	<p>Established Community Steering Group for ongoing engagement with groups of the Neighbourhood Partnership network in Summer 2009</p> <p>Individuals and groups sent information on consultation exhibitions October 2008</p>	<ul style="list-style-type: none"> - Impacts on Prince Street Bridge and usage by cars, cyclists and pedestrians - Impact on trees at Spike Island - Impacts on the Harbour Railway - Crossing the busway and division it may create - Segregation of pedestrians and cyclists from the busway - Use of bus lanes by other users – taxis, cyclists, motorbikes - Route should go via BRI and Christmas Steps - Traffic should operate on a general one-way system in the city centre - Impact on green space at Long Ashton - Impact on Green Belt - Consideration of a Low Cost Alternative - Concerns about the speed of travel - Impacts on Quayside with mix of pedestrians and vehicles - Details of Temple Meads Interchange - Link/dependence with BCFC - Impact with existing bus services 	<ul style="list-style-type: none"> - Ongoing engagement - Review by Project Team of issues raised and responses provided to the group and/or incorporated in to design
	Ashton Vale Heritage Group	<p>Sent information on consultation exhibitions October 2008</p> <p>Attended meetings November 2008 and May 2009</p> <p>Provided copies of Environmental Scoping Report</p> <p>Represented at NPN Community Steering Group</p>	<ul style="list-style-type: none"> - Concerns over environmental impact on fields north of Ashton Vale - Do not support a stop at the end of Silbury Road - Feel that the current bus service from Ashton Vale is adequate - Concerns that BRT facilitates development - Concerns over a proposed stop for Bristol City FC supporters 	<ul style="list-style-type: none"> - Ongoing engagement with Group. - Review by Project Team of issues raised and responses provided to the group and/or incorporated in to design - Consideration impacts at EIA and further design stage including any required mitigation. - Consider design in relation to potential BCFC stadium.
	Greater Bedminster Partnership	<p>Sent information on consultation exhibitions October 2008</p> <p>Attended meetings November 2008</p>	<ul style="list-style-type: none"> - Concerns over environmental impact on fields north of Ashton Vale - Concerns over technology choice 	<ul style="list-style-type: none"> - Ongoing engagement with the group - Reporting of issues to NFHP project

Stakeholder	Engagement	Comments	Actions	
	Windmill Hill Residents group	Sent information on consultation exhibitions October 2008 Attended meeting January 2009	<ul style="list-style-type: none"> - Concerns over environmental impact - Concerns over technology choice - Concerns mainly with future South Bristol route 	<ul style="list-style-type: none"> - Ongoing engagement with the group - Reporting of issues to NFHP project
	Friends of Avon New Cut	Sent information on consultation exhibitions October 2008 Represented at NPN Community Steering Group	<ul style="list-style-type: none"> - Trees at Spike Island. - Damage or loss to Butterfly Junction although would support a stop there if appropriate mitigation measures in place. - Narrowing of footways near Underfall Yard. - Damage to Underfall Yard infrastructure. - Loss of historical features. - Loss of wildlife habitat. - Increased noise and air pollution - Safety concerns at crossing between Chocolate Path and Avon Crescent. - Effect of BRT on Chocolate Path, both physical changes and potential of discouraged use of route. - Concern over narrowing of Cumberland Road and knock on effect of traffic along this route and on Coronation Road - Concern over appearance of Ashton Avenue Bridge - Concerns the Harbour Railway will eventually close - Concern over potential damage to archways on the embankment from constant BRT movement - Concern over affect on stone walls separating Cumberland Road and Harbour Railway track 	<ul style="list-style-type: none"> - Ongoing engagement - Review by Project Team of issues raised and responses provided to the group and/or incorporated in to design - On-site meeting planned to look at Butterfly Junction issues
	Hotwells and Cliftonwood Community Association	Sent information on consultation exhibitions October 2008 Represented at NPN Community Steering Group	<ul style="list-style-type: none"> - Provision of a stop at CREATE or closer to Avon Crescent - Large, covered bus shelters with real-time information and off-board ticketing - Buses should have plenty of standing spaces and room for buggies/baggage - Measures need to be in place to combat displaced commuter parking on Cumberland Road, Cumberland Basin, and Hotwells/Cliftonwood - Crossing of pedestrians and cyclists from the towpath on the New Cut to Avon Crescent needs to be considered - Ensure safe pedestrian crossing at Spike Island - Integration with Connect2 cycle network around Cumberland Basin - Scheme should consider which user concessions apply such as Diamond Travel Card 	<ul style="list-style-type: none"> - Ongoing engagement with the group - Review by Project Team of issues raised and responses provided to the group and/or incorporated in to design

Stakeholder		Engagement	Comments	Actions
Community Interest Groups	Redcliffe Futures	Sent information on consultation exhibitions October 2008 Attended meetings July 2009 Represented at NPN Community Steering Group	<ul style="list-style-type: none"> - Supportive of proposals - Supports early introduction - Supports replacement of Temple Circus gyratory - Prefer a light rail system - Concerns over 'bendy buses' - Concerns over type of fuel used - Should serve the Redcliffe area, with stops located near St Mary Redcliffe and Redcliffe Wharf - Should not compromise any existing rail network - Concerns over area outside church if Redcliffe Way is route favoured over Portwall Lane alignment 	<ul style="list-style-type: none"> - Ongoing engagement with the group - Review by Project Team of issues raised and responses provided to the group and/or incorporated in to design
	Redcliffe Parade Environmental Association	Sent information on consultation exhibitions October 2008	<ul style="list-style-type: none"> - Supportive of proposals - Supports early introduction - Prefer a route along Redcliffe Way 	<ul style="list-style-type: none"> - Offered a meeting
	Redcliffe Community Forum	Sent information on consultation exhibitions October 2008		<ul style="list-style-type: none"> - Offered a meeting
	Bristol Harbourside	Project Briefing, November 2008 Represented at NPN Community Steering Group	<ul style="list-style-type: none"> - Supportive of proposals - Concerns over location of stops - Concerns over impact on the heritage railway - Concerns over pedestrian safety around the harbourside area - Concerns over Prince Street Bridge and affect on traffic - Route should pass through harbourside - Requested a stop at SS Great Britain - Route could avoid Prince Street Bridge by using Merchant's Quay 	<ul style="list-style-type: none"> - Ongoing engagement with the group - Review by Project Team of issues raised and responses provided to the group and/or incorporated in to design
	St Mary Redcliffe Church	Sent information on consultation exhibitions October 2008	<ul style="list-style-type: none"> - Supportive of anti-clockwise loop - Supportive of management of traffic on both sides of The New Cut - Not supportive of closure of Prince Street bridge to 2-way traffic - Suggests removal of central barrier along Redcliffe Hill, and realignment of Redcliffe Way away from the church - Supportive of Temple Circus remodelling 	<ul style="list-style-type: none"> - Ongoing engagement with the group - Review by Project Team of issues raised and responses provided to the group and/or incorporated in to design

Stakeholder	Engagement	Comments	Actions
The Greater Bristol Alliance	<p>Sent information on consultation exhibitions October 2008</p> <p>Attended meetings November 2008 and September 2009</p> <p>Project briefing on Technology Review, September 2008</p> <p>Represented at NPN Community Steering Group</p>	<ul style="list-style-type: none"> - Would prefer light rail technology - Concerns about capital cost estimate - Insufficient information provided in the consultation material - Map of city centre options did not provide choice of indication of route - No information about whether the system is guided - How will bus be given priority in city centre? - Requested a stop at CREATE Centre - Requested a public meeting to explain bid to Government 	<ul style="list-style-type: none"> - Ongoing engagement with the group - Review by Project Team of issues raised and responses provided to the group and/or incorporated in to design roup
Bristol Urban Design Forum	<p>Project briefing on scheme, November 2008</p> <p>Project briefing update to Strategic Urban Design Advisory Group, October 2009.</p>	<ul style="list-style-type: none"> - Supportive of proposals - Welcomes opportunities for urban renewal - Concerns over visual impact of vehicles - Concerns over Prince Street Bridge - Good quality information and timetables needed on route - Bus service information should also be provided for on route services - Request for tree planting to help define route. 	<ul style="list-style-type: none"> - Presentation of the scheme given in November 2008 - Ongoing engagement with the group
Kingfisher Group	<p>Sent information on consultation exhibitions October 2008</p>	<ul style="list-style-type: none"> - Concerns over environmental impact - Concerns over technology choice - Concerns mainly with future South Bristol route 	<ul style="list-style-type: none"> - Ongoing engagement with the group - Reporting of issues to NFHP project
Ashton Junction Partnership	<p>Sent information on consultation exhibitions October 2008</p>	<ul style="list-style-type: none"> - Concerns over the impact on Butterfly Junction - Support for improvements to walking, cycling and the Heritage Railway route - Suggest replacing the Ashton Avenue Bridge with a tidal hydropower scheme 	<ul style="list-style-type: none"> - Ongoing engagement with the group - Review by Project Team of issues raised and responses provided to the group and/or incorporated in to design
Joint Local Access Forum	<p>Sent information on consultation exhibitions October 2008</p>	<p>-</p>	<p>-</p>

Stakeholder		Engagement	Comments	Actions
Transport Groups	Bristol Civic Society	<p>Attended meeting September 2009</p> <p>Represented at NPN Community Steering Group</p>	<ul style="list-style-type: none"> - Concern the line will not be economically viable without SW Urban Extension - Concerns over design of stops such as the Cenotaph to avoid the perceived mistakes made at Old Market - Prefer the route to utilise Lower Maudlin Street and Colston Street to serve such areas as the BRI and University. They state University Hospitals Bristol and Bristol University are supportive of this route - Supportive of a Plot 6 all-traffic hub, perhaps by reverting back to original clockwise proposals - Suggest investigation of new one-way traffic system on either side of the banks of the New Cut - Concern any system will not respect the appearance of the street - Concern over lack of stop at Ashton Gate on Winterstoke Road as was in original proposals to serve Ashton residents - Concerns on effect of traffic volumes in Long Ashton if alternative industrial estate route needed - Concern over engineering works affecting appearance of the City Docks - Concern the stops would only be designed for their immediate areas and not improve the route(s) to the stop - Request for Ashton Avenue Bridge to be two-tier linking north to Smeaton Road - Concern over potential lack of funding from BCFC and how that money is spent/raised - Concern over use of Park and Ride site on BCFC match days 	<ul style="list-style-type: none"> - Ongoing engagement with the group - Review by Project Team of issues raised and responses provided to the group and/or incorporated in to design
	Association of British Drivers	Attended NPN meeting	<ul style="list-style-type: none"> - Regular but not too many stops - Against the closure of Prince Street Bridge to cars - Concern over how Prince Street Bridge and Redcliffe Way 'pinch points' will affect traffic - Prefers covered shelters with minimal seating - Requested real-time information, card system for payment, and bright, distinct colouring of vehicles 	<ul style="list-style-type: none"> - Ongoing engagement with the group - Review by Project Team of issues raised and responses provided to the group and/or incorporated in to design
	Highways Agency	Sent information on consultation exhibitions October 2008	<ul style="list-style-type: none"> - Supportive of proposals 	<ul style="list-style-type: none"> - Members of project board until January 2009
	First Group	<p>Sent information on consultation exhibitions October 2008</p> <p>Project Briefing, November 2008.</p>	<ul style="list-style-type: none"> - Supportive of proposals 	<ul style="list-style-type: none"> - Ongoing consultation

Stakeholder	Engagement	Comments	Actions
Wessex Connect (Long Ashton Park and Ride operators)	Sent information on consultation exhibitions October 2008	- Supportive of proposals	- Ongoing consultation - Meeting held in November 2008
Network Rail	Sent information on consultation exhibitions October 2008 Regular meetings throughout 2009	- BRT project is part of steering group for enhancement of Temple Meads - Portbury Freight to be retained with double tracking space to be preserved - Concerns over level crossing integration - Concerns over how rapid transit will cross the Portbury Freight line	- Ongoing consultation
Office Rail Regulator	Sent information on consultation exhibitions October 2008	- Supportive in principle but concerned about detail of railway line crossings	- Ongoing consultation, with particular regard to crossing of Portishead freight line and level crossing at Winterstoke Road
Sustrans	Sent information on consultation exhibitions October 2008 Attended/represented at Bristol Bike Forum September 2009	- Many of their issues incorporated into scheme revisions, particularly Connect2 proposals	- Ongoing consultation - Provided with plans in Spring 2008, and many of their issues incorporated in to scheme revision with particular attention to Connect2 proposals
CTC	Sent information on consultation exhibitions October 2008 Attended/represented at Bristol Bike Forum September 2009	- Concerns over 'bendy buses' - Concerns over traffic and parking on Cumberland Road - Stressed need for integration with Connect2 proposals	- Ongoing consultation
Sustraco (promoters of Ultra Light Rail Technology)	Sent information on consultation exhibitions October 2008 Attended meetings November 2008 and provided briefing on outcomes of the Technology Review, September 2008 Contacted in November 2009	- Against bus-based proposals. Would prefer their Ultra Light Rail technology	- Several meetings held, particularly in relation to technology study in Summer 2008
Bristol Industrial Museum (Harbour Railway operators)	Sent information on consultation exhibitions October 2008 Meetings in 2009	- Concern pressure would mount for 7-day operation on Harbour Railway line	- Ongoing consultation

Stakeholder		Engagement	Comments	Actions
	Tram Forward	Sent information on consultation exhibitions October 2008	<ul style="list-style-type: none"> - Have grave misgivings on the scheme - Believe a tramway is in the best interests to support Tram-Trains to link with surrounding areas such as Portishead and Gloucester 	- Ongoing consultation
	Cycle Forums	Attended cycle forum meeting	-supportive of cycling improvements	- Ongoing consultation
Utility Companies	New Roads and Street Works Act Co-ordination Group	<p>Sent information on consultation exhibitions October 2008</p> <p>Meeting 30th June 2009 and provision of draft plans</p> <p>Project briefing, July 2008.</p> <p>Project briefing on Technology Review, October 2008</p>	<ul style="list-style-type: none"> - Bus based option avoids diversion costs - Concerns fixed track would have impact on access to services 	- Ongoing consultation (quarterly meetings)
	Avon and Somerset Police	<p>Project briefing, August 2008</p> <p>Sent information on consultation exhibitions October 2008</p> <p>Meeting 30th June 2009 and provision of draft plans</p>	<ul style="list-style-type: none"> - Concerns over safe access and crossing points - Concerns over road closures - Concerns over severance of local police patrol routes 	- Ongoing consultation
Business Community	GWE Business West	<p>Sent information on consultation exhibitions October 2008</p> <p>Regular presentations to the group</p>	<ul style="list-style-type: none"> - Supportive of the scheme - Bus based option is fully supported 	- Ongoing consultation
	Broadmead Board	Sent information on consultation exhibitions October 2008	<ul style="list-style-type: none"> - Supportive of proposals of whatever type - Prefer anti-clockwise loop for city centre - Would like traffic removed along The Cut, including Prince Street Bridge 	- Ongoing consultation
	Bristol Alliance	<p>Project briefing, August 2008</p> <p>Sent information on consultation exhibitions October 2008</p> <p>Project briefing, September 2009</p>	<ul style="list-style-type: none"> - Supportive of proposals - Would like removal of traffic within shopping areas and prefer to see use of the outer roads 	- Ongoing consultation

Stakeholder	Engagement	Comments	Actions
Bristol International Airport	Sent information on consultation exhibitions October 2008 GWE Business West presentations	<ul style="list-style-type: none"> - Supportive of the scheme - Supportive of possible airport extension - Supportive of possible future integration with North Fringe to Hengrove routes - Concern over seating arrangements if extension to Bristol Airport goes ahead 	- Ongoing consultation
CBI	Sent information on consultation exhibitions October 2008 GWE Business West presentations	<ul style="list-style-type: none"> - Supportive of proposals - Supportive of rubber wheel based technology - Concerns over comfort of proposed vehicles if scheme expands to serve larger area - Concerns over costs of hybrid vehicles 	- Ongoing consultation
Aardman Animations	Sent information on consultation exhibitions October 2008 GWE Business West presentations	<ul style="list-style-type: none"> - Supportive of the scheme - Concerns over segregation of pedestrians and cyclists along the Harbourside - Concern over Prince Street Bridge and suggests Merchant's Quay a better alternative 	- Ongoing consultation
Institute of Directors	Presentation and discussion on Bristol transport, October 09 GWE Business West presentations	<ul style="list-style-type: none"> - Supportive and understanding of need 	- Ongoing consultation
Osborne Clarke (office on Temple Quay)	Sent information on consultation exhibitions October 2008 GWE Business West presentations	<ul style="list-style-type: none"> - Supportive of scheme - Suggest a direct Temple Meads to Ashton Vale service during peak hours - Bristol Airport extension should be made a priority 	- Ongoing consultation
SEGRO	Sent information on consultation exhibitions October 2008 GWE Business West presentations	<ul style="list-style-type: none"> - Supportive of principle of rapid transit - Concerns over serving wider area requesting greater links to existing and proposed employment areas 	- Ongoing consultation
South West Regional Development Agency	Sent information on consultation exhibitions October 2008 Regular briefing through Project Board	<ul style="list-style-type: none"> - Supportive of proposals 	<ul style="list-style-type: none"> - Members of project board and contributor to scheme development - Consultation on integrated design for north west side of Temple Meads station
SS Great Britain	Sent information on consultation exhibitions October 2008 GWE Business West presentations	<ul style="list-style-type: none"> - Supportive of the scheme - Concern over location and operation of stop to serve SS Great Britain 	- Ongoing consultation

Stakeholder		Engagement	Comments	Actions
	Christmas Steps Arts Quarter Residents and Traders	Represented at NPN Community Steering Group	<ul style="list-style-type: none"> - Concerns over potential closure to vehicles of Prince Street Bridge to businesses within the inner part of the city - Request a stop at the bottom of Christmas Steps to link with Bristol City Council's Nelson Street Regeneration framework 	<ul style="list-style-type: none"> - Ongoing engagement with the group - Review by Project Team of issues raised and responses provided to the group and/or incorporated in to design
Developers	Ashton Park	Sent information on consultation exhibitions October 2008	<ul style="list-style-type: none"> - Supportive of proposals 	<ul style="list-style-type: none"> - Initial advice given regarding design requirements for a rapid transit proposal through possible new development
	Bristol City Football Club	Project Briefing, February 2009. Liaison meetings later in 2009	<ul style="list-style-type: none"> - Supportive of proposals 	<ul style="list-style-type: none"> - Consider design in relation to potential BCFC stadium
	Carlyle Group	Sent information on consultation exhibitions October 2008	<ul style="list-style-type: none"> - Supportive of proposals - Support for a stop in Redcliffe Way 	<ul style="list-style-type: none"> - Ongoing consultation
	Ashton Vale Trading Estate	Sent information on consultation exhibitions October 2008	<ul style="list-style-type: none"> - Supportive of scheme in principle - Like to see increased benefit to wider Ashton Vale area 	<ul style="list-style-type: none"> - Ongoing consultation
Environment Groups	English Heritage	Project briefing, October 2008 Sent information on consultation exhibitions October 2008 Project Briefing, December 2008 Regular meetings throughout 2009	<ul style="list-style-type: none"> - Concerns over alterations to Prince Street Bridge - Concerns over alterations to Cenotaph area - Concerns over alterations to Ashton Avenue Bridge - Concerns over Temple Meads interchange - Concerns of affect on Chocolate Path and Harbour Railway 	<ul style="list-style-type: none"> - Ongoing consultation
	Environment Agency	Sent Environmental Scoping Report 2008 Briefing meeting including discussion of Flood Risk Assessment September 2009	-	<ul style="list-style-type: none"> - Ongoing consultation
	Conservation Advisory Panel	Attended meeting September 2009 Project Briefing, September 2009	<ul style="list-style-type: none"> - Concern over effect on Ashton Avenue Bridge - Concern over strengthening of Prince Street Bridge - Concern over impact of stops on the setting of listed buildings - Concern over the effect on landscape including walls, railings, seats and other traditional materials - Concern over amount of signage to be used (citing Old Market as an example of bad practice) 	<ul style="list-style-type: none"> - Panel to receive copy of design guide - Ongoing engagement

Stakeholder		Engagement	Comments	Actions
	Avon Wildlife Trust	Sent Environmental Scoping Report 2008	<ul style="list-style-type: none"> - No major concerns - Concern over NNRs, SACs, SSSIs, SNCIs, RIGS', within 5km of the proposed route - Concern over Great Crested Newts in adjoining gardens - Concern over foraging corridors for bats - Suitable habitats for bats and crossing points for mammals needed - Concern over removal of trees and loss of pedestrian walkways, particularly around Cenotaph - Concern over impact on Butterfly junction - Ashton Avenue Bridge, whilst not being listed has important value locally - Concerns over flood risks, particularly in Flood Zone 3 - Concerns over Japanese Knotweed during construction - Concerns over removal or significant alterations to Prince Street Bridge 	<ul style="list-style-type: none"> - Ongoing consultation - Third issue of Environmental Scoping Report sent in September 2008
	Natural England	Sent Environmental Scoping Report 2008	-	-
Local Government	GOSW	Regular briefing through Project Board	- Strongly supportive of proposals	- Regular briefing on project progress

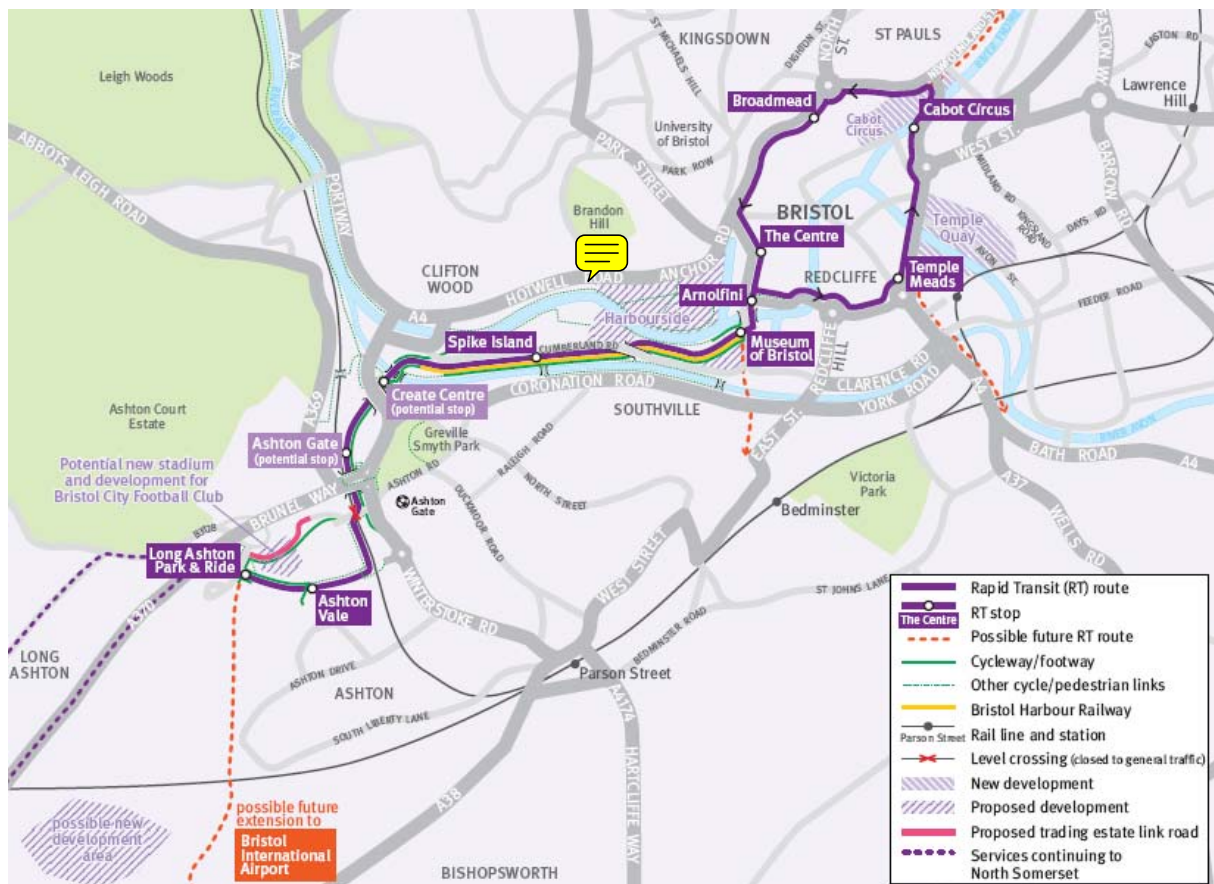
Stakeholder		Engagement	Comments	Actions
	North Somerset	Sent Environmental Scoping Report 2008 Regular briefing through Project Board Exec member and Ward Councillor Project update briefing – September 09	- Strongly supportive of proposals	- Regular briefing on project progress
	South Glos Council	Regular briefing through Project Board	- Strongly supportive of proposals	- Regular briefing on project progress
	BANES	Regular briefing through Project Board	- Strongly supportive of proposals	- Regular briefing on project progress
	BRERC	Sent Environmental Scoping Report 2008	-	- Regular briefing on project progress
	West of England Partnership	Sent Environmental Scoping Report 2008 Regular briefing through Project Board	-	- Regular briefing on project progress
	Barrow Gurney Parish Council	Project Briefing November 2008 Sent information on consultation exhibitions October 2008 Sent scheme summary update August 2009	- Strongly supportive of proposals - Essential facility to serve the proposed Stadium, proposed urban extension and Bristol Airport - Requested rapid transit upgrade for A370, urban extension and A38 upgrade to Bristol Airport	- Regular briefing on project progress
	Abbots Leigh Parish Council	Project Briefing November 2008 Sent information on consultation exhibitions October 2008 Sent scheme summary update August 2009	- Supportive of proposals	- Regular briefing on project progress

Stakeholder		Engagement	Comments	Actions
Parish Councils	Flax Bourton Parish Council	Project Briefing November 2008 Sent information on consultation exhibitions October 2008 Sent scheme summary update August 2009	- Support for project	- Regular briefing on project progress
	Long Ashton Parish Council	Project Briefing November 2008 Sent information on consultation exhibitions October 2008 Sent scheme summary update August 2009 Represented at NPN Community Group meetings	- Concern about loss of green belt	- Regular briefing on project progress
	Wraxall and Failand Parish Council	Project Briefing November 2008 Sent information on consultation exhibitions October 2008 Sent scheme summary update August 2009	- Fully supportive of the Bus Rapid Transport system	- Regular briefing on project progress
	Dundry Parish Council	Project Briefing November 2008 Sent information on consultation exhibitions October 2008 Sent scheme summary update August 2009	- Very necessary and needed urgently - Support parallel walking and cycle routes - Should provide access to BRI, Airport and rural communities	- Regular briefing on project progress
	Parish Councils Airport Association		- Support Rapid Transit proposals from Park and Ride to the A38 - Supports proposals for extension to the airport, but concerns over this not occurring before 2019	- Regular briefing on project progress

Appendix B – Scheme Summary

1. Rapid transit will provide a fast, frequent and reliable public transport service. Services will run on a largely segregated route, separate from car traffic, and will be given priority over other road users at traffic signals. The route between the Museum of Bristol and Long Ashton Park and Ride will wherever possible include a parallel cycling and pedestrian route linking in to existing networks thereby providing a further sustainable transport option.
2. There will be a set of core services running frequently from Long Ashton Park and Ride to Bristol Temple Meads and on to Cabot Circus, Broadmead and the Centre (running in an anti-clockwise loop around the city). Additional services will make use of the Rapid Transit alignment to provide faster journey times and improved reliability for services to North Somerset (Weston-super-Mare, Clevedon and Nailsea). The proposed rapid transit route is shown in Figure 1.
3. Dialogue with the promoters of the new BCFC stadium have, as their proposals have developed, resulted in an alternative design and route for rapid transit should the planning application for the stadium be approved.
4. Rapid transit will provide a high quality passenger experience – ticket machines at stops, user-friendly electronic information displays, high quality stop design, safe and secure access to stops.
5. Services will be run using modern, accessible, comfortable, low-emission vehicles that provide the quality and feel of a high quality metro-style system. The Authorities are committed to exploring the range of alternative fuel sources with potential operators. These would offer considerable environmental improvements with lower noise levels, fewer greenhouse gas emissions and less harmful local pollutants. Access to the rapid transit route will be restricted to operators meeting quality thresholds which will govern vehicle and service standards.
6. Works in Bristol City Centre allow for a new interchange at Temple Meads. These works are part of wider regeneration and development proposals for the area including Network Rail's station enhancement programme. The Authorities are working with the South West Regional Development Agency, Network Rail, First Great Western, bus operators and developers to realise the significant benefits of this site.
7. Rapid transit will replace the existing Long Ashton Park and Ride service. The type of vehicle has yet to be determined but is expected to be a modern, low-floor articulated vehicle with low emissions.

Figure 1 Ashton Vale to Temple Meads and Bristol City Centre



8. A range of options for procuring an operator, or operators, to run services is under review. At this stage it is expected that the rapid transit service will be procured on a similar as service 903, via a competitive tender. This has a number of advantages including the ability for the authorities to specify and control all aspects of the operation of the service, which provides assurance that the project objectives to deliver a fast, reliable, affordable, attractive service for the public, will be met. The major scheme business case reviewed a number of procurement options and concluded that a contracted service had a very low risk rating compared with other options.
9. The main works include:
 - Construction of a two-way segregated (and predominately guided) busway between Long Ashton Park and Ride and the Museum of Bristol including a parallel pedestrian/cycleway linking with the existing 'Chocolate Path' and new routes proposed as part of the Connect2 and Cycling City projects.
 - A new bridge over the Portbury Freight Line, closure of the Ashton Gate Level Crossing at Winterstoke Road to vehicular traffic and provision of alternative access route to the Cala Trading Estate.
 - Refurbishment of Ashton Avenue Bridge including a new pedestrian

and cyclist facility.

- Removal of on-street parking on Cumberland Road where necessary.
- Strengthening works to Prince Street Bridge and closure to general traffic. This allows for re-design of a public space outside Arnolfini and with a rapid transit stop.
- Additional bus lanes and priority measures on The Grove, Redcliffe Way, Temple Way, Haymarket, Rupert Street and Colston Avenue.
- New bespoke stops which include CCTV, real time service information and off-board ticketing.
- Environmental mitigation works including water attenuation features, ecological and landscape planting and species specific measures.
- Urban design public realm improvements including improved wayfinding and street scene.

Appendix C - Summary of Environmental Impacts, Proposed Mitigation and Residual Effects

Potential Impact	Proposed Mitigation	Residual Effects
Works required to three Grade II listed structures – Prince Street Bridge, Vauxhall Bridge and Ashton Avenue Bridge	<p>Agree all works to listed structures with English Heritage.</p> <p>Sensitive treatment in line with character of the structure and local area.</p>	Works to bridges will repair and improve the current state of the bridges, particularly Ashton Avenue Bridge.
New stop for the CREATE Centre at Butterfly Junction	<p>Working with Friends of Avon New Cut to mitigate impacts on Butterfly Junction.</p> <p>Potential to input to help with the management of the site.</p>	Some disruption during construction, potentially less land available for butterfly habitat, but potentially improved longer term management of the site.
Some land take from the Bower Ashton SNCI and local reptile population	Translocation of reptile population to suitable area included within scheme. Planting of linear scrub/grassland along the corridor and amenity grassland area to the Ashton Bridge. Consultation undertaken with County ecologist on mitigation strategy.	Replacement planting and relocation should reduce impact.
Works required in flood risk area of Ashton Vale Fields	Full flood risk assessment and inclusion of all flood and water management measures within the scheme.	Will require approval to satisfaction of the Environment Agency.

Potential Impact	Proposed Mitigation	Residual Effects
Some land take from Ashton Vale Fields SNCI – local reptile population and species-rich sward	Translocation of reptile population to suitable area included within scheme and suitable habitat planting. Consultation undertaken with County ecologist on mitigation strategy.	Replacement planting and relocation should reduce impact.
Potential noise and visual intrusion to properties at Silbury Avenue.	Provision of noise barriers and planting to reduce impact.	Potential noise levels reduced and the scheme (including barriers) would be screening by planting.
Works in designated greenbelt at Ashton Fields	Full EIA of all effects and appropriate landscape mitigation included in the scheme.	TWAO will be determined by the Secretary of State who will decide whether effects are justified.
General concern about impact of engineering on character of the areas along the route	Established design principles set out in Design Guide. Approach is to ensure scheme is in character with local context.	Application of the design principles should ensure high quality design in keeping with local area character.

Appendix D – Joint Promotion Agreement, Heads of Terms

DRAFT HEADS OF TERMS FOR A JOINT PROMOTION AGREEMENT

PROMOTION OF AN ORDER UNDER THE TRANSPORT AND WORKS ACT 1992 TO AUTHORISE THE ASHTON VALE TO TEMPLE MEADS RAPID TRANSIT SYSTEM

Parties	Bristol City Council North Somerset District Council
Aims of the Agreement	<p>The Parties together with B&NES and South Gloucestershire Councils have entered into a Joint Working Agreement (“JWA”) to facilitate the shared local transport plan, of which this Project forms part.</p> <p>This agreement is to provide a structure for the joint promotion by the Parties of a Transport and Works Act Order (“the Order”) under the Transport and Works Act 1992 (“the Act”) for the construction of a rapid transit system to link Long Ashton Park and Ride site with central Bristol (“The Project”).</p>
Duration	<p>This Agreement shall continue for 80 years unless/until:</p> <ul style="list-style-type: none"> • The agreement is replaced; • The agreement is terminated; and/or • The Project is abandoned.
Project Governance	<p>The Parties will establish a Project Board reporting to the Joint Transport Executive Committee (“JTEC”). This will have a Project Team, Senior Responsible Officer and S 151 Officer.</p> <p>The Project Board have no authority beyond that:</p> <ul style="list-style-type: none"> • set out in the Project Initiation Document, • set out in the Joint Transport Strategy or • in relation to expenditure beyond that confirmed by the S 151 officer <p>unless confirmed by the JTEC and if necessary the Parties.</p>
Promoting the Order	<p>The Parties will jointly promote the Order including:</p> <ul style="list-style-type: none"> • endeavouring to obtain the required resolutions under S 239 of the Act (“The S. 239 Resolutions”); • providing witnesses and experts to attend any public enquiry and any employees of the parties in this regard shall not recharge the cost of such attendance. • Keeping each other fully informed of progress including briefing the Parties’ members and members of JTEC • Co-ordinating press and publicity releases • Negotiating with third parties, including objectors via the Project Team.
Withdrawing from the Application	<p>Once the Parties have submitted the application for the Order neither Party may withdraw on less than 9 months’ notice (unless a S239 Resolution has been lost).</p>

Land Assembly	<p>Each Party shall, under the direction of the Project Team, be responsible for using its powers to acquire land required for the Rapid Transit (“the Project”) and deal with blight claims.</p> <p>Neither Party shall</p> <ul style="list-style-type: none"> • acquire land or rights beyond that necessary for the Project; • dispose of any land it owns required for the Project without the written agreement of the other; <p>Land acquired will be [treated as a Project cost?] The value of land contributed by either party to the Project shall be assessed at the value it would have if purchased compulsorily.</p>
Open Space Land	<p>If exchange land is required to compensate for loss of open space land the parties will endeavour to find and acquire/appropriate such land and any contribution will be valued at <i>[the appropriate value]</i></p>
Planning / Highways and Traffic Management	<p>Each party shall use reasonable endeavours to facilitate the timely delivery of the Project including:</p> <ul style="list-style-type: none"> • without fettering their discretion promptly exercising their planning functions ; and • implementing any necessary permanent or temporary traffic orders required to facilitate the Project
Cost Allocation	<p>The Parties assume joint and several obligations under the Order but have agreed that all financial liabilities and profits shall be divided:</p> <ul style="list-style-type: none"> • 80% to Bristol City Council • 20% to North Somerset Council <p>Liabilities will be shared as above save:</p> <p>A) where one party has failed to comply with this agreement or commits a negligent act or omission without agreement of the other, and/or</p> <p>B) where both parties fail to reach agreement on any increase in the cost of the project as the result of a decision made by the other;</p> <p>where the relevant party will bear the whole liability.</p>
Withdrawal from the Project	<p>Either Party may withdraw from the Project (on 9 months’ notice), if the Project seriously and significantly exceeds the budget so as to require expenditure which is beyond what would have been reasonable for that Party to budget for.</p>
Joint Working Agreement (“JWA”)	<p>All additional contractual provisions (such as dispute resolution, and severance) are as set out in the Joint Working Agreement</p>