

BRISTOL CITY COUNCIL

EXTRAORDINARY FULL COUNCIL MEETING

27 AUGUST 2015

Report of: Shahzia Daya, Interim Service Director – Legal & Democratic Services

Title: Call-in referral - West of England Joint Transport Board decision: Metrowest Phase 2 preliminary business case

RECOMMENDATION

That the Full Council debates the West of England (WoE) Joint Transport Board decision on Metrowest Phase 2 preliminary business case, in light of the call-in of this decision, and that the Full Council determines either:

- a. To object to the decision and refer it back to the Joint Transport Board, together with its views; or:**
- b. Not to object to the decision, in which case the decision becomes effective immediately.**

BACKGROUND

The Joint Transport Board's decision:

1. A report was submitted to the Joint Transport Board (JTB) on Friday 17th July 2015. The report updated the JTB on the MetroWest Phase 2 Preliminary Business Case (PBC), and recommended to take the scheme option forward to Outline Business Case (Programme Entry) stage.
2. A copy of the 17th July Joint Transport Board report is attached at Appendix A.
3. On 17th July 2015, the Joint Transport Board took the following decision:
The Board:

- i Endorsed the Preliminary Business Case and the progressing of Option 1A (Henbury Spur plus Yate Turn-back), without Constable Road Station, to the Outline Business Case (Programme Entry).
 - ii That the long-term prospects for the Henbury Loop and Constable Road Station be considered by the WoE Joint Spatial Plan and Future Transport Study.
 - iii To undertake public consultation on the site for a station at Henbury.
 - iv To report the Outline Business Case to the Joint Transport Board in 2017.
4. A copy of the draft minutes of the meeting of the West of England Joint Transport Board 17th July is attached at Appendix B.

Call-in of the Joint Transport Board's decision:

5. The 17th July Joint Transport Board decision was then the subject of a Call-In from Councillors Bolton, Holland, Hopkins, Weston and Windows.
6. A copy of the Call-In form submitted by the councillors is included at Appendix C.
7. A meeting of the Call-In Sub-Committee was held on 7 August 2015 to review the decision. The report outlining the officers response to the Call In is included at Appendix D.
8. The Call-In Sub-Committee resolved that the Joint Transport Board's decision should be referred to the Full Council for debate.
9. The minutes of the 7 August Call-In Sub-Committee are set out at Appendix E.

Guidance to Full Council:

10. In accordance with the decision taken at the 7 August Call-In Sub-Committee, the Full Council is asked to debate the Joint Transport Boards 17th July decision.
11. The Full Council can determine either:
 - a. To object to the decision and refer it back to the Joint Transport Board,

together with its views; or:

- b. Not to object to the decision, in which case the decision becomes effective immediately.
12. The officer's report at Appendix F provides an outline of the decision and response to themes highlighted at the Call In Sub Committee 7th August 2015.

Appendices:

- Appendix A - 17th July West of England Joint Transport Board report Metrowest Phase 2 preliminary business case (p.8)
- Appendix B - Draft minutes of the meeting of the West of England Joint Transport Board 17th July (p.25)
- Appendix C - Call-In form submitted by Councillors Bolton, Holland, Hopkins, Weston and Windows (p.33)
- Appendix D - Officers response report to Call In – 7 August 2015 (p.35)
- Appendix E - Minutes of Call-In Sub-Committee - 7 August 2015 (p.41)
- Appendix F - Officers response to themes highlighted at the Call In Sub Committee 7th August 2015. (p.48)

West of England Joint Transport Board
17th July 2015

Agenda Item 6 - MetroWest Phase 2 Preliminary Business Case

Purpose

1. To update the Joint Transport Board on the MetroWest Phase 2 Preliminary Business Case (PBC), which identifies a viable, affordable and deliverable scheme option that will make a significant contribution to improving rail services in the West of England. To make recommendations to take this scheme option forward to Outline Business Case (Programme Entry) stage.

Background

2. MetroWest is a programme of improvements to local rail services that are identified in the West of England [WoE] 3rd Joint Local Transport Plan [JLTP] and the WoE Strategic Economic Plan. The focus of MetroWest is to improve the local rail network to support economic growth and local communities. It is part of a programme of work in the area which will transform the local network; alongside the work by Network Rail to electrify main-lines, four track Filton Bank, build new platforms, and introduce new trains, it will provide a lasting legacy that will enable more people to use rail and provide a foundation for future plans. MetroWest represents a significant investment from the West of England Authorities, which will leave a lasting legacy of rail into the future and make rail the first choice of travel for more people.
3. In order to achieve this significant change, a phased approach was recommended by a consultant's study¹ which included:
 - Phase 1 – up to half-hourly train services for the Severn Beach line, local stations between Bristol Temple Meads, Bath Spa and the re-opened Portishead line;
 - Phase 2 - half-hourly train services at Yate and Weston Milton; re-opening the Henbury Line for hourly services to two new stations, plus potentially serving new station(s) on Filton Bank;
 - Portway Park & Ride platform;
 - New stations package.
4. The consultant study recommended the Henbury Line be re-opened to passengers as a 'Spur' service, operating out/back between Henbury and Temple Meads via Filton Bank, calling at Lawrence Hill, Stapleton Road, Filton Abbey Wood and 4 new stations. The study estimated the construction cost at £27m, with an operating subsidy requirement of £0.9m over the first 3-years of operation (at 2012 prices). Allowing for preparation costs, risk and inflation, the equivalent outturn cost is £43m, which is the current budget for MetroWest Phase 2.

¹ West of England Rail Study, Halcrow, April 2012

5. The information from the study was used to inform the WoE authorities' prioritisation of MetroWest at the Joint Transport Executive Committee in December 2012 and at the Local Transport Body Board in June 2013. This sees Phase 1 opening in 2019, with Phase 2 to follow in 2021. The devolved major schemes funding allocated to the West of England and prioritised for MetroWest has subsequently been included within the wider Local Growth Fund for the period up to April 2021 for Phase 1 and, from April 2021, for Phase 2 as part of the 10 Year City Deal.
6. The PBC for MetroWest Phase 1 was approved in September 2014 and work is progressing to deliver this first step in improving local rail. Now a PBC has been prepared for MetroWest Phase 2, covering the Henbury Line, Filton Bank stations and enhancements to services at Yate². A link to the PBC can be found in Appendix A; in accord with DfT guidance, it contains five 'cases' – strategic, economic, commercial, financial and management.
7. This Preliminary Business Case is the first of three business cases; subsequent Outline and Full business cases will update the information presented in the Preliminary Business Case with more refined assessments based on the more detailed scheme development work to be undertaken from autumn 2015.

Preliminary Business Case

8. Initial feasibility assessments discounted several scheme components, including:
 - Re-opening stations at Charlton Halt (poor ground conditions, located in deep cutting)³ and Horfield (conflicts with cross-overs being implemented as part of Filton Bank four-tracking, a possible alternative site has been found at Constable Road, which is considered later in this report)⁴;
 - Options to serve Yate and Gloucester with minimal reversal times (lack of recovery time at the terminus would prejudice delivery of a reliable timetable).
9. Following initial feasibility assessments, four scheme options were appraised in more detail, namely:
 - Option 1 - Henbury Spur - hourly services to/from Temple Meads via Filton Abbey Wood plus new stations at Henbury, North Filton, Constable Road and Ashley Down;
 - Option 2 - Henbury Loop - hourly anti- and clockwise services to/from Temple Meads via Filton Abbey Wood and Avonmouth serving all existing stations plus new stations at Henbury, North Filton, Constable Road and Ashley Down;
 - Option A - half-hourly service to/from Yate - extending existing services that terminate at Parkway to Yate;

² Service enhancements at Weston Milton are now being pursued through a bespoke project led by North Somerset Council – see report to Joint Transport Board, March 2015.

³ MetroWest Phase 2 North Fringe Stations Study, CH2M, March 2014.

⁴ Bristol New Stations High Level Assessment Study – locations on Filton Bank, CH2M, November 2014 (appended to GRIP2 report).

- Option B - half-hourly service to/from Yate - extending existing services that terminate at Parkway to Yate, Cam & Dursley and Gloucester.

10. For appraisal purposes, these options were combined as follows:

Options	A. Yate Turn-back	B. Glos Turn-back
1. Henbury Spur	1A	1B
2. Henbury Loop	2A	2B

Network Rail GRIP2 Feasibility Study

11. A GRIP2 Feasibility Study has been undertaken by Network Rail to support the Preliminary Business Case; it includes a 'Capability Analysis' of Phase 2 proposals using Railsys timetable modelling software to determine the:

- feasibility of the proposed new services;
- infrastructure improvements required to support them;
- impact on the wider network and services; and
- the number of additional train units required.

12. The Capability Analysis concluded that the Phase 2 services would be feasible with the following infrastructure improvements:

- Bristol East Junction enhanced renewal (for the Henbury Line options only), Network Rail is progressing the delivery of the scheme;
- Ashley Down Station (on its former site on Filton Bank);
- Constable Road Station (on a new site on Filton Bank);
- North Filton Station (on its former site by the A38);
- Henbury Station at (for all options)
 - East (of the A4018), a new site; or
 - West (of the A4018), the former site;
 - with a bay platform for the Spur options (1a, 1b);
- Hallen Marsh Junction re-doubling (for the Loop options 2a and 2b only);
- Yate turn-back (for services extended to Yate only, options 1a, 2a);
- Gloucester (for services extended to Yate, Cam & Dursley and Gloucester, options 1b, 2b) - no further track or signalling improvements anticipated.

13. The Capability Analysis confirmed that existing and future freight paths on the Henbury Line could be provided in tandem with either Spur or Loop services (as long as the above infrastructure improvements are implemented).

14. From the railway design and construction perspective, there was not much to differentiate the site options for a station at Henbury; the GRIP2 Anticipated Final Costs range from £6m to £9m (current prices, excluding land and local authority costs). A separate desk-top appraisal of options has been undertaken, which is

appended to the Preliminary Business Case; it suggests the East site as more favoured than the West, however, this will be subject to public consultation later this year.

15. The Capability Analysis identified the number of train units required for phase 2 options:

No. of Additional train units (+.)	A. Yate Turn-back +1	B. Glos Turn-back +2
1. Henbury Spur +1	+2	+3
2. Henbury Loop +3	+4	+5

Units in addition to Phase 1 (which includes Severn Beach services).

16. The Spur (option 1a/b) can operate with one unit, shuttling between Temple Meads and Henbury and calling at all intermediate stations. The Loop (option 2a/b) needs three units because the time needed to complete a loop is greater than 1-hour; this results in the long lay-over at Temple Meads. The extension of existing services to Yate or Gloucester would require one or two units respectively; this would provide a robust service timetable with sufficient recovery time.

17. The Capability Analysis Report highlighted operating risks and issues for Phase 2:

- The Loop options (2a/b) would have 'high levels of performance risk and also require significant platform capacity at Temple Meads';
- The Spur options (1a/b) would 'prove to be less of a constraint in capacity terms (particularly at Bristol Temple Meads)', it can operate in isolation with a far smaller performance risk (than the Loop);
- An additional path to Yate (and Gloucester) could be achieved, but given 'the constrained nature of Westerleigh Junction, this path is effectively fixed, which in turn defines the unit number and infrastructure requirements'. There is a risk that capacity at Westerleigh Junction could be used up by other new services before 2021, which would prevent implementation of the Phase 2 improvement, but at the time of writing, the authorities are not aware of any such proposals.

18. GRIP2 confirmed the 'in principle' technical feasibility of the new infrastructure for Phase 2, but with the caveats described below (which will be explored further in GRIP3).

19. Most of the new stations would not comply with Railway Group Standards for longitudinal gradient, which require that the gradient be less severe than 1:500. The current longitudinal gradients are as follows:-

- Ashley Down Station – 1:76;
- Constable Road Station - 1:76;
- North Filton Station – 1:210;
- Henbury Station;
 - For a Loop -1:120 (East) or 1:264 (West);

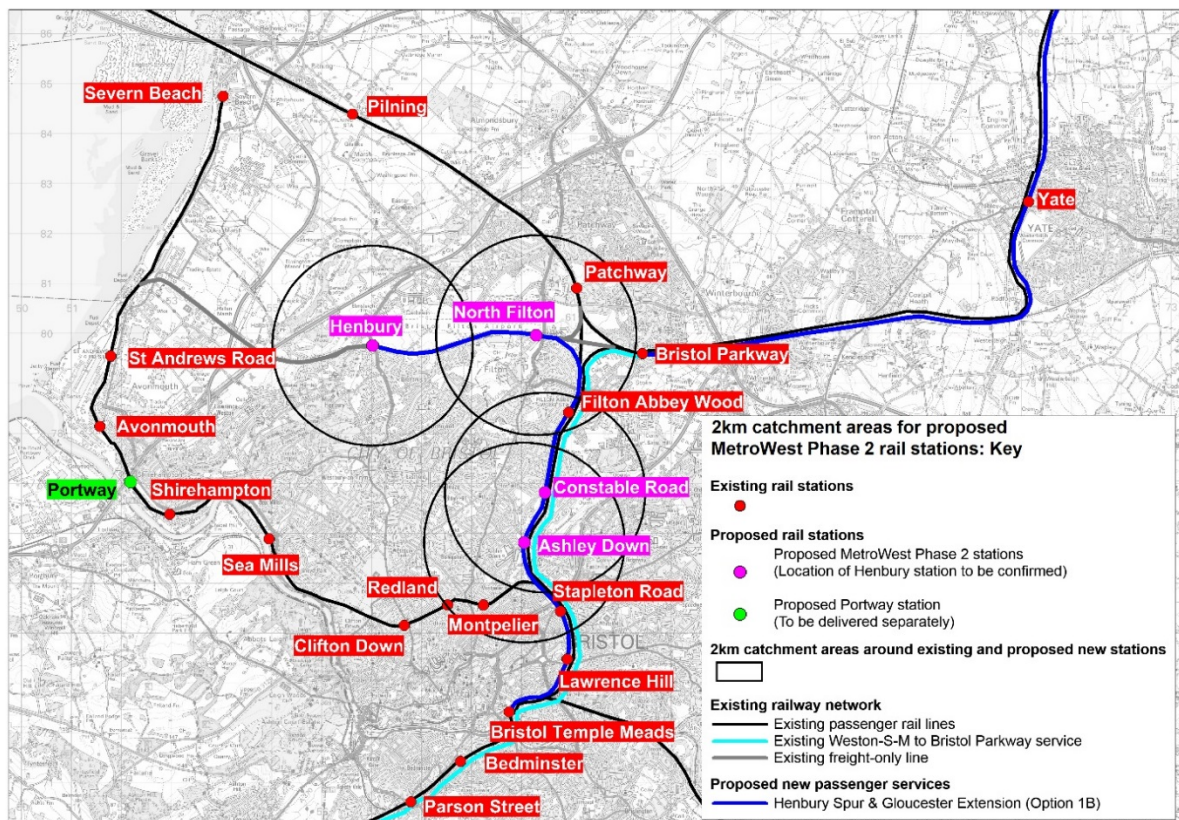
- For a Spur, a new siding and bay platform would be built on the north-side that would meet Railway Group Standards.
20. There is a recognised rail industry process for the identification of risks associated with platform gradients steeper than 1:500 and this process would be invoked to establish whether a derogation could be achieved; the outcome would confirm whether a station scheme can proceed and whether any mitigation measures are required. The stations at Ashley Down, North Filton and Henbury West would be on the sites of closed stations and as such, might have some so-called 'grandfather' rights, which could help secure derogations from the Railway Industry Standards.
 21. GRIP2 indicates that Constable Road Station would be relatively expensive, because of its lack of grandfather rights and the works required to the permanent way to mitigate the gradient on Filton Bank. The GRIP2 Anticipated Final Cost is ~£19m at current prices (excluding land and local authority costs); this compares to other new station costs in the range £6m to £11m.
 22. For the Loop service options (2a/b) to operate 'substantial trackwork and significant signalling alterations are required to Hallen Marsh Junction to enable both passenger and freight services to operate'. The Loop would also reduce standage on the port arrival and departure lines (i.e. the length of trains that can be stored off the running lines). Infrastructure and disruptive service costs are significantly higher and design and build more complex for the Loop service option.
 23. The Loop option would also double the number of train crossings at St.Andrews Level Crossing in Avonmouth, from 2 per hour to 4, which would have an adverse impact on road traffic to/from Avonmouth Docks. Phase 2 GRIP2 has confirmed there are no minor track and signalling interventions that could mitigate the adverse impact of these additional train crossings on the Port.
 24. The Bristol Port Company is concerned about the impact of Henbury Loop services at St.Andrews Level Crossing and commissioned a bespoke GRIP2 study into separating track from highway by means of putting the railway into a cutting underneath the entrance to Avonmouth Dock. At the time of writing, the verified outcome from the Port's GRIP2 study is awaited.
 25. The GRIP2 report concluded: 'In summary for passenger services to operate to Henbury Network Rail would recommend the Spur service option is taken forward to GRIP 3 as this option imports less risk to train performance and less complex infrastructure intervention.'
 26. In respect of Ashley Down and Constable Road Stations, GRIP2 noted they are 'within close proximity of each other and relatively close to Filton Abbey Wood Station..... Further work will need to be undertaken to assess the wider impacts of train performance and network capacity of having a new station(s) on the Filton Bank.'
 27. For MetroWest services to Yate, GRIP2 noted '... it will be necessary for additional infrastructure to be built off of the main lines to reduce the risk to performance by

providing a turn-back siding. However if MetroWest services are to extend to Gloucester the new turn-back facility would not be required. The WoE will need to establish the viability of a service extension to Gloucester and whether the Yate turn-back is required as an interim measure or not at all.'

28. The new stations cannot be delivered under Network Rail's Permitted Development Rights, they would require either planning consent or a Transport and Works Act Order. 3rd party land will be required, which will primarily be acquired by negotiation (or planning-gain); if this fails, compulsory purchase powers will need to be secured.

Socio-economic Cost Benefit Analysis

29. Passenger demand forecasts were prepared jointly by Network Rail and CH2M in accord with DfT and rail industry guidance (which is a pre-requisite for railway schemes). The notional 2-km catchments of the new stations are shown below.



30. Note the overlap of catchment areas between the new stations; their catchment areas will also overlap with existing stations, particularly Filton Abbey Wood, Patchway and Stapleton Road.

31. The forecasts of passenger demand in year-2031 are shown below; these include all the developments identified in the local authorities' Core Strategies.

Annual 1-way trips in 2031	1A Spur & Yate	1B Spur & Glos	2A Loop & Yate	2B Loop & Glos
Henbury	178,050	178,050	180,150	180,150
North Filton	173,200	173,200	174,900	174,900
Ashley Down	138,000	138,000	138,100	138,100
Constable Rd	58,250	58,250	58,300	58,300
Other Stns (net)*	78,850	115,950	83,300	120,400
TOTAL	626,350	663,450	634,750	671,850

* The net increase at existing stations, including Yate, as a consequence of the scheme options.

32. By way of comparison, demand at Henbury or North Filton in 2031 would be slightly higher than current demand at Stapleton Road; Ashley Down approximates to Lawrence Hill; Constable Road to Weston Milton or Sea Mills.

33. The passenger numbers added by the Loop (option 2a, 2b) and the Gloucester extension (option 1b, 2b) are rather modest. On initial inspection, it might appear surprising that the Loop does not generate more additional trips than the Spur, but this can be explained by the following:

- The Loop only provides improved journey times for rail trips between some stations on the Severn Beach Line (Clifton Down – Severn Beach) and the new Phase 2 stations (plus Filton Abbey Wood); with the Spur, passengers would have to change at Stapleton Road;
- Journey times to Temple Meads, the key destination, are the same as the Spur;
- For some trips, there are alternative, more frequent and/or quicker, direct bus services (e.g. Henbury to Clifton Down - service #1 runs every 10-minutes and takes about 18 minutes, versus 28 minutes by train with an hourly service, Henbury to Avonmouth – service #41 runs every 20-minutes and takes about 20-minutes versus 11-minutes by train, but with an hourly service).

34. The Wider Benefits [WBS] were estimated in accord with DfT guidance to quantify the impact of the scheme on 'agglomeration' (the propensity for businesses to migrate to new transport), 'output change' (reduced transport costs to business) and 'labour supply' (improved access to jobs). The results are summarised below.

Total Appraisal Period Wider Benefits £m outturn	A. Yate Turn-back	B. Glos Turn-back
1. Henbury Spur	32.9	35.9
2. Henbury Loop	33.6	36.3

35. A high level estimate of the impact on GVA and jobs was undertaken previously, it forecast that Phase 2 would generate around £85m GVA and 80 jobs. This forecast will be updated prior to submission of the Outline Business Case.

36. The appraisal period for the socio-economic appraisal is 60-years. Inputs to the appraisal are capital costs (preparation and construction), operating costs (trains, track and stations), fare-box revenues (forecast from the demand) and WBS. The capital and operating costs were estimated and validated by Network Rail in the GRIP2 Study; the forecasts of demand and revenue were provided jointly by Network Rail and CH2M.

37. The results were combined to calculate the Benefit Cost Ratio [BCR] for the options. The following table shows the BCRs, plus the capital costs and revenue support (falling to the local authorities).

Costs £m-outturn	Key	A. Yate Turn- back	B. Glos Turn- back
1. Henbury Spur	Capital	£60.2	£56.6
	Revenue Support (first 3-years)	£3.7	£7.6
	Revenue Support (after 3-years)	£0	£0
	Total	£63.9	£64.2
	<i>BCR without WBS</i>	<i>1.90</i>	<i>1.58</i>
	<i>BCR with WBS</i>	<i>2.50</i>	<i>2.03</i>
2. Henbury Loop	Capital	£65.4	£61.8
	Revenue Support (first 3-years)	£10.2	£14.2
	Revenue Support (after 3-years)	£35.0	£51.6
	Total	£110.6	£127.6
	<i>BCR without WBS</i>	<i>0.93</i>	<i>0.93</i>
	<i>BCR with WBS</i>	<i>1.23</i>	<i>1.19</i>

*Includes: Capital risk & contingency.
DfT takes over revenue support in franchise after year-3 for options with a BCR greater than 2.0.*

*Exclusions: Sunk feasibility costs incurred before Apr'15.
Measures to mitigate adverse impact of the Loop on Bristol Port's main entrance at St.Andrews Road Level Crossing.
Local revenue support requirement after year 2034.*

38. The BCRs (with WBS) for the Spur-based options (1a/b) are 'high' value for money (in DfT terminology⁵), as they exceed 2.0; this means they qualify for Local Growth Funding (formerly Devolved Major Scheme Funding) under the West of England's Assurance Framework rules. The Assurance Framework states that 'Schemes

⁵ High- where benefits are at least double the costs; Medium- where benefits are between 1.5 and 2 times costs; Low- where benefits are between 1 and 1.5 times costs; and Poor- where benefits are less than costs.

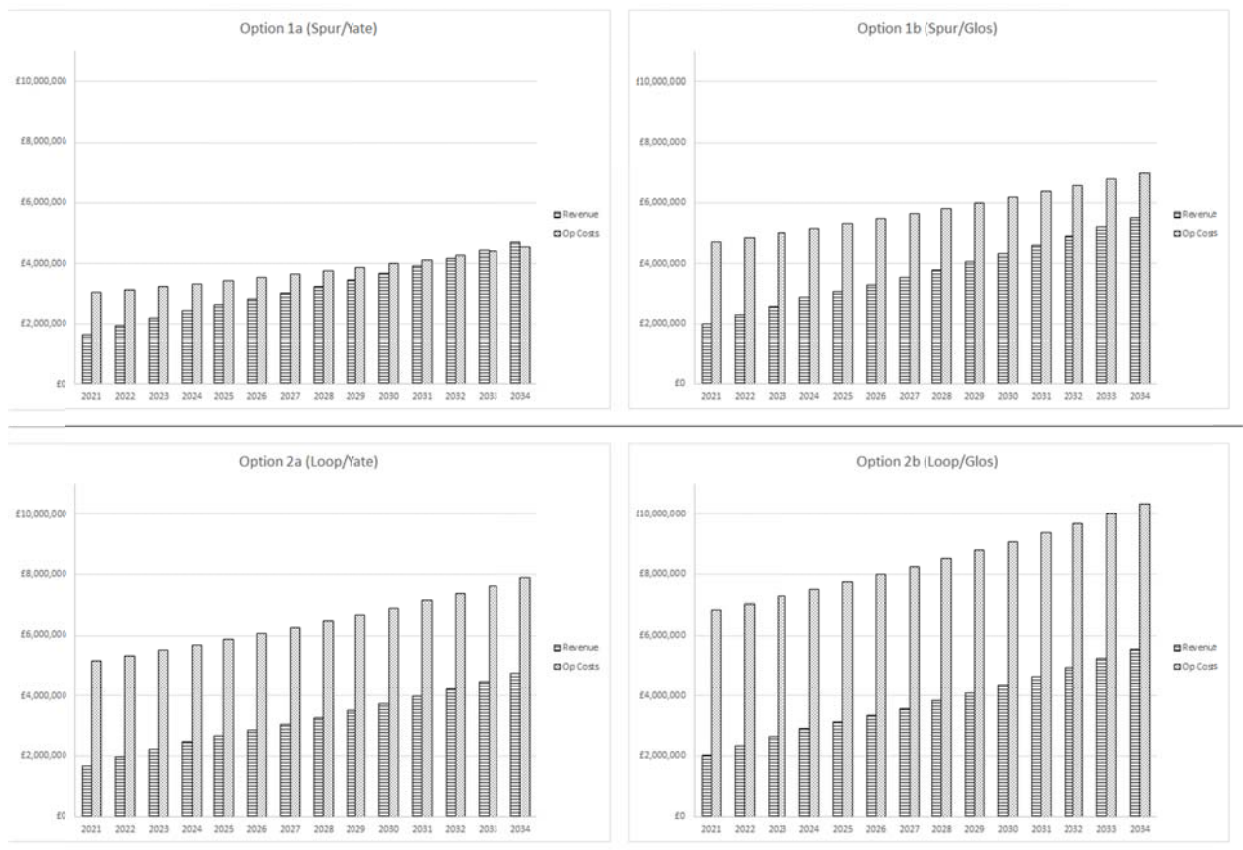
which come forward for funding will represent ‘high’ value for money (BCR greater than 2.0) at each approval stage.’⁶

39. The BCRs (with WBS) for the Loop-based options (2a/b) are ‘low’, being reduced in particular by the much higher levels of revenue support required (that is, the additional passenger income does not offset the additional operating costs of extra units). They do not qualify for funding from the Local Growth Fund. .

40. DfT indicates that promoting authorities would be required to cover any revenue support requirement for new rail schemes for at least 3-years from opening. If a new scheme has a ‘high’ BCR, DfT would consider incorporating the scheme into a train operating franchise thereafter. The Spur-based options could qualify for inclusion in the Great Western Franchise and, hence, the above table assumes a zero-cost revenue support after year-3. In contrast, the Loop-based options do not qualify and so the forecast revenue support requirement is included in the above table as a cost to the local authorities (up to and including year 2034, but there is no evidence that DfT would pick-up the cost thereafter).

41. The following graphs illustrate the trend for income and operating costs.

Revenue (darker shading) vs Operating Costs (lighter shading) £-outturn



⁶ The Assurance Framework was a Department for Transport requirement of Devolved Major Scheme Funding and was approved by the Local Transport Body Board (now part of the Joint Transport Board) on 13 March 2013. The Department for Transport confirmed that the Assurance Framework meets the set requirements and was signed off on 24 January 2014.

42. Option 1a (Spur & Yate turn-back) is forecast to break-even in 2033/34, but Loop-based options (2a/b) would require ongoing revenue support of more than £3m per annum. As for Phase 1, the revenue forecasts are regarded as conservative, but they are based on a realistic appreciation of the pace of development in areas that would be served by Phase 2.

43. As stated at the start of report, the currently approved total budget for preparation, construction and revenue support for Phase 2 is £43m (outturn); this included 4 new stations served by a Spur service, plus the Yate turn-back and covers 3-years of revenue support (with any further support thereafter secured through DfT and the Great Western franchise).

44. The following table illustrates that the margin that option costs are forecast to exceed £43m.

Option costs – Budget (£43)m £-outturn	A. Yate Turn-back	B. Glos Turn-back
1. Henbury Spur	+20.9	+21.2
2. Henbury Loop	+61.9	+78.9

Includes: Capital risk & contingency.

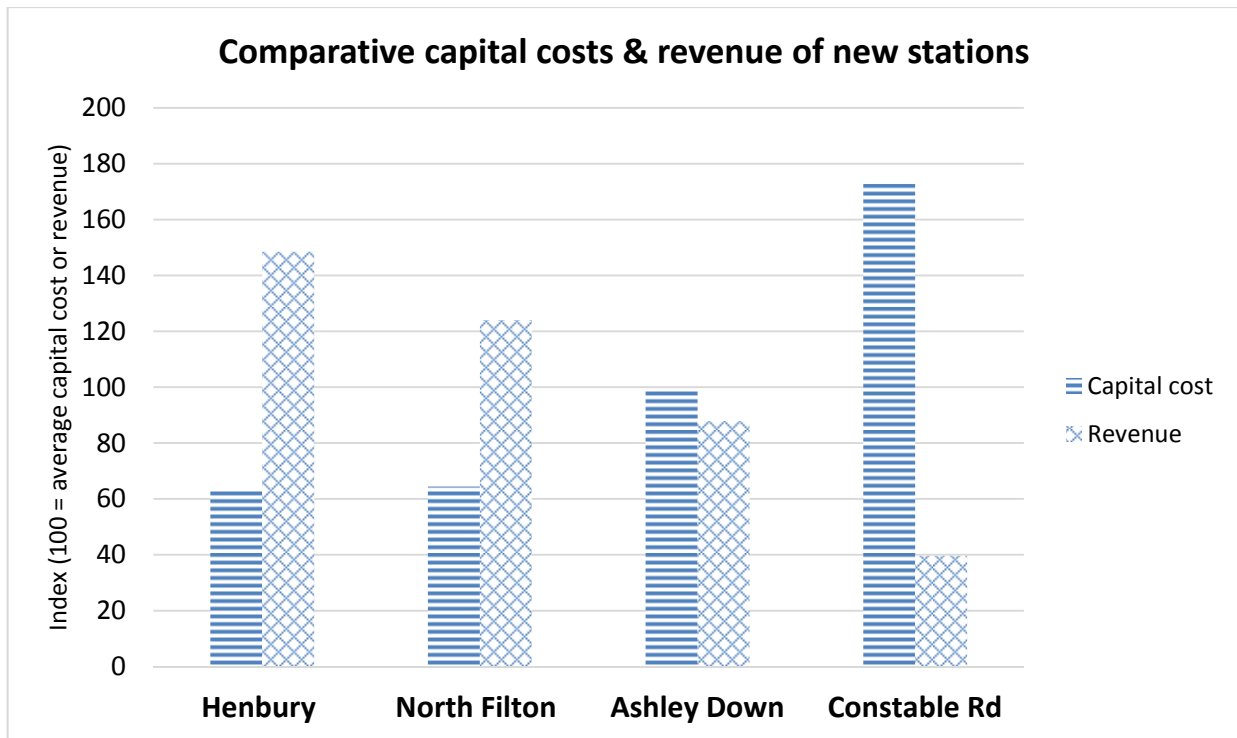
DfT takes over revenue support in franchise after year-3 for options with a BCR greater than 2.0.

Exclusions: Sunk feasibility costs incurred before Apr'15.

Measures to mitigate adverse impact of the Loop on Bristol Port's main entrance at St.Andrews Road Level Crossing.

Local revenue support requirement after year 2034.

45. The project team, therefore, is required to consider the relative strengths and weaknesses of components of the scheme to see if one item could be removed without significant adverse impact on the overall performance of the scheme. Of all the new stations, Constable Road is by far the most expensive (as explained previously); it also generates the fewest trips (because its catchment area is 'squeezed' by Filton Abbey Wood and Ashley Down). The following graph compares the relative costs and revenue from each new station (compared to the average).



46. Without a station at Constable Road, the forecast patronage would not be totally 'lost' to the railway; under all options, approximately 30% is forecast to use alternative stations (principally Ashley Down). Spur-based options could be delivered and operated (for 3-years) within the existing budget, whilst the BCR would actually be improved. If Constable Road were to be removed from Phase 2 Loop-based options, the scheme would remain over-current budget and the BCR would be still be less than 2.0. The full results for options without Constable Road are shown below.

Costs £m-outturn	Key	A. Yate Turn- back	B. Glos Turn- back
1. Henbury Spur w/o Constable Rd	Capital	£38.1	£34.6
	Revenue Support (first 3-years)	£3.5	£7.4
	Revenue Support (after 3-years)	£0	£0
	Total	£41.6	£42.0
	<i>BCR without WBS</i>	<i>2.46</i>	<i>1.96</i>
	<i>BCR with WBS</i>	<i>3.21</i>	<i>2.46</i>
2. Henbury Loop w/o Constable Rd	Capital	£43.3	£39.8
	Revenue Support (first 3-years)	£10.0	£14.0
	Revenue Support (after 3-years)	£34.9	£51.5
	Total	£88.2	£105.3
	<i>BCR without WBS</i>	<i>1.02</i>	<i>1.05</i>
	<i>BCR with WBS</i>	<i>1.34</i>	<i>1.35</i>

Includes: Capital risk & contingency.

DfT takes over revenue support in franchise after year-3 for options with a BCR greater than 2.0.

Exclusions: Sunk feasibility costs incurred before Apr'15.

Measures to mitigate adverse impact of the Loop on Bristol Port's main entrance at St.Andrews Road Level Crossing.

Local revenue support requirement after year 2034.

47. The BCR of less than 2.0 for all the Loop-based options (2a, 2b) mean that they still do not qualify for funding from the Local Growth Fund under the West of England's Assurance Framework rules. The low BCR for the Loop options means that DfT would not support its inclusion into a subsequent Great Western franchise (i.e. permanent revenue support would be needed from the authorities).
48. To derive a Loop-based scheme with better value for money would require a substantial increase in patronage plus a reduction in operating costs. Land within the catchments of Loop stations is already developed or will be developed; both are included in the appraisal. Hence, the scope for additional patronage would be limited to generating much higher than normal rail patronage from existing and planned developments adjacent to Loop stations; and/or provision of additional stations on the Loop (if feasible in design, operational and value for money terms).
49. The key to reducing operating costs would be to reduce the number of units required to operate the Loop; the Capability Analysis demonstrates that a train would take just over an hour to complete the Loop, which 'requires a minimum of 3 extra units, over the Phase 1 minimum requirement'. To reduce the requirement to 2 units would necessitate a very significant journey time saving (of more than 15-minutes) and/or dropping station stops.

50. Hence, further development of Henbury Loop-based options in the OBC phase as the preferred option for Phase 2 carry a very high financial risk to the authorities and the potential to delay Phase 2 and cannot, therefore, be recommended at this time. However, the long-term potential for the Henbury Loop could be considered through the 'WoE Joint Spatial Plan and Future Transport Study'; an update report on this study is on the agenda for this meeting of the Joint Transport Boards as part of the Joint Spatial Plan item.
51. It is important to continue to progress stations adjacent to CPNN and on Filton Bank to achieve the proposed opening date of 2021 for these stations.
52. The Phase 2 Henbury Spur option can be built so that it could be converted to a Loop operation in a future, separate phase of the MetroWest programme which, as with all future rail options, will continue to be subject to business case and funding.
53. Options based on a Henbury Spur are deliverable and meet the project's objectives; if Constable Road were to be removed from Phase 2, the project could be delivered within the current budget. Constable Road could be delivered in a future, separate phase of the MetroWest programme once again being subject to value for money tests and funding pressures.
54. The Yate turn-back should remain in Phase 2 to safeguard the West of England's interests, whilst discussions continue with Gloucestershire County Council and rail industry partners to see if funding for a service extended to/from Gloucester can be secured.
55. The Preliminary Business Case has been subject to an independent review in accordance with the West of England Local Transport Body Board Assurance Framework (see Appendix B for a link to the review). A response to the issues raised by the Phase 2 Project Team is set out in Appendix C. In summary, the review broadly endorsed the appraisal methodology, but has identified areas requiring more analysis (in the Outline Business Case); for example, further sensitivity testing of passenger demand and the potential impact of over-crowding on some train services. The review has also highlighted some areas of risk (such as the limited paths at Westerleigh Junction and the need to convince DfT of the benefits of Phase 2, so it can be included in the Great Western franchise).
56. The Preliminary Business Case and GRIP2 confirm that the delivery programme for Phase 2 opening in 2021 is realistic and that, subject to funding, there are no fundamental impediments to the delivery of the Henbury Spur-based scheme options; there are significant risks and issues with Loop-based options.
57. It should be noted that the once a scheme specification enters a GRIP stage, further substantive items cannot be added thereafter without having to re-start the GRIP stage, with adverse impact on budget and programme.

Stakeholder Engagement

58. The following stakeholder engagement has been undertaken during the Preliminary Business Case preparation:

- Liaison with Network Rail about GRIP1/2, Railsys modelling and other technical issues;
- Liaison with First Great Western and Freight Operating Companies;
- Meetings with stakeholders (including the Port of Bristol and Gloucestershire County Council);
- Meetings with representatives of disability groups;
- Ongoing engagement with rail interest groups.

59. This engagement will continue into the next stage of business case preparation; it is also proposed to consult the public on the location of a new station at Henbury.

60. Network Rail and First Great Western endorse the conclusions of the PBC and GRIP2, stating:

- ‘The GRIP2 Feasibility Study produced by Network Rail has identified the constraints and opportunities for MetroWest Phase 2; this study, combined with the Preliminary Business Case, indicates a robust case for the Henbury Spur service with new stations at Henbury, North Filton and Ashley Down, plus an enhanced service to Yate with a new turn-back siding. Network Rail looks forward to working with the promoting authorities to deliver MetroWest Phase 2 through the remaining GRIP stages.’ *Network Rail, 9th June 2015.*
- ‘First Great Western welcomes the conclusions of the GRIP2 Study and the Preliminary Business Case. The Henbury Spur service would provide a significant enhancement to local rail services, increasing the number of customers for whom rail would be an attractive travel option. Extending services to Yate would provide a step-change improvement in services to the town. We will support the West of England authorities in promoting MetroWest Phase 2 and in their discussions with neighbouring authorities to seek a further extension of services to from Yate to Gloucester’. *First Great Western, 22 June 2015.*

Risk

61. Key risks will form part of the quarterly reporting to the Board. Risks at the project and programme level will be managed through the Rail Programme Board. The GRIP2 report has identified the railway risks (see earlier summary of its conclusions).

Equalities Implications

62. New stations and services provided under MetroWest will be designed to meet all statutory accessibility standards. Affordability issues will need to be considered as evidence shows that people from minority ethnic backgrounds, disabled and older people have a lower ability to pay. Consultation will ensure wide opportunities for diverse groups to have their say. Equality Impact Assessments will be undertaken and maintained and updated as the MetroWest projects progress.

Resources (finances and personnel)

63. Identified funding for Phase 2 consists of Local Growth Fund (£3.2m from April 2015), 10 Year City Deal (£36.5m from April 2021), Section 106 (£2m) and local authority (£2m), totalling £43.7.
64. Funding for 2015/16 and 2016/17 has been identified (SGC, BCC and Local Growth Fund). This funding package will need to be confirmed by the authorities through their individual budget-setting processes.
65. Developing MetroWest will require ongoing officer input with support from Network Rail (GRIP), First Great Western (train procurement) and CH2M (business cases); additional specialist support may be required and this will be procured via authorities' framework consultants and/or bespoke procurements.

Environmental Impact Assessment

66. A desk-top environment assessment has been undertaken and is reported in Section 3 the Preliminary Business Case. All the requisite assessment categories were considered and the impacts are anticipated to be:
- Noise – slight/moderate adverse impact (additional train services and new stations);
 - Air quality – slight beneficial impact (reduction in vehicle kms travelled);
 - Greenhouse gases – moderate benefit (reduction in vehicle kms travelled);
 - Landscape/townscape – moderate adverse impact (new stations)
 - Heritage – neutral;;
 - Biodiversity – slight adverse impact (on line-side vegetation);
 - Water environment – neutral/slight adverse impact (at Hallen Marsh Junction).
- Further assessments will be undertaken as part of GRIP3.

Summary

67. The Preliminary Business Case and GRIP2 Feasibility Study initially assessed four options. At this time, only options based on a Henbury Spur would be 'high' value for money and deliver a BCR greater than 2.0 (which is the threshold for Local Growth Fund funding). The Henbury Loop has not been assessed as delivering sufficient additional patronage revenue to offset the increased capital and, especially, operating costs at this time (even excluding the cost of mitigating its adverse impact on the entrance to Avonmouth Docks). The Henbury Loop could however be considered as a future phase of the MetroWest programme (subject to business case and funding)
68. There are two viable locations for a station at Henbury; subject to public consultation, the recommended site is the new site east of the A4018. A station at Henbury for a Phase 2 Spur service can be constructed in a manner to safeguard

future conversion for a Loop service. The design for Phase 2 stations at North Filton and Ashley Down is the same for both Spur and Loop options.

69. Service enhancements at Yate could be delivered by either an extension of services from Parkway to Yate or Gloucester; both options should be kept open for now, by putting the Yate turn-back into GRIP3 and at the same time continuing engagement with DfT, Network Rail, First Great Western and Gloucestershire County Council to secure service extensions to Gloucester.

70. The outturn costs for all four options exceed the existing budget of £43m; options including the Spur are around £21m over-budget, options including the Loop more than £62m over budget. However, there is a further option to bring the scheme back to budget by removing Constable Road from Phase 2 Spur-based options; this station could be delivered as a bespoke project in a later stage in the MetroWest programme (subject the business case and funding).

71. Hence, a Phase 2 scheme consisting of the Henbury Spur service, new stations at Henbury, North Filton and Ashley Down, plus extended services from Parkway to a Yate turn-back provides high value for money and has a secured funding base; it is recommended these elements be taken forward to the OBC. Other scheme elements, such as the Henbury Loop service and Constable Road station could be considered for future phases of the MetroWest programme, if funding permits and a viable business case can be demonstrated.

Recommendations

- 1) To endorse the Preliminary Business Case and the progressing of Option 1A (Henbury Spur plus Yate Turn-back), without Constable Road Station, to the Outline Business Case (Programme Entry).
- 2) That the long-term prospects for the Henbury Loop and Constable Road Station be considered by the WoE Joint Spatial Plan and Future Transport Study.
- 3) To undertake public consultation on the site for a station at Henbury.
- 4) To report the Outline Business Case to the Joint Transport Board in 2017.

Appendices

Appendix A - MetroWest Phase 2 Preliminary Business Case.

Appendix B - MetroWest Phase 2 Preliminary Business Case Review.

Appendix C - MetroWest Phase 2 Project Team Response to Business Case Review.

Please follow separate instructions below to access the appendices.

Author

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Local Government (Access to Information) Act 1985

Background Papers:

The GRIP 2 disaggregate cost and revenue estimate has been redacted from publication because it is commercial sensitive, such that its publication would disadvantage the commercial position of the councils in relation to the cost and delivery of the scheme.

Appendix A: MetroWest Phase 2 Preliminary Business Case

The Phase 1 Preliminary Case is made up of the following documents:

Preliminary Business Case

- Strategic Case
- Economic Case
- Commercial Case
- Financial Case
- Management Case

Appendices

Appendix A – GRIP2 report including scheme drawings, timetabling/capacity analysis report, Bristol New Stations High Level Assessment Study.

Appendix B – EAST assessment of Options report

Appendix C – Socio-economic Appraisal Report, Network Rail

Appendix D – MetroWest Phase 2 Forecasting Report

Appendix E – Wider Impacts Report

Appendix F – Henbury Station Options Appraisal

Appendix B: MetroWest Phase 2 Preliminary Business Case Review

Appendix C: MetroWest Phase 2 Project Team Response to Business Case Review

These documents can be viewed <http://travelwest.info/projects/metrowest>.

A printed copy for public inspection will be provided for the Joint Transport Board meeting.

West of England Joint Transport Board

Draft minutes of meeting of the

West of England Joint Transport Board

(Including the Joint Transport Executive Committee and Local Transport Body Board)

Friday 17th July 2015, 10.00am, BAWA, Southmead Rd, Filton

Present

Cllr Brian Allinson	South Gloucestershire Council
Cllr Anthony Clarke	Bath and North East Somerset Council
Cllr Simon Cook	Bristol City Council
Cllr Elfan Ap Rees	North Somerset Council
James Durie	West of England LEP
Robert Sinclair	West of England LEP

In Attendance

Peter Dawson	Bath and North East Somerset Council
Peter Mann	Bristol City Council
Colin Medus	North Somerset Council
Steve Evans	South Gloucestershire Council
Chris Sane	South Gloucestershire Council
Alistair Rice	South Gloucestershire Council
Janet Kings	South Gloucestershire Council
Martin Worsfold	Network Rail
David Northey	Network Rail
Andrew Holley	Network Rail
Claire Mahoney	Network Rail
Matt Barnes	First Great Western
David Crockett	CH2M
Helen Spackman	CH2M
Sharon Daly	Steer, Davies, Gleave
Jon Peters	Steer, Davies, Gleave
Pete Davis	West of England LEP
John Malyckyj	West of England LEP
James White	West of England LEP
David George	West of England LEP
Julia Dean	West of England LEP
Jenny Pritchard	West of England LEP

1. Apologies for Absence

There were none

1a Annual Business

- I. Election of Chair
Cllr Allinson was proposed by Cllr Clarke and seconded Cllr Ap Rees as chair of the Board for 2015/16 and was duly elected.
- II. Cllr Cook was proposed by Cllr Allinson and seconded Cllr Ap Rees as vice-chair of the Board for 2015/16 and was duly elected.

Cllr Allinson welcomed new members of the Board. It was noted that Cllr Bradshaw had now left the Board and members recorded their thanks for his contribution.

- III. The Forward plan was noted

2. Declarations of Interest

There were none.

3. Member and public forum

Statements:

Item 1: It was noted that the Strategic Leaders Board had requested that the public forum item for the meeting held on 10th July 2015 be brought to the attention of the Joint transport Board (JTB).

Julie Boston on behalf of Friends of Suburban Bristol Railways:

- The organisation was opposed to the introduction of the Spur option on the Henbury Line feeling that Loop option should be chosen
- The Severn Beach Line had begun with low passenger figures and demonstrated that large growth was possible
- Connectivity between bus and rail was of importance

Item 2: Martin Garrett on behalf of Transport for Greater Bristol Alliance on the redevelopment of Temple Meads and its connection with the Henbury Loop as part of a transport network for Greater Bristol spoke to his written statement.

Item 3: Ken Simpson on behalf of Winning Whiteladies and Federation of Small Businesses regarding the Henbury Line (written).

Item 4: Cllr Glenise Morgan and Cllr Anthony Negus, Bristol City Council. Cllr Morgan spoke to the written statement submitted on the Henbury Loop emphasising the importance of the health agenda and air quality in connection with the Henbury Line.

Item 5: Dave Redgewell on behalf of South West Transport Network spoke to his written statements on the Henbury Loop and governance issues in the West of England.

Item 6: Statement from Bristol City Council's Place Scrutiny Commission regarding the Henbury Loop (written).

Item 7: Gavin Smith on behalf of Rob Dixon spoke to the written statement submitted regarding the Henbury Loop.

Item 8: Henbury, Brentry & Southmead Neighbourhood Partnership regarding the Henbury Loop (written). Cllr Chris Windows spoke to the statement, expressed his concern as ward councillor for Henbury and Brentry that the Spur option would not adequately serve the neighbourhood and be the cause of congestion. He did not accept the basis of the report and in particular the predicted passenger figures which he considered to be an understatement.

Item 9: Andy O'Brien on behalf of Bristol Energy Cooperative spoke to his written statement regarding the Henbury Loop suggesting that a Loop option could be paid for by fare increases, a rise in business rates, or a public transport tax.

Item 10: Cllr Mark Bradshaw regarding MetroWest Rail Phase 2 – Preliminary Business Case (written).

Item 11: Charlotte Leslie MP spoke to her statement regarding the Henbury Loop, and scrutiny of the business case drew members attention to the documents she had submitted in support of a loop option rather than a spur.

Questions:

Item 12: David Cave regarding MetroWest Phase 2 and the Henbury Loop

Item 13: Rob Dixon on the Henbury Loop

There were no supplementary questions that related directly to the written answers provided.

3. Minutes of meetings held on 13th March 2015

The minutes of Joint Transport Executive Committee and the Local Transport Body Board were agreed as a true record.

4. Views of Joint Scrutiny Committee

The Joint Scrutiny Committee (JSC) had not met between the issue of the Joint Transport Board (JTB) agenda and papers, therefore written comments had been invited.

Cllr Cook asked how many JSC members had responded and had the chair participated.

It was explained that two members of the twelve had written to the secretary but no response had been received from the chair regarding the proposals.

Agreed

The Board:

Noted the views of the West of England Joint Scrutiny Committee.

Local Transport Body Board

5. MetroWest Phase Two Preliminary Business Case

Cllr Allinson introduced the item by explaining the background to MetroWest Phase Two and highlighted that the Henbury proposals had been no more than a single line in the Joint Local Transport Plan in 2011. The last new station had been built in 1996 but by the end of 2021 there would be five new or reopened stations.

Colin Medus presented the report and reminded members that a decision had been taken in 2012 by JTEC to opt for a Spur on the Henbury Line and then prioritised by the Local Transport Board in March 2013, however members requested that the option for a Loop be evaluated against the Spur option. The report before them was a result of that work.

David Crockett presented the technical aspects of the report.

Cllr Allinson said that the proposals taken as a whole represented a significant improvement in what had been in place before. Stakeholders had taken part in a rail conference in November 2011 when they had helped in formulating the programme for Phase 1 when the priorities had been seen as the Portishead Line, four-tracking of the Filton Bank and half hourly services. A phased approach had been taken to MetroWest and today's proposals were yet another step along the way. There was a danger of losing money if proposals were delayed, opting for a Spur on the Henbury Line would secure the money, future development at Filton would mean that a Loop could be added at a later date.

Cllr Cook noted that it appeared that the key appeared to be affordability and much rested upon passenger forecasts. Contributors to the Public Forum had been very critical of the assumptions made, how had the data been gathered?

David Crockett explained that passenger surveys were used as well as ticket sales to ensure that demand was not underestimated.

Cllr Cook said that it had also been suggested that a rise in fares could help to raise the Benefit Cost Ratio (BCR), so what impact would a £3 fare have on passenger numbers?

David Crockett explained that there was a process linked to the raising of fares so a rise couldn't simply be imposed. However there could be a fall in passenger demand if fares rose and there wasn't a straight line relationship between the two.

Cllr Cook asked what the consequences for rejecting the recommendations in the report would be.

Colin Medus explained that it would significantly delay officers ability to bring the project forward again. Members would need to await the outcome of the Joint Transport Study which wouldn't be published for a further two years. The GRIP process would then need to be repeated and this could lead to a delay of 3-4 years with the danger that the Board would be presented with the same outcome. Inevitably costs would rise and the funding might be lost.

Cllr Cook asked if approval meant that the Spur could be running by 2021 but what impact could a further call in from the Secretary of State have on this date?

James White explained that the Secretary of State had not “called in” the project in a formal sense but there had been an exchange of letters in which Charlotte Leslie had been involved. It was important to note that under devolved powers it was for the JTB to make funding decisions but they were still governed by rail industry guidelines, the GRIP process and the need to demonstrate value for money in the spending of public money on transport infrastructure.

Cllr Clarke noted that with regard to the former Filton airfield site development any delay might mean that there would be an impact on modal choice and people would use their cars to commute rather than use public transport.

David Crockett said that it was recognised that this could happen.

Officers explained that the building of stations at North Filton and Henbury was part of a package of measures for the Cribbs Patchway New Neighbourhood site and rail travel was central to that.

Cllr Ap Rees observed the difficulties in delivering rail schemes and cited Portishead Line in demonstrating how hard it was to meet the very exacting guidance of the Department for Transport when seeking funding. There were very real risks in terms of funding, the area needed to demonstrate its credibility in terms of delivering projects so it was important to move ahead with the spur and not delay.

Robert Sinclair asked about connectivity:

- Noted that the number of stations would be the same whether the loop or spur option was chosen
- What was the material difference between the two options in terms of where people wanted to go?
- Enquired about journey times and the possible differences
- Asked about the public transport alternatives available

David Crockett explained that as far as journeys were concerned the main difference was that there would be no direct link between Henbury and Avonmouth although it would be possible to complete this journey by rail. It was possible to use buses to make this journey with frequency times of 15-20 minutes and this would be quicker than the rail option. It would be quicker to catch a bus going towards Temple Meads than to get on a train from Henbury (in the event of a loop) and travel anti clockwise to the same destination.

James Durie asked about the position of Bristol Port and the implications upon employment if the loop option would create access difficulties.

It was explained that the port had commissioned a GRIP 2 study to look at the possible cost element of this. The West of England study had considered the junction but not proposed any changes.

Cllr Cook noted that there were different pots of funding available to deal with level crossings and asked if this would have any implications.

Claire Mahoney said that the fund was available in Network Rail’s Control Period 5 between 2014-19 and was designed to promote the closure of crossings, but it would be ended before 2021. The crossing at Avonmouth would not have fallen into the criteria intended for the fund.

Cllr Cook asked if the work required in connection with the crossing materially added costs to

the provision of a loop service.

Colin Medus said that it would.

Cllr Cook asked if businesses had been consulted on the proposals.

Julia Dean explained that as this had been a business case in preparation consultation was not a part of what was a technical process, however there had been public and stakeholder contact at time that the ideas for Phase Two of the project were being developed.

Colin Medus pointed out that there had been consultation around the strategy and phasing of MetroWest. Members of the public had been attending JTB meetings making statements regarding the Henbury line so there was a high level of awareness of the issues amongst Board members and stakeholders.

It was proposed by Cllr Ap Rees that the recommendations in the report be accepted.

In seconding the proposal Cllr Cook felt it would be disastrous to not give approval to the recommendations. It was a phased approach that was being taken and he supported this on the assumption that a station at Henbury would be designed in such a way as to allow its continued use in the event of the introduction of a loop service.

Agreed

The Board:

- i Endorsed the Preliminary Business Case and the progressing of Option 1A (Henbury Spur plus Yate Turn-back), without Constable Road Station, to the Outline Business Case (Programme Entry).
- ii That the long-term prospects for the Henbury Loop and Constable Road Station be considered by the WoE Joint Spatial Plan and Future Transport Study.
- ii To undertake public consultation on the site for a station at Henbury.
- v To report the Outline Business Case to the Joint Transport Board in 2017.

7. MetroWest Update

James White presented the report and provided an update on MetroWest Phase 1 and the Development Consent Order Consultation.

Martin Worsfold, Network Rail updated members on:

- The redevelopment and improvements to Bristol Temple Meads Station
- Modifications to the Bristol East junction
- Filton Bank
- Electrification including Sydney Gardens in Bath
- Various engineering works around the area which would have service implications

Matt Barnes, First Great Western updated members on:

- The new franchise due to begin in September
- Cascade of additional rolling stock from the south east
- Diversions necessary due to the engineering works that were about to commence
- Investment that would come as a result of the new franchise

Keith Walton of Severnside Community Rail Partnership advised that they had secured money to update the shelter at Severn Beach station.

**Agreed
The Board:**

Noted progress on MetroWest Phase 1

8. Administrative Budget Outturn 2014/15

Andrew Birch presented the report.

**Agreed
The Board:**

- a) Agreed the West of England Local Transport Body administrative budget outturn position for 2014/15.
- b) Noted that Bath and North East Somerset Council are now the Accountable Body for the West of England Local Transport Body.

Joint Transport Executive Committee

9. Joint Spatial Plan and Transport Study Update

Chris Sane presented the report.

**Agreed
The Board:**

- i Noted the approach being taken and revised timetable for the production of the Joint Spatial Plan and Transport Study and give views; and
- ii Endorsed a review of the Joint Local Transport Plan following the completion of the Transport Study.

10. MetroBus – Progress Report

Jenny Pritchard presented the report.

Cllr Allinson noted the importance of keeping the project moving and asked about smart ticketing.

Jenny Pritchard said that the aim was to have smart ticketing available from the first day of service. There would be a specific update on that issue at the next meeting as well as vehicle emission standards.

David George said that whilst the QPS set minimum standards the intention was to exceed them.

**Agreed
The Board:**

- i Noted the progress being made with the MetroBus programme and gave views.
- ii Agreed the overall concept for the MetroBus iPoint, for incorporation in the tender documentation for the Bristol City Council iPoint contract; including provision of iPoints for the Cribbs Patchway MetroBus extension.

- ii Agreed the joint approach to Smartcard development across the West of England, to deliver uplift in capacity and capability for MetroBus and other services across the WoE.
- v Agreed to the removal of TVMs from the specification for Category 'A' MetroBus stops as requested in the attached exception report at Appendix 1.

11. OLEV Bids

Peter Mann presented the report

James Durie said that employers and business welcomed and were supportive of the issue, improving air quality and being innovative was important in attracting inward investment.

**Agreed
The Board:**

Noted the progress with the OLEV bids, gave their views on proposals, agreed further development and submission under each of the three funding streams.

12. Major Transport Projects: Progress Update

Pete Davis presented the report.

**Agreed
The Board:**

Members noted progress with the programme of major transport schemes and other joint projects and gave views.

Date of next meeting

23rd October 2015

Signed.....

Chair, West of England Joint Transport Board

Dated.....

BRISTOL CITY COUNCIL

Request to the Proper Officer to call in an Executive Decision

(This form should only be completed after the accompanying guidance notes have been read. It should be completed fully in order that the Proper Officer has an adequate basis upon which to call in the decision)

Names of the non-executive members requesting the proper officer to call the decision in :	Councillor Chris Windows; Cllr Mark Weston; HELEN HOLLAND GARY HOPKINS CHARLIE BOLTON
Date and time request submitted :	Tuesday, 21 st July 2015 Approximately, prior to Full Council at 6.00 pm
Details of Executive (or officer acting under delegated power)	Call-in of the decision taken by the West of England, Joint Transport Board
Decision number and date	Friday, 17 th July 2015
Description of decision or part of decision <i>(if you only quote the subject then everything in the decision could be suspended pending the Call In's Sub meeting)</i>	Metrowest Phase 2 – Preliminary business case Governance for Railway Investment Project – GRIP Stage 2 Report Specifically, decision to proceed with a Henbury Spur Service rather than a circular loop option.

State which principle(s) in Article 14 of the Constitution you believe the executive has breached and set out any evidence to support this.

The decision to enable passenger services to operate to Henbury Station via a spur instead of a loop line is contrary to:-

Due Consultation

This decision is based on a flawed report, which relies on outdated statistics to arrive at a justification for choosing an 'ostensibly' cheaper but wholly inadequate 'spur' option. Members of the Joint Scrutiny Committee have not had reasonable opportunity to evaluate the basis for this report's conclusions or the consequences of this particular – disastrous – proposal. Despite transport officers being invited to attend and brief the Neighbourhood Partnerships in this part of the city, this request was declined. Therefore, this downgrade has not been properly consulted upon by all those communities likely to be directly affected by it.

Taking of professional advice from others

Experienced transport campaigners (such as FOSBR) have reacted with horror to the plan to defer the Henbury loop into the indefinite far future. The consequences of this downgrade have not been properly considered and this study does not give sufficient weight to the arguments raised against such a move.

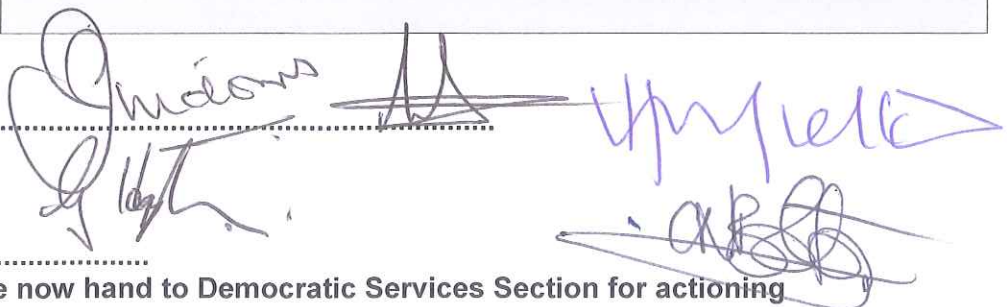
A presumption in favour of Openness

This report has been compiled hastily, with little – to no – input from councillors, experienced campaign groups and rail professionals. There has been insufficient time or opportunity to adequately assess the rationale behind the conclusion that a spur represents the best, most affordable, course of action. Again, the opportunity to discuss these findings (with the relevant Neighbourhood Partnerships) was not taken up by the authors of this feasibility study.

Clarity of aims and desired outcomes

A Spur Service will not achieve the presumed objectives of the MetroWest project itself – that is to create a comprehensive, reliable and attractive public transport alternative. The supposedly cheaper – phased route – is a false economy. The figures given for potential passenger usage on a loop are wholly inaccurate and misleading – ignoring the reality of future huge housing and employment trends or developments in the North fringe.

Signed by Councillors



Please now hand to Democratic Services Section for actioning
– Democratic Services, Floor 4, Brunel House – Clifton Wing
(NB to ensure prompt action do not put in the internal mail)

APPENDIX D

7th AUGUST 2015

Officer response to Councillors Bolton/Holland/Hopkins/Weston and Windows

Call in – West of England Joint Transport Board decision

**MetroWest Phase 2 – Preliminary business case
Governance for Railway Investment Project – GRIP Stage 2 Report**

Specifically, decision to proceed with a Henbury Spur Service rather than a circular loop option.

Introduction

1. The Joint Transport Board is the Local Transport Body for the West of England to which the Department for Transport has devolved the responsibility for Major Transport Scheme funding from April 2015.
2. Decisions made by the JTB are governed by the terms of the West of England Assurance Framework (approved by Government), in that in order for schemes to be approved they must have a robust business case and be capable of being delivered within the identified funding. £43.7m is available to the JTB for MetroWest Phase 2 under the devolved major scheme funding arrangements between the LEP and the DfT. The Spur option (with Yate turnback and without a station at Constable Road) has been costed at £41.6m including an allowance for revenue support for the first three years of operation. The Loop option would cost a minimum of £88m including revenue support and therefore cannot be endorsed at this time under the Assurance Framework rules.
3. The recommendation of a preferred option to take forward to the Outline Business Case stage, that is the Henbury Spur to Yate without Constable Road station, and the recommendation to consider the Henbury Loop and Constable Road further in the WoE Transport Study, was unanimously agreed within this context. **The JTB could not have made a positive decision to progress a Loop option at this time.**
4. The LTB Assurance Framework states:
 - i. “The overall objective of the West of England LTB will be to manage the devolved major schemes funding in order to deliver high value for money transport schemes which support the policies and objectives of the Joint Local Transport Plan 2011-26 (JLTP3) and ‘Place’ aspect of the LEP Vision.

- ii. “Specifically the role of the LTB will be to:
 - Identify a prioritised list of investments within the available devolved major schemes budget.
 - Make decisions on individual scheme approval, investment decision making and release of funding, including scrutiny of individual scheme business cases.
 - Be responsible for ensuring that the schemes which come forward deliver value for money.
- iii. “The importance of bringing forward schemes which provide value for money is recognised. Schemes which come forward will be modelled and appraised on the basis of WebTAG guidance current at the time the schemes are approved by the LTB. The LTB will, in discussion with the Department for Transport, seek to pursue an approach with appropriate proportionality, reflecting the scale and nature of the individual scheme. The appraisal and modelling work will be scrutinised on behalf of the LTB by parties independent from the promoting authority.
- iv. “Schemes which come forward for funding will represent ‘high’ value for money (Benefit to Cost Ratio greater than 2:1) at each approval stage.”

Due Consultation

This decision is based on a flawed report, which relies on outdated statistics to arrive at a justification for choosing an ‘ostensibly’ cheaper but wholly inadequate ‘spur’ option.

Members of the Joint Scrutiny Committee have not had reasonable opportunity to evaluate the basis for this report’s conclusions or the consequences of this particular – disastrous - proposal.

Despite transport officers being invited to attend and brief the Neighbourhood Partnerships in this part of the city, this request was declined. Therefore, this downgrade has not been properly consulted upon by all those communities likely to be directly affected by it.

5. Passenger demand forecasts were prepared jointly by Network Rail and consultants CH2M Hill in accordance with Department for Transport (DfT) and rail industry guidance (which is a pre-requisite for railway schemes). The same methods were successfully used for the MetroWest Phase 1 Preliminary Business Case.
6. Historical growth has been taken into account and data used from the West of England Annual Rail surveys, which count every passenger not just those with a ticket, in producing the passenger forecasts. Furthermore forecasts have been benchmarked against other local stations with similar characteristics and this approach was endorsed by the independent reviewers.

7. The Business Case includes all allocated development sites, background growth, wider economic benefits, fare-box revenue, preparation, construction and operating costs and these are summed over a 60-year appraisal period.
8. The approach adopted was suitable for this stage of the business case development. Changes to the growth assumptions would not have a material impact to the conclusions of the assessment, as any additional demand would be applied to Spur and Loop options equally. Initial calculations indicate that in order for the Loop scheme to achieve a BCR of 2.0, the forecast increase in rail demand for a Loop option would need to be at least a third more than current forecasts.
9. Before the start of this municipal year the Joint Scrutiny Committee was shadowing the JTB, this meant that they met after the issue of the JTB papers. This enabled their views to be taken into account by way of a report to the JTB which was a standing item. Members made a decision at their meeting of 8th December 2014 to shadow the Strategic Leaders Board rather than the JTB. They had previously received a report at their meeting held on 30th June 2014 where the implications of such a move were explained.
10. Nevertheless, given their role, JSC members were sent the published reports on 9th July 2015 shortly after members of the JTB had received them. The papers were issued in accordance with normal local government practice (5 full working days ahead of the meeting). JSC members were invited to comment in advance of the meeting of JTB and additionally specifically invited to attend. Three representations were received from two members (out of twelve) - these were included in a report which was brought to the attention of and discussed by the JTB at its meeting.
11. On the matter of the Neighbourhood Partnership meeting it was explained to the chair that it would be inappropriate for the papers to be presented for discussion at any public meeting before the JTB itself, purely on the grounds that the meeting happened to be timed after the papers were published. However, the Neighbourhood Partnership members were invited to attend the JTB meeting to hear the presentation and comment.

Taking of professional advice from others

Experienced transport campaigners (such as FOSBR) have reacted with horror to the plan to defer the Henbury loop into the indefinite far future. The consequences of this downgrade have not been properly considered and this study does not give sufficient weight to the arguments raised against such a move.

12. The technical Business Case has been developed by Network Rail and consultants CH2M Hill with input from First Great Western. The methodology used is prescribed by rail industry and Government (and in accordance with the West of England Assurance Framework). The analysis includes assessing the impact of all committed developments including Cribbs Patchway New

Neighbourhood and Severnside/Avonmouth. It includes background rail growth that takes account of local historic growth and the demand forecasts have been benchmarked against other similar stations.

13. The long term prospects for a Loop will be considered by the West of England's Transport Strategy which in turn will feed into the Joint Spatial Plan and revised Joint Local Transport Plan.
14. This means taking a phased approach towards the Loop with it forming a future, separate phase of the MetroWest programme (subject to business case and funding). Progressing the Spur first in no way jeopardises the prospects of a Loop service in the future; indeed it should enhance them by providing a significant addition to the core infrastructure.
15. The CH2M Hill team was led by the Director and technical lead for transport appraisal and public transport projects, who is a leading transport economist with 25 years' experience of applying appraisal techniques to a variety of major, complex projects in the public and private sector. He was supported by a specialist in transport appraisal and modelling who has extensive experience of the preparation and submission of Major Scheme Business Cases to DfT and an expert in rail demand forecasting and multi-modal transport modelling and appraisal.
16. Senior and experienced managers from FGW have also participated in the preliminary Business case including the Head of Network Strategy and the Regional Development Manager .
17. The Network Rail team is extensive and includes experienced professionals in passenger demand modelling, rail signalling and track work design and the scheduling, timetabling and deployment of trains. This work has been led by the Programme Development Manager for Network Strategy and Planning (Western). Following completion of the GRIP work by Network Rail this work was subject to a rigorous internal assurance process and only released once this was complete and reflected rail industry experience of similar projects.
18. Steer Davies Gleave was commissioned to provide technical assurance to the West of England Local Transport Body for the major scheme programme from 2015 to 2019. The assurance role is focused on the management of a number of key delivery risks for the Local Transport Body – including ensuring that major scheme funding is spent within the allocated spending review period and the investment made represents Government's definition of value for money. The scope of the assurance role in relation to business case review is to:
 - Understand what generates the key benefits and costs of the proposed investments and the quality of the evidence base underpinning these.
 - Understand and review option development and the basis of option selection work.
 - Agree the scope of the overall case and cases for individual elements of the MetroWest programme as required.

- Agree the scope of any additional data collection or modelling work or set of sensitivity tests required to address areas of major risk.

19. The Steer Davies Gleave review team was led by the Deputy Head of the UK Planning Division with significant experience of scheme appraisal and business case assessment. The rest of the team consisted of an experienced director of public transport infrastructure projects; a specialist in demand and revenue forecasting for infrastructure projects with first-hand experience of developing the business case for the £250m Leeds New Generation Transport scheme; a rail expert with twenty years' experience in the railway industry working in both consultancy and for train operating companies, including developing the DfT's Network Modelling Framework and extensive application of industry forecasting tools such as MOIRA and PDFH; and an Associate with extensive experience of managing cost benefit appraisal incorporating wider impacts, including on the Northern Line extension and the £500m Metrolink extensions.

A presumption in favour of Openness

This report has been compiled hastily, with little – to no - input from councillors, experienced campaign groups and rail professionals. There has been insufficient time or opportunity to adequately assess the rationale behind the conclusion that a spur represents the best, most affordable, course of action.

Again, the opportunity to discuss these findings (with the relevant Neighbourhood Partnerships) was not taken up by the authors of this feasibility study.

20. The Councils have been developing the preliminary business case for MetroWest Phase 2 over the last two years. The views of stakeholders that the Loop option is preferable were taken into account and both a Loop and Spur option were fully tested through the rigorous rail industry GRIP process. The reference to the Neighbourhood Partnership is covered in paragraph 11 above.

Clarity of aims and desired outcomes

A Spur service will not achieve the presumed objectives of the MetroWest project itself – that is to create a comprehensive, reliable and attractive public transport alternative. The supposedly cheaper – phased route – is a false economy. The figures given for potential passenger usage on a loop are wholly inaccurate and misleading – ignoring the reality of future huge housing and employment trends or developments in the North fringe.

21. The Business Case has identified that the stated objectives for MetroWest can be achieved through the progression of the Henbury Spur option which generates a Benefit Cost Ratio of 3.2 for the recommended proposal. In order to advance to the next stage of the development process the West of England Assurance Framework process requires that a BCR greater than 2.0 is achieved. Neither of the Henbury Loop options achieves this standard. As

specified in DfT guidance, all committed development along the route of the Loop and Spur has been included in the preparation of the business case - this includes CPNN. This shows that the Spur generates 626,000 passengers and a BCR of 3.2 (w/o Constable Road) whereas the Loop only adds 8,000 with a BCR of 1.3.

22. Network Rail and First Great Western endorsed the conclusions of the Preliminary Business Case and GRIP2 in the report to JTB.
23. The recommendations agreed at JTB acknowledged the need to continue to progress MetroWest Phase 2 to meet the needs of future growth and to consider further the role of the Henbury Loop and Constable Road station through the West of England Transport Study.

Peter Mann
Service Director, Transport
Bristol City Council

DISCLAIMER

The attached Minutes are DRAFT. Whilst every effort has been made to ensure the accuracy of the information and statements and decisions recorded in them, their status will remain that of a draft until such time as they are confirmed as a correct record at the subsequent meeting

**Agenda Item No:****Bristol City Council
Minutes of Bristol West of England Scrutiny (Call-In)
Committee****Friday 7 August 2015 at 10 am**

Members Present:-

Councillor Steve Pearce (Chair), Councillor Lesley Alexander, Councillor Stephen Clarke

Officers in Attendance:- Shahzia Daya – Service Manager and Deputy Monitoring Officer, Legal and Democratic Services, Peter Mann – Service Director – Transport, Colin Medus, Head of Highways and Transport at North Somerset Council, Johanna Holmes Policy Advisor – Scrutiny, Steve Gregory, Democratic Services

1. Apologies for Absence and Substitutes.

Apologies were received from Councillor Simon Cook.

2. Public Forum.Questions submitted

1. Councillor Donald Davies (North Somerset Council)
2. Christina Biggs (FOSBR)

The Questions as submitted and responses are attached to these minutes as an appendix.

Supplementary questions were asked as follows:-

Donald Davies –

1. Were other options possible?
2. Why was data not sourced separately?
3. Guarantee of service refund for Spur should not be taken into account as bus services don't or might not exist?
4. Traffic generation for Spur could generate access to south side but this does not seem to be recognised?

Peter Mann to reply to questions as soon as possible after the meeting in accordance with Standing Order CMR 9.7

Christina Biggs –

1. Constable Road 'hatchet job' how much work gone into cost of a new station what factors driven up costs?
2. Why only Southmead Hospital factored in, other issues discounted. Increased footfall from developments could bump up revenue, lift up business case?
3. Demand forecast could have been more optimistic and Secretary of State for Transport could have been asked for more funding?

Response from Peter Mann

1. Not a 'hatchet job' a proper technical assessment, Appendix C set out revenue relative to capital costs, capital costs higher. Also Constable Road located between stations with 30% to Ashley Down, so a dispassionate assessment;
2. See page 11 of papers standard and in line with Network Rail. Issue was about revenue versus capital costs. Southmead Hospital would not have significant effect on it;
3. Growth assumptions were made on development in that part of Bristol area.

Statements submitted

01 – Martin Garrett (South West Transport Network) Connectivity and the Henbury Loop

02 – David Redgewell (SWTN) Henbury Stub

03 – John Dixon (SWTN) and others as listed Avonmouth Station

04 – Charlotte Leslie MP - Business case for the loop and spur

05 – Councillor Brian Allinson - Business Case

06 - Councillor Robert Sinclair - Chief Executive of Bristol Airport LEP and Business representative on Joint Transport Board

07 – Councillor Morgan and Councillor Negus – joint statement

08 – Rob Dixon FOSBR

09 – James Durie – Metro West Phase 2

Statements are held on public record in the Minute Book.

RESOLVED – that the response to the question(s) and statements be noted.

3. Declarations of Interest.

None declared.

4. Whipping.

None disclosed.

5. Call in of the West of England Joint Transport Board Decision: MetroWest Phase 2 Preliminary Business Case.

The Callers-in presented as follows:-

Councillor Windows

- Decision had been called in due to flawed reports referring outdated stats and misleading figures that ignored new developments, also lack of time to effectively scrutinise ;
- Details were the same as put to Strategic Leaders and were inadequate then and now;
- Figures quoted were misleading and ignored future housing developments and travel to work patterns, only Temple Meads considered as the key station;
- No attendance by officers at Neighbourhood Partnership meetings and no proper consultation with local people or interested parties such as FoSBR;
- Apparent conflicts of interest, needs a full debate in a public meeting.

Councillor Holland

- Shortcomings in the process had been amply demonstrated;
- There were clear stages missing regarding meaningful consultation and joint scrutiny and too late in the process anyway;
- Public comments not taken seriously as they were received too late in the process;
- Scrutiny not afforded the status that it should and was apparently seen as a wearisome part of the process;

- Adequate scrutiny could identify shortcomings earlier rather than later in the process;
- This issue could be seen as a 'test case' in terms of how to get better at proper consultation with regard to potential future devolved powers to the City.

Councillor Bolton

- Important to note that the Call-In was cross party;
- The Loop was a vital part of the project;
- Not enough time for people to read and understand the GRIP report;
- Consultation not done in a way that engaged people;
- Various flaws in cost/benefit analysis, different methods apparently used;
- Was the motion to Council put by Councillor Weston in January 2015 taken into account?

Councillor Hopkins

- Missed opportunity to go 'outside of the box' regarding national process criteria;
- Capital costs between the Loop and Spur options were minimal;
- A decision to do the Spur option now could have repercussions for future options;
- Faulty projections;
- Timings could be amended to make it work. Process not done in a positive way;
- If it costs a few million more ask central government for more support;
- The Loop had not been looked at in a positive way at all.

Councillor Weston

- This was about the way the decision had been reached. In particular the key dates leading to the decision namely the Joint Scrutiny Committee meeting on 6 July, the publishing of the Halcrow report on 9 July and the Joint Transport Board meeting on 17 July, 2015;
- At no point in the process was there any attempt to scrutinise the Project;
- A £50m project but no opportunity to comment on a large document (Halcrow report) to allow for proper debate;
- Council officers had not attended Neighbourhood Partnership meetings and there had not been any proper debate;
- Needs public input to challenge the proposal.

The Mayor responded as follows:-

- There was no objection to the loop in principle;
- The debate so far had not given any uplift to the Preliminary Business Case;
- There was a danger with the 'all or nothing' approach as the Council could end up with costly delays;
- The Spur was a first phase of the Henbury Loop until a business case could be made for further development;
- Did not want a damaging delay and if referred to Council this might happen.

The following comments were made by the Call-In Committee:-

- Not a case of 'all or nothing' or to undermine the Project but want the best possible outcome for the West of England;
- All that was wanted was that the process be done and seen to be done properly, it might be that the Spur option was the best one but there should be a clear opportunity for the public to debate and scrutinise that option effectively;
- No clear explanation as why the Spur should be done first and the Loop later so the public needed to be reassured that this was the best way;
- There was a need to get the process right and for all parties to be involved so that a robust case could be made to the DoT for a possible Loop option.

Response from Service Director Transport:-

- Appendix E to the report gave a full response to the points raised;
- The CPNN was categorically included in the Business Case;
- There was no 'agenda' other than to deliver a strong transport project for the West of England area;
- The Council was required to ensure that technical work complied with assessment of funding for projects;
- The JTB (Joint Transport Board) was the Governing Body and had to comply as not possible to spend money not available and had to give full value for money in accordance with the Benefit to Cost Ratio of 2:1;
- The ratio of 2:1 constrained the decision of the JTB;
- The process included input from professional experts, Network Rail, First Great Western and individual consultation responses to provide a robust set of technical work to progress the Project;
- The JTB took the only realistic decision open to it and there was no

further requirement to consult further, although this would be desirable it was not a formal requirement;

- As development took place another opportunity to look at the Project would be possible around the year 2021 but it was essential to realise that, whilst acknowledging the aspiration to go for the Loop option now, the JTB took the decision having regard to the constraints imposed upon it.

Questions from the Committee

The following points were made resulting from the Q&A session –

- Had proper consultation been done it might be that objectors would have accepted the final decision to go for the Spur option and avoided a call in;
- Neighbourhood Partnerships were not attended because of dates/timing and it was felt that it would be inappropriate for reports to be seen by them prior to the JTB;
- Concern that delay of the Project could lead to higher costs and that application to central government for funding had to be completed by 17th September 2015.

The Committee then considered options on how to proceed which included referring the matter too Full Council, holding an extraordinary meeting of the Place Scrutiny Commission and a further scrutiny by the WoE Joint Scrutiny Committee. It was noted that any re-examination would require technical expertise to provide robust scrutiny. The Mayor felt that it would be preferable to have a Joint Scrutiny process of all WoE local councils to make the process fully inclusive, rather than refer only to Bristol City Council.

The Chair proposed that the meeting be adjourned to allow for a decision to be reached.

Resolved:

- 1. That the West of England Joint Transport Board (JTB) Decision: Metro West Phase 2 Preliminary Business Case be referred to Bristol's Full Council for debate on a date to be arranged as soon as possible during the week commencing 24 August 2015;**
- 2. That Bristol West of England be recommended to arrange a Joint Scrutiny Committee be held, to receive representations from interested parties prior to any reconsideration of the decision at the JTB, should that be the decision of Full Council ;**
- 3. To recommend that West of England convene a JTB meeting to take place following Full Council (in the event that they refer the matter back to the JTB) and any Joint Scrutiny Committee meeting, to consider any**

issues arising from those meetings, prior to any submission for additional funding of the Metro West Phase 2 Project to central government.

The meeting ended at 12.35 pm

Chair

Report of: Service Director, Transport

Title: Review of West of England Joint Transport Board's Decision on the MetroWest Phase 2 Preliminary Business Case

Ward: City Wide

1. Summary

The MetroWest Phase 2 project seeks to re-open the Henbury Line to passenger services to serve new stations along the line and the Filton Bank. The project also seeks to deliver half-hourly services to Yate, operating independently from Henbury services. These elements make up the MetroWest Phase 2 project, which is a package of measures focussing on rail improvements to the north of the city. Following initial feasibility assessments, scheme options have been tested as part of the Preliminary Business Case (PBC) and Network Rail 'GRIP 2' Feasibility Study. Options tested for the Henbury line have included operating the line as a 'Spur' to Henbury and as a 'Loop', linking to the Severn Beach Line.

The Preliminary Business Case and GRIP2 Feasibility Study initially assessed four options. Currently, only options based on a Henbury Spur would be 'high' value for money and deliver a 'Benefit Costs Ratio' (BCR) greater than 2.0 (which is the threshold for Local Growth Fund funding). The assessment of the Henbury Loop demonstrated that it would not deliver sufficient additional patronage revenue to offset the increased capital and, in particular, operating costs at this time. Given the BCR, the Department for Transport (DfT) would not support the inclusion of a Loop service into a subsequent Great Western Franchise. This means that permanent revenue support would be needed from the authorities. The Henbury Loop could however be considered as a future phase of the MetroWest programme (subject to a business case and funding).

A Phase 2 scheme consisting of the Henbury Spur service, new stations at Henbury, North Filton and Ashley Down, plus extended services from Parkway to a Yate turn-back, provides high value for money and has a secured funding base.

2. Policy

MetroWest is a programme of improvements to local rail services that are identified in the West of England [WoE] 3rd Joint Local Transport Plan [JLTP] and the WoE Strategic Economic Plan. The focus of MetroWest is to improve the local rail network to support economic growth and local communities. It is part of a programme of work in the area which will transform the local network; alongside the work by Network Rail to electrify main-lines, four track Filton Bank, build new platforms, and introduce new trains. It will provide a lasting legacy that will enable more people to use rail and provide a foundation for future plans. MetroWest represents a significant investment from the West of England Authorities, which will leave a lasting legacy of rail into the future and make rail the first choice of travel for more people.

The technical Business Case has been developed by Network Rail and consultants CH2M Hill with input from the rail operator First Great Western. The methodology used is

prescribed by the rail industry and Government, and is in accordance with the West of England Assurance Framework. The analysis includes assessing the impact of all committed developments including the Cribbs Patchway New Neighbourhood and Severnside / Avonmouth. It includes background rail growth and takes account of local historic rail growth and the demand forecasts have been benchmarked against other similar stations.

3. Consultation

The following stakeholder engagement has been undertaken:

- Liaison with Network Rail about GRIP1/2, Railsys modelling and other technical issues;
- Liaison with First Great Western and Freight Operating Companies;
- Meetings with stakeholders (including the Port of Bristol and Gloucestershire County Council);
- Meetings with representatives of disability groups;
- Ongoing engagement with rail interest groups.

During the development of the MetroWest project, the Joint Transport Board (JTB) and its predecessor the Joint Transport Executive Committee has included, as a standing item, a rail update covering the MetroWest Phase 2 development process. Stakeholder questions and statements on rail issues have been submitted to these meetings.

The original business case preparation was for a Henbury Spur. This was expanded to also include a Loop as a result of this consultation process and the business case development then investigated both options equally.

A regular stakeholder meeting has been held in order to answer stakeholders' questions. These meetings have taken place in April, July, September and December 2014, and also in July 2015. These meetings focussed on papers presented to the JTB and responded to detailed questions from stakeholders on the developing business cases for Phase 1 and Phase 2.

Prior to December 2014 the Joint Scrutiny Committee (JSC) shadowed the JTB, they met following the issuing of the JTB papers which enabled their views to be expressed at the meeting and then presented in a report to the JTB, which was a standing item at JTB meetings. JSC members were sent the published reports on MetroWest Phase 2, on 9 July 2015 and invited to comment, comments were received from two of the JSC members.

4. Context

The PBC for MetroWest Phase 1 was approved in September 2014 and work is progressing to deliver this first step in improving local rail. Now a PBC has been prepared for MetroWest Phase 2, covering the Henbury Line, Filton Bank stations and enhancements to services at Yate². The PBC can be found at <http://travelwest.info/projects/metrowest>; in accord with DfT guidance, it contains five 'cases' – strategic, economic, commercial, financial and management.

This Preliminary Business Case is the first of three business cases; subsequent Outline and Full business cases will update the information presented in the Preliminary Business Case with more refined assessments based on the more detailed scheme development work to be undertaken from autumn 2015.

These business cases must be developed in accordance with methodologies prescribed by the Government and the rail industry. The development process included input from

professional experts, Network Rail, First Great Western and individual consultation responses to provide a robust set of technical work to progress the Project.

The scheme appraisal included major planned developments, such as the Cribbs / Patchway New Neighbourhood (CPNN).

5. Proposal

A Phase 2 scheme consisting of the Henbury Spur service, new stations at Henbury, North Filton and Ashley Down, plus extended services from Parkway to a Yate turn-back provides high value for money and has a secured funding base; it is recommended these elements be taken forward to the Outline Business Case. Other scheme elements, such as the Henbury Loop service and Constable Road station could be considered for future phases of the MetroWest programme.

Loop options currently produce a BCR of less than 2.0 which mean they do not qualify for funding from the Local Growth Fund and the Department for Transport (DfT) would not support the inclusion of a Loop service into a subsequent Great Western Franchise (i.e. permanent revenue support would be needed from the authorities).

The cost of the Loop is greater than the funding available at this time. The majority of the work required to deliver the Spur would also be necessary for a Loop. Rather than delaying the introduction of a rail service for Henbury, the Spur can be built and operated whilst the long-term prospects for the Henbury Loop can be considered by the WoE Joint Spatial Plan and Future Transport Study.

6. Options Considered

Initial feasibility assessments discounted several scheme components on operational and feasibility grounds. Following initial feasibility assessments, scheme options were appraised in more detail for Henbury

Option 1 - Henbury Spur - hourly services to/from Temple Meads via Filton Abbey Wood plus new stations at Henbury, North Filton, Constable Road and Ashley Down;

Option 2 - Henbury Loop - hourly anti- and clockwise services to/from Temple Meads via Filton Abbey Wood and Avonmouth serving all existing stations plus new stations at Henbury, North Filton, Constable Road and Ashley Down;

7. Implementing the Decision

Identified funding for Phase 2 consists of Local Growth Fund (£3.2m from April 2015), 10 Year City Deal (£36.5m from April 2021), Section 106 (£2m) and local authority (£2m), totalling £43.7.

Funding for 2015/16 and 2016/17 has been identified (SGC, BCC and Local Growth Fund). This funding package will need to be confirmed by the authorities through their individual budget-setting processes.

Developing MetroWest will require ongoing officer input with support from Network Rail (GRIP), First Great Western (train procurement and operation) and CH2M (business cases); additional specialist support may be required and this will be procured via authorities' framework consultants and/or bespoke procurements.

DfT indicates that promoting authorities are required to cover any revenue support requirement for new rail schemes for at least 3 years from opening. If a new scheme has a 'high' BCR, DfT would consider incorporating the scheme into a train operating franchise thereafter. The Spur based options could qualify for inclusion into the Great Western Franchise therefore no revenue support is assumed after year 3 for the recommended option. In contrast, the Loop based options would require ongoing revenue support of more than £3m per annum.

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

Background Papers:

MetroWest Phase 2 Preliminary Business Case

Themes to address and un-answered questions from the 7th August Call-In

Supplementary questions were asked as follows and need to be addressed within the report:-

Donald Davies –

1. Were other options possible?
2. Why was data not sourced separately?
3. Guarantee of service refund for Spur should not be taken into account as bus services don't or might not exist?
4. Traffic generation for Spur could generate access to south side but this does not seem to be recognised?

Officer Response –

Initial feasibility assessments discounted several scheme components on operational and feasibility grounds. Following initial feasibility assessments, scheme options were appraised in more detail. Details of the options appraised can be found in the 17 July West of England Joint Transport Board report (Appendix A of these papers). MetroWest Phase 2 is a package of measures seeking to re-open the Henbury Line to passenger services, new stations and improved services to Yate. The benefits of the package have therefore been assessed together. It should also be noted that many factors on the rail network are interrelated; for example, both trains to Yate and Henbury would run between Bristol Temple Meads and Filton Abbey Wood, so the technical work should take into account the wider picture. In addition to rail improvements we are also seeking improvements to the bus network, particularly to support new development as part of the Cribbs / Patchway New Neighbourhood. Passenger demand has been forecast using prescribed government and rail industry methodology.

Raised by	Key Themes that arose during the Call-In discussion	Response
Cllr Windows	<p>Decision had been called-in due to flawed reports referring outdated stats and misleading figures that ignored new developments</p> <p>Figures quoted were misleading and ignored future housing developments and travel to work patterns</p> <p>Various flaws in cost/benefit analysis, different methods</p>	<p>The business case has been developed using prescribed government and rail industry methodology. The scheme appraisal included major planned developments, such as the Cribbs / Patchway New Neighbourhood (CPNN).</p> <p>The development process included input from professional experts, Network Rail, First Great Western and individual</p>

Cllr Bolton	apparently used	consultation responses to provide a robust set of technical work to progress the Project.
Cllr Hopkins	Faulty projections	The Loop and the Spur have different capital requirements which have a similar cost for each. The significant additional costs for the Loop are due to ongoing revenue support required.
	Capital costs between the Loop and Spur options were minimal	
Cllr Windows	Process- i.e. lack of time to scrutinise	Prior to December 2014 the Joint Scrutiny Committee (JSC) shadowed the JTB, they met following the issuing of the JTB papers which enabled their views to be expressed at the meeting and then presented in a report to the JTB, which was a standing item at JTB meetings. JSC members were sent the published reports on MetroWest Phase 2, on 9 July 2015 and invited to comment, comments were received from two of the JSC members.
Cllr Holland	No proper consultation with local people or interested parties such as FoSBR	
Cllr Bolton	Shortcomings in the process	
	Timescales too short to allow for scrutiny	The JSC had not met between the issue of the JTB papers, therefore written comments had been invited. Two of the twelve members of the JSC submitted a written statement but no statement was received from the Chair of the JSC.
Cllr Weston	This was about the way the decision had been reached. In particular the key dates leading to the decision namely the Joint Scrutiny Committee meeting on 6 July, the publishing of the Halcrow report on 9 July and the Joint Transport Board meeting on 17 July, 2015;	The JTB papers were issued to JSC members immediately after JTB members had received them. The papers were issued in accordance with normal local government practice; 5 full working days ahead of the meeting.
Cllr Windows	only Temple Meads considered as the key station	All stations that could be served by the MetroWest Phase 2 project have been considered. Passenger demand forecasting suggests that there are a higher number of passengers wanting to travel to Bristol Temple Meads than any other station.
Cllr Windows	Apparent conflicts of interest	This is a matter for the West of England LEP to consider

<p>Cllr Holland</p> <p>Cllr Weston</p>	<p>joint scrutiny and too late in the process anyway</p> <p>Scrutiny not afforded the status that it should</p> <p>At no point in the process was there any attempt to scrutinise the Project;</p>	<p>Prior to December 2014 the Joint Scrutiny Committee (JSC) shadowed the JTB, they met following the issuing of the JTB papers which enabled their views to be expressed at the meeting and then presented in a report to the JTB, which was a standing item at JTB meetings. JSC members were sent the published reports on MetroWest Phase 2, on 9 July 2015 and invited to comment, comments were received from two of the JSC members.</p>
<p>Cllr Hopkins</p> <p>This was also alluded to by a number of others including during Public Forum</p>	<p>The Loop had not been looked at in a positive way at all</p>	<p>The Loop has been assessed using the same prescribed methodology as that used for the Spur. The aim is to deliver a strong transport project for the West of England area.</p>
<p>Various Cllrs</p>	<p>'Public interest' and lack of public engagement was mentioned a number of times</p>	<p>During the development of the MetroWest project, the Joint Transport Board (JTB) and its predecessor the Joint Transport Executive Committee has included, as a standing item, a rail update covering the MetroWest Phase 2 development process. Stakeholder questions and statements on rail issues have been submitted to these meetings.</p> <p>The original business case preparation was for a Henbury Spur. This was expanded to also include a Loop as a result of this consultation process and the business case development then investigated both options equally.</p> <p>A regular stakeholder meeting has been held in order to answer stakeholders' questions. These meetings have taken</p>

		<p>place in April, July, September and December 2014, and also in July 2015. These meetings focussed on papers presented to the JTB and responded to detailed questions from stakeholders on the developing business cases for Phase 1 and Phase 2.</p> <p>Prior to December 2014 the Joint Scrutiny Committee (JSC) shadowed the JTB, they met following the issuing of the JTB papers which enabled their views to be expressed at the meeting and then presented in a report to the JTB, which was a standing item at JTB meetings. JSC members were sent the published reports on MetroWest Phase 2, on 9 July 2015 and invited to comment, comments were received from two of the JSC members.</p>
<p>Call-In Committee</p>	<p>No clear explanation as why the Spur should be done first and the Loop later so the public needed to be reassured that this was the best way;</p>	<p>The recommendation to progress the option of a Henbury Spur, with the long-term prospects for the Loop to be considered by a Future Transport Study, was based on the outcome of the business case and feasibility study which showed that, at this time, only options based on a Henbury Spur would meet the criteria for. This is explained in more detail in the 17 July West of England Joint Transport Board report (Appendix A of these papers).</p> <p>The cost of the Loop is greater than the funding available at this time. The majority of the work required to deliver the Spur would also be necessary for a Loop. Rather than delaying the introduction of a rail service for Henbury, the Spur can be built and operated whilst the long-term prospects for the Henbury Loop can be considered by the WoE Joint Spatial Plan and Future Transport Study.</p>