

# Cabinet

## Date of Meeting



**Report Title:** *Portway Park & Ride Rail Station bid proposal*

**Ward:** *Citywide*

**Strategic Director:** *Barra Mac Ruairi*

**Report Author:** *Colin Rees, Transport Manager*

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### **Purpose of the report:**

To seek approval that Bristol City Council submits a bid to the Department for Transport's New Stations Fund 2 and to the Local Enterprise Partnership's Local Growth Fund for £2.225m for funding to construct a rail station at the existing Portway bus Park and Ride site.

### **Recommendation for the Mayor's approval:**

- 1 To seek approval for Bristol City Council to submit a bid to the Department for Transport's New Stations Fund 2 and to the Local Enterprise Partnership's Local Growth Fund for £2.225m grant to fund the construction of a new rail station at the existing Portway Bus Park and Ride site.
- 2 To seek approval that, if granted, Bristol City Council should accept the Funds and subject to the approval of the Strategic Director of Place and the GRIP3 and GRIP4 reports enter into an agreement with Network Rail to undertake the detailed design and construction of the new rail station.



## The proposal:

1. The Joint Local Transport Plan 2011-26 (JLTP3) provides the transport policy framework for the West of England. The proposed Portway park & ride new rail station project is built around the Plan's goals to:
  - Support economic growth.
  - Reduce carbon emissions;
  - Promote accessibility;
  - Contribute to better safety, security and health; and
  - Improve quality of life and a healthy natural environment.
2. The Strategic Economic Plan places sustainable travel at the heart of the growth strategy for the Enterprise Areas and Zone. This project will serve two enterprise areas in Bristol, Temple Quarter and Avonmouth, by introducing a rail based park & ride facility at a location close to junction 18 of the M5 motorway, to intercept car journeys into Bristol city centre and into Avonmouth. The project will support the business community by improving the sustainable travel offer for commuters and helping to ease congestion in key growth areas.
3. This project is included as a delivery priority under Policy BCS10 of the Bristol Local Plan Core Strategy. The overarching aims of this policy as stated in the document are to support the delivery of significant improvements to transport infrastructure, to provide an integrated transport system, which improves accessibility within Bristol and supports the proposed levels of development. The scheme is also included on the Key Diagram showing significant planned transport interventions for the city.
4. The Portway park & ride rail station project fully complements and adds value to the improvements being made to local rail in the sub-region through the LGF funded MetroWest project and the mainline rail electrification project. The enhanced frequency and capacity to be provided on the Severn Beach line by MetroWest Phase 1 will enable this rail based park and ride facility to be fully developed. It will also complement the existing bus based park & ride service which has been operating from this site since 2001. This is a BCC promoted project. Although it has the support of Network Rail, it has not been identified as a required scheme as part of their long term planning process, therefore the project will not be delivered in the foreseeable future without a 3rd party sponsor.
5. This new station will serve the existing council operated Park & Ride (P&R) site on the A4 Portway near junction 18 of the M5 and M49 motorways. The station has been an aspiration of Bristol City Council (BCC) since the P&R site opened in 2001. It will provide P&R users with an additional mode of transport to the existing bus service. The new station at Portway will also open up a number of rail stations to new local patrons, including Clifton Down and those within the inner north of Bristol, which are not served by the existing P&R bus service.
6. The proposed Portway park & ride rail station project will;
  - improve connectivity to both the Temple Quarter Enterprise Zone at Temple Meads and the Avonmouth Enterprise Area which combined are expected to accommodate up to 31,000 new jobs over a 25 year period.
  - provide alternative transport for car users entering the centre of Bristol;

- provide a rail based park and ride service for Bristol Arena;
  - reduce road congestion, airborne pollution, carbon emissions and car parking demand in inner Bristol, particularly at peak times;
  - provide improved connectivity through an additional station and rail service at the Portway Park & Ride site near Avonmouth;
  - improve connectivity to other stations in north and inner Bristol;
  - complement the existing bus based Park & Ride service which primarily serves the city centre;
  - provide direct connections to the wider rail network via Bristol Temple Meads; and
  - be capable of interfacing with other projects, e.g. MetroWest Phase 1.
7. The Portway park & ride rail station project will meet the following requirements:
- The station should have sufficient passenger capacity to meet the forecast usage demands of the P&R facility based on an initial demand and economic assessment. A more detailed appraisal of passenger demand, operational feasibility and economic benefits will be developed as part of the next stage of the project.
  - The station will provide a safe environment for its users (as is reasonably practicable) without the presence of on-site staff.
  - Provision of sufficient lighting in all publicly accessible places onsite.
  - Provision of CCTV coverage with no ‘blind spots’
  - The station shall allow all users of the P&R facility to safely board stopping trains (i.e. must be Equality Act compliant)
  - The station should be designed in accordance with “Accessible Train Station Design for Disabled People: A Code of Practice”
  - The platform length shall be sufficient for 4-car DMU (c105m)
  - The scheme shall allow passive provision for 5-car length
  - The station shall provide customers with train service status updates – this may be a ‘Help Point’ facility as provided at Clifton Downs station
  - The scheme will be developed in accordance with BREEAM ‘Excellent’ standards.
  - The station shall have a basic shelter
  - The station shall be accessed at grade to the car park
  - A replacement amenity building will be provided onsite
  - Ownership and obligations to maintain the completed rail station shall be transferred to Network Rail at the conclusion of the project
8. Network Rail has prepared a GRIP2 report for the project and has estimated the cost of undertaking and completing the new station work to be £2.4m.
9. The project is due to commence GRIP3 stage (subject to entering into the Development Agreement between Network Rail and the Council), which shall require the design work to be undertaken in 2017/8 with station build in 2018/19 and 2019/20. It is expected that trains will start serving the station in May 2019.

## Consultation and scrutiny input:

### a. Internal consultation:

Detailed consultation has taken place with all relevant officers within the Transport Service and across the Council in developing the project.

Relevant cabinet members have been briefed.

### b. External consultation:

The feasibility of the project has been discussed and reviewed with all key stakeholders, including: Network Rail (Sponsor team, Engineering and Operations), Great Western Railway, West of England Partnership and the neighbouring local councils (Bath & North East Somerset, South Gloucestershire and North Somerset).

Engagement has been undertaken with local stakeholder groups, such as the Friends of Severn Beach Railway through the MetroWest stakeholder consultation process, involving presentations and stakeholder workshops.

## Other options considered:

The Portway park & ride rail station project focuses on the local need to ease congestion and improve links into and between the Enterprise Zone and Area. It was selected on the basis that it complements existing and planned transport projects and has been identified as the best value for money option. An initial options appraisal process has been undertaken by Network Rail at its own costs through a GRIP analysis to identify the best value for money option for delivering this scheme.

This approach was deemed the best strategic fit for meeting our objectives as well as adding value to and aligning with the aims of the LGF funded MetroWest Phase 1 project. No other location offers a similar opportunity, it provides excellent value for money being the only park & ride site serving Bristol where a suburban rail line runs next to an existing park & ride car park.

Schemes not directly linked to the Enterprise Zone and Area were rejected because they would spread limited resource too thinly, would not address the core objectives of the LGF and would not tackle the problem of local congestion. It was decided that greater value for money could be achieved by channelling resources to serve two of the West of England's Enterprise Zones/Areas where the largest number of employees are located and where measures are likely to have the biggest impact.

## Risk management / assessment:

**FIGURE 1****The risks associated with the implementation of the (subject) decision :**

N o.	RISK  Threat to achievement of the key objectives of the report	INHERENT RISK (Before controls)		RISK CONTROL MEASURES  Mitigation (ie controls) and Evaluation (ie effectiveness of mitigation).	CURRENT RISK (After controls)		RISK OWNER
		Impact	Probability		Impact	Probability	
		1	Underground services in location of proposed construction.		High	Medium	
2	The potential presence of amphibians, reptiles, mammals and breeding birds could require mitigation measures	High	Medium	Undertake an environmental impact analysis in 2016 (included within current programme and costings) management process to have agreed scheme benefits.	Medium	Low	SRO/PM
3	Alterations required to existing rail signals in relation to platform and level crossing	High	Medium	Undertake a detailed signal investigation in 2016 to identify signalling requirements (included within current programme and costings)	Medium	Low	SRO/PM
4	Unforeseen issues could result in delay to the project	High	Medium	Build robust project programme with key stakeholders	Medium	Low	SRO/PM
5	Unforeseen issues could result in the project going over budget	High	Medium	Contingency already built into current programme and costings.	Medium	Low	SRO/PM

**FIGURE 2****The risks associated with not implementing the (subject) decision:**

No.	RISK  Threat to achievement of the key objectives of the report	INHERENT RISK (Before controls)		RISK CONTROL MEASURES  Mitigation (ie controls) and Evaluation (ie effectiveness of mitigation).	CURRENT RISK (After controls)		RISK OWNER
		Impact	Probability		Impact	Probability	
		1	Failure to reduce the number of vehicles entering central Bristol. Resulting in a failure to impact on road congestion, airborne pollution, carbon emissions and car parking demand in inner Bristol, particularly at peak times;		High	High	
2	Failure to provide improved connectivity through a new rail based park & ride service to Central Bristol and Avonmouth	High	High		High	High	Transport Service
3	Failure to provide improved connectivity through a new rail based park & ride service to the Arena and Temple Quarter Enterprise Zone.	High	High		High	High	Transport Service

## Equalities Impact Assessment

The development of the Portway P&R Rail Station will require a diversity impact assessment which will be carried out by Network Rail as part of the Governance for Railway Investment Projects process. This will ensure that facility is designed in a way to allow access by all users, including those with protected characteristics.

The bid to the Department for Transport's New Stations Fund will require BCC to undertake a diversity impact assessment before submitting any proposal.

**Advice given by:** Anne James, Equalities and Community Cohesion Team Leader

**Date:** 06/10/16

## Eco impact assessment

An ecological inspection was carried out on 15 January 2015 to check the site for ecological constraints within the proposed locations. Furthermore, desk study data was requested and reviewed to check if known ecological receptors are near to the site and could potentially be impacted by construction works.

The desk study highlighted the presence of seven statutory designated sites nature conservation sites within 4km of the study area. However, the site boundary does not overlap any of these statutory designated sites. In addition, 27 non-statutory Sites of Nature Conservation Interest (SNCIs)/Wildlife Sites were returned from the BRERC search, of which Lamplighter's Marsh falls within the study area. Eight priority habitat exists within 2km of the study area.

The main focus areas of concern at this stage of design were the historic Portway Landfill site, located to the South East of the site, which is a 1970s commercial and household waste landfill site. This means that contaminated land effects should be anticipated relating to migration of landfill gas, excavation of contaminated land causing contaminated arisings and runoff and the creation of contamination pathways for existing contaminated material.

The ecology works suggested in the Ecology Note, state that Reptile and Amphibian surveys, and low level vegetation and Japanese Knotweed clearance, should be undertaken.

*“The reduction in emissions of pollutants and carbon from fewer cars being driven into the city is likely to exceed the emissions from building the station and running more trains, although this will depend on uptake. The city’s vulnerability to climate change is not likely to be affected and there will be little visual impact. A site waste management plan will be implemented to manage any waste associated with construction. The most significant potential impacts would associated with works causing a release of migrated landfill gas or contaminants from the adjacent former landfill site, or affecting any non-native invasive plant species, or protected species. Liaison with the council’s Pollution Control team, biodiversity surveys, and use of the Network Rail GRIP methodology will ensure that these potential impacts will be investigated and mitigated.*

*The overall impact is expected to be positive, provided that there is sufficient uptake of the service.”*

**Advice (in italics) given by:** Giles Liddell, Environmental Project Manager

**Date:** 04/10/16

**Resource and legal implications:**

**Finance**

The Council is applying for a grant from both the LEP's Local Growth Fund (LGF) and from the DfT's New Station Fund for the creation of a rail station at the Portway Park and Ride (P&R). The reason for bidding for both is to maximise the chance of obtaining such a grant, and also that if Bristol City Council is successful in obtaining funding from the New Station Fund it would allow the LGF to be used for other local projects, maximising the investment into Bristol and West of England.

The Park and Ride already operates with a bus service transporting customers from the P&R to the city centre. This will continue alongside the train service to be provided by the new station. The financing package being applied for will provide for the new station and a new amenity facility for the council replacing the existing facility used to support the P&R.

A 40% contingency for the construction of the station and amenity building has been built into the total cost of development which forms the basis of the bid for funds. The 40% contingency is standard for this level of development within Network Rail's 'GRIP' project management process. The next stage of development will include on-site investigations such as ground conditions and ecology, and detailed signals designs, etc. – as the outcomes of this work are not yet known we need to maintain this level of contingency.

There is no ongoing financial responsibility for the new station which will be owned by Network Rail, but the amenity building will continue to be the responsibility of the Council. The new amenity building will replace a similar building already on the site. There is an existing budget for maintaining the existing building which will be used to cover the costs of the replacement amenity building going forwards.

The new station and the P&R facility may be supported in the future with additional car parking space. This will be at an additional cost and will only be carried out if and when external grant funding is secured. However, the car parking is not a pre-requisite for this bid to build the station, and will have no impact upon the success or otherwise of the application of funds.

This facility already provides an income stream to the council from users of the bus service. Additional income could be realised once the train station is operational, although this will require train users to be charged for parking. At present, bus users do not pay for parking as revenue is collected through a fare levied on the P&R service, collected by the bus operator.

**a. Financial (revenue) implications:**

As identified above, the costs of maintaining the replacement amenity building will be contained within existing budgets. Ongoing costs for the rail station will be the responsibility of Network Rail alone.

**Advice given by:** Mike Allen, Finance Business Partner

**Date:** 28/09/16

**b. Financial (capital) implications:**

There is no call on the council's capital resources from undertaking this scheme. Should the scheme be estimated to cost more than the grant received, the council will maintain the option not to go ahead with the project and return any funding. If the scheme commences the council will be accountable for any overspend associated with the project, however the 40% contingency means that the risk of this is minimal.

**Advice given by:** Mike Allen, Finance Business Partner

**Date:** 28/09/16

**Comments from the Corporate Capital Programme Board:**

Approval given at 28/06/16 Capital Programme Board, comments:

“Proposal to follow formal process to Cabinet and seek SLT approval”

**c. Legal implications:**

The Council, as part of its Capital Programme (Bristol Metro & Rail Station Opening Scoping Project) on 26th January 2012, approved the expenditure for the Design Stage of this project. The Council has the power to apply for the Funding and the ability to enter into the proposed Agreements with Network Rail to undertake this project under Section 1 of the Localism Act 2011. The progress of this project shall be subject to various written Agreements entered into between the Council and Network Rail. A Development Agreement shall cover the design phase (Network Rail's GRIP 3 & GRIP4 stages), which is the next stage of this project, and the outcomes from that phase shall be incorporated into a Full Business Case to be presented to the Strategic Director for Place for approval before the Council enters into the Construction and Development phase of this project. Planning consent will be required for the construction (unless further statutory consents are to be relied on) and this should be factored into the process at the appropriate time. Throughout the differing phases of the project, estimated costs of undertaking and completing this project shall be reviewed.

Whenever the Council receives grants it may be in receipt of State aid. State aid is prohibited under the Treaty on the Functioning of the European Union. There is a low risk this grant will constitute State aid as the construction of a new rail station amounts to a Rail Infrastructure project. The EU Commission published Guidance (19/05/2016) clarifying that public investment for the construction of railway infrastructure shall be free of State Aid if it does not directly compete with other infrastructure of the same kind. Moreover, the fact that the Funding is being utilised for local infrastructure and the provision of local services shall not have any effect on cross-border trade and therefore the aid granted by the Council shall fall outwith State Aid rules. Network Rail in undertaking this project shall engage contractors which it has lawfully procured and therefore market rates shall be paid for their and their contractors' services. Finally, the services to be provided from the new station upon its completion shall be subject to open access to all at market rates, thus raises no State Aid issues.

**Advice given by:** Eileen Waters (Lawyer) and Joanne Mansfield (Team Leader, Legal) for Shahzia Daya, Interim Service Director, Legal Services

**Date:** 04/10/16

**d. Land / property implications:**

The Council owns and controls the car parking / park and ride land adjacent to Network Rail's land upon which the proposed new station will be built. The Council will therefore need to consider entering into a legal agreement to ensure that the Council's car parking land and Network Rail's station land function

appropriately together. There is a possibility that additional Council land adjacent to the existing car park may be required in the future, if the use of the proposed station increases beyond current estimates. The continuing provision of the Council's land for car parking, and the enabling grant from the Council to fund the construction of the station, will significantly increase the sustainable economic benefits to Bristol by reducing car usage, increasing development potential and improving access opportunities.

**Advice given by:** Robert Orrett, Service Director for Property

**Date:** 06/10/16

**e. Human resources implications:** The project will be delivered through Strategic City Transport's existing staffing establishment in partnership with Network Rail. Sufficient officer time to deliver this project has been identified in the Team's Business Plan.

**Advice given by:** Mark Williams, People Business Partner

**Date:** 23/09/16

**Appendices:**

Appendix 1 – Eco Impact Assessment

Appendix 2 – Equality Impact Assessment