

# Decision Pathway – Report Template



**PURPOSE:** Key decision

**MEETING:** Cabinet

**DATE:** 18 June 2019

<b>TITLE</b>	<b>MetroWest Phase 2 (Henbury rail line and increased rail services to Yate)</b>	
<b>Ward(s)</b>	The MetroWest Phase 2 project has a Citywide impact. Highway works and improvements impact Bishopston & Ashley Down and Lockleaze wards	
<b>Author:</b> Melanie Bufton/Andrew Davies	<b>Job title:</b> Principal Transport Planner	
<b>Cabinet lead:</b> Cllr Kye Dudd	<b>Executive Director lead:</b> Colin Molton	
<b>Proposal origin:</b> <i>City Partner</i>		
<b>Decision maker:</b> Cabinet Member <b>Decision forum:</b> <i>Cabinet</i>		
<b>Purpose of Report:</b>		
<ol style="list-style-type: none"> <li>1. To provide an update on the MetroWest Phase 2 rail project.</li> <li>2. To seek approval to continue to support the scheme and to delegate authority to the Executive Director of Growth &amp; Regeneration, in consultation with the Cabinet Member for Transport, and Director of Legal and Democratic Services, to finalise, sign and seal an updated Initial Promotion Agreement in conjunction with South Gloucestershire Council if required, subject to Bristol City Council not being exposed to any additional financial commitment or risk.</li> <li>3. To note that there will be public engagement on highway options and proposed access arrangements associated with the new Ashley Down rail station.</li> <li>4. To delegate authority to the Director of Economy of Place, in consultation with the Cabinet Member for Transport, to approve the final scheme following public engagement based on the draft scheme set out in appendices A3 and A4 and the delivery of access requirements.</li> </ol>		
<b>Evidence Base:</b>		
<p>The MetroWest Programme is part of an integrated transport approach to increase connectivity, improve transport network resilience, and; reduce car dependency and congestion. The Programme seeks to increase both the capacity and accessibility of the local rail network. It is identified in the Joint Local Transport Plan 3 (JLTP3), 2011-2026, which provides the statutory basis for Bristol City Council's (BCC) transport policies, Bristol Local Plan Core Strategy, adopted June 2011, Policy BCS10, the draft Bristol Transport Strategy (to be finalised summer 2019) and the One City Plan to 2050. The emerging JLTP4, 2019-2036, identifies MetroWest as a committed scheme and development of which is a rail priority, stating 'We will deliver passenger rail service and capacity improvements, station upgrades and a new stations package, including MetroWest phases 1 and 2'.</p> <p>MetroWest Phase 2 will re-open the Henbury line to passenger services with an hourly service to new stations at Ashley Down, North Filton and Henbury. It will also increase the frequency of services to Yate. It is a key infrastructure project which supports the sustainable economic growth and spatial plans for the West of England. The planned delivery of 105,500 new homes and creation of 82,500 new jobs up to 2036, assumes that both MetroWest Phase 1 and 2 have been delivered and are operational.</p> <p>BCC's Cabinet endorsed the development of the MetroWest Programme (Phases 1 and 2) in January 2013. Since that time the cost profile and delivery model have changed and in 2017 the West of England Combined Authority (WECA) was formed and became a partner in this project. The Preliminary Business Case was approved by the West of England Joint Transport Board in 2015. The Outline Business Case (OBC) has now been prepared following further</p>		

scheme development and has identified a funding gap due to a number of reasons including an increase in allowance for risk; operating and mobilisation costs higher than previously estimated, and; increase in station access infrastructure costs. As a result, estimated scheme costs have risen from £43.100m to £54.163m. Agreed scheme funding sources are as follows:

Estimated scheme cost based on Preliminary Business Case (2015): £43.100m, comprising of:

- Devolved Major Scheme Funding: £36.500m
- Local Growth Fund: £3.200m
- South Gloucestershire Council (SGC): £0.540m
- S106: £2.300m (forms part of SGC's overall project contributions)
- BCC £0.560m

Revised estimated scheme cost based on Outline Business Case (2019): £54.163m

- The OBC has been submitted to WECA with a request for £11.063m additional funding (from the Investment Fund). To be considered by WECA 14<sup>th</sup> June 2019.

This is a joint scheme between SGC and BCC with funding split for project development 78:22 respectively as set out in the Initial Promotion Agreement (IPA). At the time of BCC's Cabinet endorsement in January 2013, financial liabilities were also shared with North Somerset Council (NSC) as follows: SGC 75%, BCC 20%, NSC 5%. In 2015, it was agreed that NSC should no longer bear any liabilities for the scheme as improved services within NSC to Weston Milton no longer formed part of the scheme. Their 5% share was therefore split between SGC and BCC.

The 2013 Cabinet decision included approval for development funding of £560k up to 2016/17 which has been funded from BCC's 'Investing in Bristol' fund and Transport Capital Programme. No further development funding is required from BCC as per the OBC submission which assumes no further contributions from either SGC / BCC but is subject to approval at WECA Joint Committee (14<sup>th</sup> June 2019).

The estimated £11.063m funding shortfall is to be sought from WECA with no additional funding required from BCC. A full Quantified Cost Risk Assessment (QCRA) has been undertaken and has informed the scheme costs. This QCRA has appraised risks across all areas of the project and represents around 21% of total scheme costs.

The OBC has determined that the scheme currently provides a Benefit to Cost Ratio (BCR) of 1.88 (including wider impacts), and is considered to offer Moderate Value for Money. However, as part of the Full Business Case (FBC), which will be the next stage of development, further assessment of the BCR will be undertaken and it is considered that there are a number of factors which could improve the BCR such as additional growth and alignment with demand from existing and emerging developments.

A new Cabinet approval is sought to continue to re-affirm BCC's commitment to support the development of the MetroWest Phase 2 project in accordance with the IPA, subject to Bristol City Council not being exposed to any additional financial commitment or risk.

The IPA sets out the governance arrangements for further development of the MetroWest Phase 2 project between BCC and SGC, with SGC the lead authority of the project. This Agreement will expire shortly and a new IPA will be needed following approval of the OBC by the West of England Joint Committee, scheduled for 14<sup>th</sup> June 2019. It is anticipated that scheme liabilities between SGC and BCC will remain at 78:22 respectively, subject to further legal and financial advice. WECA's role in future governance arrangements for the scheme are also being considered which could offer the option of WECA taking on a promoting role, potentially not requiring BCC to sign a new IPA. Legal advice will be sought as this discussion progresses and delegated authority is sought from Cabinet to enter into a new IPA if appropriate.

New stations and services provided by MetroWest will need to be designed to meet all statutory accessibility standards. To support the new rail station at Ashley Down highway works and improvements to pedestrian/cycle access in the vicinity (Station Road and Station Lane) will be necessary. Proposals for highway works and improvements, which impact two wards, have sought to address key challenges which are to:

- Improve accessibility to the station area, including provision of an Equality Act compliant path to the station from Station Road
- Design out potential conflicts between users, particularly on Concorde Way
- Align with other projects, such as Muller Road corridor improvements

It is anticipated proposed designs for access to the new Ashley Down rail station, as set out in Appendices A3 and A4, will go out to public engagement at the same time as designs for the new Ashley Down rail station late 2019. Cabinet approval is sought to delegate authority to deliver the required station access works, to be funded by the MetroWest project or developer contributions secured through the planning process if appropriate.

Proposals to improve access from Station Road to the new station affect third party land that is currently owned by Sustrans, and part of which is licenced to BCC for use as a pedestrian and cycle path (Concorde Way). To enable BCC to deliver the works and improvements, negotiations with regard to acquisition of this land may be required.

#### **Cabinet Member / Officer Recommendations:**

That Cabinet

1. Note the contents of the MetroWest Phase 2 update and proposals for public engagement on highway options and proposed access arrangements associated with the new Ashley Down rail station.
2. Approve Bristol City Council's continued support for the scheme.
3. Delegate authority to the Executive Director of Growth & Regeneration, in consultation with the Cabinet Member for Transport, and The Director of Legal and Democratic Services, to finalise, sign and seal an updated Initial Promotion Agreement in conjunction with South Gloucestershire Council if required, subject to Bristol City Council not being exposed to any additional financial commitment or risk.
4. Delegate authority to the Director of Economy of Place, in consultation with the Cabinet Member for Transport, to approve the final scheme following public engagement, based on the draft schemes that are set out as appendices (Appendix A3 and A4) to the report and the delivery of access requirements.

#### **Corporate Strategy alignment:**

The MetroWest Phase 2 project is proposing to re-open the Henbury Line to an hourly spur passenger service and increase train services to Yate to a half-hourly with new stations at Henbury, North Filton and Ashley Down. This will improve rail connectivity for Bristol's residents.

This directly aligns with the key Corporate Strategy theme of 'Well Connected'; improving links between people and jobs. The scheme will also increase passenger numbers using public transport and, as part of a wider transport strategy, encourage active travel and promote wellbeing.

#### **City Benefits:**

The MetroWest Project will enhance the local rail network which will improve cross-city connectivity and also widen access to the national rail network. The MetroWest programme forms part of the Joint Transport Strategy to support the WoE Joint Spatial Plan which sets out how 105,500 new homes and 82,500 new jobs will be delivered up to 2036. Widening access to public transport encourages wider benefits for the city in terms of enabling healthier travel choices, encouraging sustainable travel and connecting communities.

New stations and services provided by MetroWest will be designed to meet all statutory accessibility standards. By providing proposed access improvements and two parking bays designated for Blue Badge holders at Ashley Down, we are ensuring rail services are inclusive and that future passengers are able to access rail services from the proposed new station.

#### **Consultation Details:**

1. **MetroWest Phase 2:**  
A Stakeholder Management and Engagement Plan has been produced for MetroWest Phase 2. The purpose of the plan is to set out how the project intends to engage with stakeholders and the public during the project. The Plan is intended to be a 'live' document which will be reviewed as the scheme progresses.
2. Highway works and improvements consultation undertaken:
  - i) QA Stage 2 internal consultation
  - ii) Engagement with Network Rail

iii)	Transport Delivery Board
iv)	TMT
v)	Cabinet Member for Transport

**Background Documents:**

Preliminary Business Case: <https://travelwest.info/project/mw2-pbc>

Outline Business Case: (To be appended)

<b>Revenue Cost</b>	<b>£0</b>	<b>Source of Revenue Funding</b>	n/a
<b>Capital Cost</b>	<b>£54.163m</b>	<b>Source of Capital Funding</b>	<ul style="list-style-type: none"> <li>• Devolved Major Scheme Funding: £36.5m</li> <li>• Local Growth Fund: £3.2m</li> <li>• SGC/ BCC £1.1m</li> <li>• S106: £2.3m &amp; land (SGC)</li> <li>• £11.1m to be sought from WECA</li> </ul>
<b>One off cost</b> <input checked="" type="checkbox"/>	<b>Ongoing cost</b> <input checked="" type="checkbox"/>	<b>Saving Proposal</b> <input type="checkbox"/>	<b>Income generation proposal</b> <input type="checkbox"/>

**Required information to be completed by Financial/Legal/ICT/ HR partners:**

**1. Finance Advice:**

The report provides an update on the MetroWest Phase 2 project and seeks approval to continue to fund scheme development as per the initial IPA subject to additional funding being secured from WECA.

The original estimated cost of the project was £43.1m (BCC funding £560k). Recent Grip 4 estimates costs at £54.2m (with the BCC element not expected to change). An increase in the estimated funding required for the project as identified in the Outline Business Case (£11.1m) is to be sought from WECA and there is no expected increase in cost to BCC.

SGC & BCC are partners in implementing this scheme with their funding split 78:22 respectively (as set out in the Initial Promotion Agreement). This split represents the proportion of their individual contributions and is not based on the total project cost.

The project has a revised Benefit to Cost Ratio (BCR) of 1.88 which demonstrates Moderate Value for Money at this stage.

The scheme also has provisional funding entry in the WoE EDF programme as a back stop in case the Devolved Major schemes funding is not released in time.

There are no new funding implications for BCC resulting from this report, and it is expected that WECA will underwrite any risk of cost over-run. There are ongoing discussions about the role of WECA in future governance.

**Finance Business Partner:** Kayode Olagundoye, Interim Finance Business Partner, Growth & Regeneration, 05 June 2019.

**2. Legal Advice:** Should the funding be made available for the project to proceed the Council will need to complete a Joint Promotion Agreement with the Lead Authority (South Glos Council). The legal agreement will make provision for all legal and governance arrangements for the project and agree the financial contributions made by Bristol City Council to the project. It will also make provision for the ownership and management of the assets once the project is completed.

The delivery of the project may make it necessary to acquire land to facilitate all the works necessary to implement the scheme once it is finalised following public engagement. Depending on the outcome of negotiations to acquire the land a further report to Cabinet may be required.

**Legal Team Leader:** Joanne Mansfield 24th April 2019

**3. Implications on IT:** There are no direct IT implications expected as a result of the proposals in this paper. Any

consequential implications, such as IT provision for any project teams or in order to integrate transport data into BCC systems would need to be considered at the relevant phase of the project.

**IT Team Leader:** Ian Gale, Head of IT, 18 April 2019.

**4. HR Advice:** The project will be undertaken using existing BCC staffing resources. Project development funding drawn down from WECA will include costs for work undertaken by the rail industry and their appointed contractors. There are no anticipated HR implications.

**HR Partner:** Celia Williams, HR Business Partner 25 April 2019

<b>EDM Sign-off</b>	Patsy Mellor	17 April 2019
<b>Cabinet Member sign-off</b>	Cllr Dudd	30 <sup>th</sup> April 2019
<b>For Key Decisions - Mayor's Office sign-off</b>	Mayor's office	3 <sup>rd</sup> May 2019

<b>Appendix A – Further essential background / detail on the proposal</b> A1: MetroWest Cabinet Report January 2013 A2: OBC Executive Summary (including network diagram) A3: Ashley Down Station connections draft design (west side) A4: Ashley Down Station connections draft design (east side) A5: Sustrans land licence A6: MetroWest Phase 2 Initial Promotion Agreement A7: MetroWest Phase 2 Stakeholder Management and Engagement Strategy	<b>YES</b>
<b>Appendix B – Details of consultation carried out - internal and external</b>	<b>NO</b>
<b>Appendix C – Summary of any engagement with scrutiny</b>	<b>NO</b>
<b>Appendix D – Risk assessment</b>	<b>NO</b>
<b>Appendix E – Equalities screening / impact assessment of proposal</b>	<b>YES</b>
<b>Appendix F – Eco-impact screening/ impact assessment of proposal</b>	<b>YES</b>
<b>Appendix G – Financial Advice</b>	<b>NO</b>
<b>Appendix H – Legal Advice</b>	<b>NO</b>
<b>Appendix I – Exempt Information</b>	<b>NO</b>
<b>Appendix J – HR advice</b>	<b>NO</b>
<b>Appendix K – ICT</b>	<b>NO</b>