

OFFICER DECISION REPORT - TRO OBJECTION REPORT

2

ADDRESSED TO: Group Manager, Highways & Traffic
PREPARED BY: Traffic Regulation Order Team

TITLE OF REPORT: Odd Down Bus Lane, Bath
PROPOSAL: Experimental Trial To Improve Traffic Flows on A367 Wellsway on Approach to the Odd Down Park & Ride
SCHEME REF No.: 17-030

1. STATEMENT

The delegation to be exercised in this report is contained within **Part 3, Section 4** of the Constitution under the **Delegation of Functions to Officers**, as follows:

Section A	The Chief Executive, Strategic Directors, Divisional Directors and Heads of Service have delegated power to take any decision falling within their area of responsibility...."
Section B	Without prejudice to the generality of this, Officers are authorised to: serve any notices and make, amend or revoke any orders falling within his/her area of responsibility.
Section D9	An Officer to whom a power, duty or function is delegated may nominate or authorise another Officer to exercise that power, duty or function, provided that Officer reports to or is responsible to the delegator.

For the purpose of this report, in January 2016, the Divisional Director for Environmental Services delegated the power to make, amend or revoke any Orders to the Group Manager, Highways and Traffic.

2. BACKGROUND

Regular and often significant traffic congestion is experienced on the A367 leading into the Odd Down Park & Ride roundabout from the south during the weekday AM peak hour. This layout incorporates two northbound lanes, one being a bus lane and the other for general traffic and is shown on drawing no. TC8314/ TRO/ 1rev.A in Appendix 1.

With a view to improving traffic flows, and in particular reducing journey times for Bath-bound buses and Park & Ride traffic, Bath & North East Somerset Council implemented an experimental trial with a revised traffic lane layout which removed the existing bus lane and general traffic lane and replaced them with a nearside lane for Bath-bound traffic, and a separate second adjacent inbound lane for buses and Park & Ride traffic only. Local traffic wishing to turn right into Sulis Manor Road is signed to access the right-hand side inbound lane approximately 80 metres from the roundabout entry. The experimental layout is as shown on drawing no. TC8314/ CONSTR/ 1210 rev.E in Appendix 2.

An Experimental Traffic Regulation Order (ETRO) which removed the bus lane on the A367 approach into Bath from the south was put into operation on 18th March 2018.

Prior to the commencement of the trial the Council undertook an Automatic Number Plate Recognition (ANPR) survey in order to determine journey times of traffic from Tunley Fork to the Odd Down Park & Ride roundabout. Journey time readings were taken for buses, Park & Ride traffic and general Bath-bound traffic from mid-day on Tuesday 27th February to Sunday 4th March 2018.

As there was a period of heavy snow from 1st March 2018, the data collected on 28th February 2018 only has been used for comparison purposes.

A second ANPR survey was undertaken during the period 1st to 5th July 2019. These results were compared to the 28th February 2018 results in order to determine differences in journey times due to the trial traffic lane layout.

A comparison of the results for the critical AM peak hour period between 7:30 and 9:00 show that:

- (i) General Traffic "ahead" to Bath: Mean journey time savings range from 1.95 to 7.21 minutes.
- (ii) Park & Ride traffic: Mean journey time savings range from 1.65 to 6.61 minutes.
- (iii) Buses: Mean journey time savings range from 1.74 to 3.14 minutes.

The results would therefore indicate that the more efficient use of available road space enabled by the trial has reduced journey times for all traffic accessing Bath during the AM peak hour period.

Outside of the AM peak hour period, journey times for all the above traffic categories are negligible and modest at best, as expected.

3. **ISSUES**

The consultation period on the experimental traffic lane layout commenced in March 2018, and comments received are reviewed in this report. A total of 45 objections/ comments were received, included within which there were 5 positive comments.

These responses are summarised in **Appendix 3** with technical responses to objections being provided in *italics* in paragraphs 3.2.2 to 3.2.6 below.

It should be noted that some responses provided both positive and negative aspects of the Trial.

The main issue arising out of the trial was concern over traffic that incorrectly used the "P&R" lane, and whether the "P&R" lane could be enforced.

3.1 POSITIVE FEEDBACK

(numbers in brackets refers to comment listing in Appendix 3)

- a) The new traffic lane layout eases traffic flow better than previously (21);
- b) A great improvement from the previous layout/ makes drive to work quicker and should reduce congestion (23, 37);
- c) Supports proposal as it helps traffic wishing to use the Park & Ride (25);
- d) The abuse of the Park & Ride lane undermines the excellent improvements made to improve the flow of traffic at this point (43).

3.2 NEGATIVE FEEDBACK

The following is a breakdown of the various different comments that have been received:

3.2.1 CYCLING

- a) Concern over lack of consideration for cyclists, as cycling is more hazardous with the bus lane removed due to the lack of segregation from the general flow of traffic (1, 3, 4, 6, 11, 20);

Response: Bath-bound cyclists would have utilised the inbound "A367 Bath" lane which is 4.5 metres wide. This is the minimum carriageway width that is recommended to ensure that cyclists do not get "squeezed" by passing traffic, and this is why a formal cycle lane was not implemented at the opening of the scheme.

However, following a number of complaints a 1.5 metre wide cycle lane was added. (These comments were received prior to the cycle lane being implemented.)

- b) As cyclists will use the "A367 Bath" lane, cars will then pass into the "P&R" lane. (3).

Response: The carriageway width of 4.5 metres should be adequate to ensure that vehicles do not pass into the "A367 Bath" lane when passing a cyclist.

- c) Suggestion that a cycle lane be installed, preferably 2m to 2.25m wide rather than 1.5m wide, and that an advisory lane could be installed immediately (3).

Response: This comment was received prior to the cycle lane being implemented. A 1.5 metre wide cycle lane is the minimum recommended width for a cycle lane. It was not possible to provide a cycle lane of greater width as the 4.5m wide "A367 Bath" lane then gave only a minimum 3m width for Bath-bound vehicles.

- d) Notes that cycling is the future for transport in cities, as it promotes a healthy lifestyle, does not cause pollution or congestion, and reduces the impact on the Health Service (6).

Response: Bath & North East Somerset Council is committed to making improvements for cyclists, and implemented the inbound cycle lane shortly after receiving the initial complaints.

e) Bath-bound cyclists are being funnelled into a lengthy queue (11).

Response: This comment was received prior to the cycle lane being implemented. The provision of the cycle lane would therefore have defined the road space available to cyclists.

f) The cycle lane is full of glass and grit especially near the roundabout. Also the cycle lane just peters out at this location (22).

Response: An "End of Route" sign formally marks the end of the cycle route shortly before the roundabout. Differences in verge and carriageway levels and the presence of a parking/ turning area presented difficulties in continuing the cycleway to the roundabout.

Grit could have been present due to the method of removing the old bus lane road markings and the provision of the new lengths of coloured surfacing.

3.2.2 SIGNAGE/ ROAD MARKINGS

It should be noted that the comments in 3.2.2 (a) and (b) below were received prior to all the road markings being completed.

a) No signage and road markings half completed causes both inbound lanes of traffic to attempt to head Bath-bound simultaneously (1, 5).

Response: The road marking operations had been delayed due to a combination of availability of plant and inclement weather. Once the road markings and signage were completed, the lane discipline required from drivers was made apparent.

b) Do you intend to mark the road "Park and Ride, Bus and Taxi Only" route (7).

Response: The road was marked "Buses and Park & Ride Only".

c) The road marking is farcical with some road markings going into the cycle lane. (17).

Response: As referred to in the response to 3.2.1 (a) above, the layout was originally designed so as not to incorporate a cycle lane as the nearside "A367 Bath" lane was deemed to be of adequate width at 4.5 metres wide for cyclists not to be "squeezed" by passing traffic.

The main "A367 Bath" traffic lane markings were therefore placed centrally within the 4.5 metre wide lane.

However, following complaints from cyclists the decision was made to provide the cycle lane. Unfortunately this has led to encroachment of the "A367 Bath"

traffic lane markings into the cycle lane.

Should the decision be made to retain the current experimental traffic lane layout, the roads markings would be rectified when the road is next resurfaced.

3.2.3 LANE DISCIPLINE/ USE OF ROUNDABOUT

a) (i) Traffic uses the "P&R" lane to either go around the roundabout, cut back in to the "A367 Bath" lane close to the roundabout, or goes in and out of the Park & Ride site before heading towards Bath, hence having avoided queuing in the "A367 Bath" lane (1, 2, 7, 9, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 29, 30, 31, 32, 33, 34, 35, 36, 37, 38, 39, 40, 41, 43, 44, 45).

(ii) The above incorrect use of the "P&R" lane causes:

- Increased potential for accidents (1, 33)
- Delays traffic heading into Bath using the correct "A367 Bath" lane (2, 8, 9, 16, 24, 29, 30, 38, 41)
- Frustration for those drivers queueing in the correct "A367 Bath" lane (16, 18, 21, 23, 29, 37, 38, 41, 45)
- Congestion on the roundabout (7, 15, 18)
- Increases queues and hence pollution (8, 14, 19, 20, 24)
- Potential for "road rage" (7, 27, 31, 33)
- B&NES taxis to make this manoeuvre (35)

Response: Whilst the lane markings indicate the traffic lanes that drivers should be using, they are advisory and are not enforceable. It is acknowledged that drivers queueing in the correct "A367 Bath" traffic lane will be frustrated by those Bath-bound drivers using the "P&R" lane to avoid the queue.

However, as set out in paragraph 2 above, it should also be noted that journey times for all traffic in the AM peak hour has reduced, and therefore overall congestion will have reduced. Whilst drivers might have been delayed by cars "pushing-in", their journey has still been completed more quickly than with the previous bus lane layout.

b) The roundabout is already congested with drivers using Combe Hay Lane to avoid the A367 (2).

Response: With journey times reduced on the A367 approach, the number of drivers using the Combe Hay Lane "rat run" might reduce.

c) Queue jumping has caused the roundabout to block up, also stopping traffic moving in the other direction (30).

Response: It is acknowledged that increased numbers of vehicles attempting

to go around the roundabout will cause the roundabout to work less efficiently, perhaps blocking up and affecting all movements. To a degree this will be self regulating as queues will then build on the "P&R" lane making this lane less attractive to those wishing to "jump the queue".

- d) Queue jumping blocks vehicles from Combe Hay Lane and Sulis Meadows, causing queues of 100 metres in the morning peak hour (36)

Response: It is acknowledged that this will be frustrating for those who live in Sulis Meadows/ Combe Hay Lane. However the journey time benefits for A367 traffic in the AM peak hour is considerable when compared with journey times when the bus lane was in place. Queues on the Combe Hay Lane entrance may also make the "rat run" less attractive.

3.2.4 ENFORCEMENT/ CAMERAS/ FRUSTRATING

- a) Are those wrongly using the "P&R" lane committing a traffic offence, or are they permitted to do this, as it is not fair for drivers using the correct lane (21, 24, 25, 26, 31, 33,

Response: Whilst the lane markings indicate the traffic lanes that drivers should be using, they are advisory and are not enforceable. It is acknowledged that drivers queuing in the correct "A367 Bath" traffic lane will be frustrated by those Bath-bound drivers using the "P&R" lane to avoid the queue.

However, it should also be noted that journey times for all traffic in the AM peak hour has reduced. Whilst drivers might have been delayed by cars "pushing-in", their journey has still been completed more quickly than with the previous bus lane layout.

- b) What are the plans to enforce vehicles incorrectly using the "P&R" lane. Will cameras be utilised, or should the Police monitor, as concern has been expressed from one respondent that the trial will fail without enforcement (7, 12, 13, 16, 23, 27, 30, 31, 35, 36, 38,

Response: The traffic lane markings are advisory and are not enforceable. Therefore no cameras or Police monitoring will be utilised.

The trial has however been successful in that journey times for all traffic in the AM peak hour has reduced. Whilst drivers might have been delayed by cars "pushing-in", their journey has still been completed more quickly than with the previous bus lane layout.

3.2.5 DESIGN

- a) Traffic weaves dangerously between lanes. Suggests double white lines between the two newly designated lanes (8).

Response: As the trial has now been in place for nearly 18 months, it is likely that the majority of drivers are now clear about the traffic lane that they should be using, which should reduce cars weaving between lanes. Variable Message signs have also been placed advising drivers to utilise the correct lanes.

The use of double white lines between the newly designated lanes is not recommended as it would be overly restrictive – drivers are not permitted to cross double white lines. For example, car drivers who decide that they would want to use the Park & Ride, having commenced using the “A367 Bath” lane, would not be able to cross into the “P&R” lane.

- b) Traffic using the “P&R” lane to go around the roundabout causes congestion on the roundabout and stops people getting to the Park & Ride. Suggests a “Keep Clear” box before the “P&R” entrance (15).

Response: A “Keep Clear” box in the vicinity of the Park & Ride entrance might further exacerbate the congestion on the roundabout and still prevent people from getting to the Park & Ride.

- c) In order to deter traffic from using the “P&R” lane and going around the roundabout, could the “Give Way” dotted line be placed on the roundabout (27).

Response: Road markings at roundabouts are governed by national Department of Transport Highway Design Standards and “The Traffic Signs Regulations And General Directions 2016”, and these do not permit “Give Way” markings on roundabouts.

- d) An overtaking restriction in the form of a solid white line has been added to the southbound route. Is this a mistake as the road is reasonably level, straight, and with a 40mph limit already in place (28).

Response: A double white line has been placed between the northbound and southbound lanes so as to clearly define the two inbound (northbound) lanes towards Bath from the southbound lane.

Other comments received show that Bath-bound traffic does change lanes, and therefore the double white line also prevents southbound traffic from overtaking, and hence coming into conflict with northbound traffic.

- e) In order to prevent drivers from using the “P&R” lane and going around the roundabout, could the road markings be changed or barriers put up (31).

Response: One of the objectives of this trial was to provide an incentive for drivers to use the Park & Ride site by giving them priority with buses in the “P&R” lane. However with this arrangement the traffic lanes can only be advisory and are not enforceable.

In order to prevent traffic from incorrectly using the “P&R” lane, the priority for

Park & Ride traffic would need to be withdrawn which does not meet with the trial objectives. Also barriers cannot be placed on the highway.

- f) The merging manoeuvre for local traffic merging to the right hand lane on the approach to the roundabout is dangerous, as the local traffic is moving from the slow left hand lane into the right hand lane where speeds are greater. Suggests making the "P&R lane a "P&R/ Local Traffic" lane (37).

Response: The merge point is within the 30mph section of the road and traffic is slowing as it approaches the roundabout. Also, the accident record shows no record of any accidents along the two lane length of the A367 (in either direction) or on the Odd Down Park & Ride roundabout since the trial commenced (latest accident record up to 30th June 2019).

Enabling local traffic to use the right hand lane reduces its impact as a lane set aside for those using public transport.

3.2.6 MISCELLANEOUS

- a) Can motorbikes use the "P&R" lane, or do they need to use the "A367 Bath" lane with taxis and bikes and get stuck in traffic (10).

Response: Motorbikes should use the "A367 Bath" traffic lane.

- b) Drivers speed down the "P&R" lane at speeds higher than the speed limit, some using it as an over-taking lane even when there is no queue (14, 27, 30, 43).

Response: The Police are responsible for enforcement of the speed limit, and these comments will be forwarded to the Police.

- c) Many drivers in the "P&R" lane drive erratically (40).

Response: The traffic signs and road markings clearly define the lanes within which drivers should be (also refer to response 3.2.6 (d) below).

- d) Could the illuminated information board (VMS) be used at regular intervals to request drivers to be considerate, use the designated lanes and comply with the speed limit (43).

Response: This comment would suggest that the Variable Message Sign (VMS) has at least been partially successful, but also refer to comment 3.2.6 (e) below.

The VMS will be maintained at this location for the time-being, but is being used on an intermittent basis in order to try to increase its effectiveness as a reminder for drivers.

- e) The Council lights up the electronic board (VMS) that states "For Bath use the left lane". However this has had zero impact on the problem (45).

Response: The comment in paragraph 3.2.5 (d) above would suggest that the VMS has at least been partially successful.

- f) Concerns that the incorrect use of the "P&R lane", traffic weaving between lanes, traffic cutting-in further up the "A367 Bath" queue and traffic using the "P&R" lane to go around the roundabout makes the road layout more dangerous, especially during the morning peak hour (8, 25, 33, 37, 40).

Response: The latest accident record (as of 20th August 2019) shows no record of any accidents on the A367 along the length of the trial (in either direction) or on the Odd Down Park & Ride roundabout since the trial commenced.

4 SOURCE OF FINANCE

The funding of the Experimental Traffic Regulation Order for the removal of the A367 Bus Lane has been funded from the Council's Transport Improvement Programme (2017/18 to 2019/20).

5. MEMBERS' COMMENTS

The dates of the Members' Comments are included, together with technical responses as required.

Ward Members:

Cllr Steve Hedges:

21/08/19: I'm quite happy with the new layout

Cllr Sarah Bevan:

22/08/19: Many thanks for keeping us informed about this road layout, which affects many of our residents.

I agree that journey times have significantly improved with the current layout, but, and it is a big but, there are still many drivers 'cheating' on this approach by speeding down the bus lane whilst patient dutiful motorists queue in the near side lane.

They then indicate left at the roundabout junction, thus forcing those using the correct lane to wait even longer before turning left into Bath.

Some pretend they are going to the park and ride, drive round the roundabout, then onto the Bath direction carriageway, again forcing waiting drivers to continue waiting to avoid collisions.

What provision will be made to penalise this behaviour?

The worry is that drivers who observe the correct lane will give up, and the system will revert back to the previous one, albeit with the current road markings.

Response: Whilst the lane markings indicate the traffic lanes that drivers should be using, they are advisory and are not enforceable.

However, as well as being frustrating for drivers using the correct lanes, some comments received have raised concerns about drivers speeding or driving erratically. These responses will therefore be forwarded to the Police with the request that the Police attend the site on occasion to ensure that drivers are driving with due care and attention.

Cllr Karen Walker:

22/08/19: Thank you for keeping me updated to ETRO and that the 18 month trial period is coming to an end.

As a regular user of the A367 I am pleased to see a reduction in travel time to both the P & R and on to the city centre.

As with everything new, people take time to change their thinking and why new initiatives are put in place, to help journey and travel experience.

I am more than happy to support the keeping of the new layout.

Cllr Joel Hirst:

24/08/19: Thanks for the information and report.

Broadly I too am supportive. I have three caveats:

1. Cyclist comments - I am very supportive of many of the comments about the opportunity to make things more cycle friendly. My broader observation is that BaNES is significantly behind councils like Bristol in thinking about cycling infrastructure and that there are many opportunities for us to being more proactive in developing the cycling infrastructure and I am concerned we have missed an opportunity again on this key junction.

2. I have not had feedback from Sulis Meadows residents and I think if we are being more inclusive and open we should have an opportunity to get views from residents - I would be happy to try and do to reach out to Sulis M residents.

3. We know there is a planning application that has been granted for approx. Another 170 houses in Sulis Down - have we modelled the impact of the potentially 300 extra cars coming out at peak time onto this traffic system - I am very concerned already at peak time that Odd Down becomes log jammed and I know that the modelling from the planning application was bad a peak time -will the impact to residents in Sulis M and Sulis D - need to be reviewed after the houses are built?

Response: In response to your comments:

1. Consideration was given to providing a “straight-ahead” cycle lane on the A367 avoiding the roundabout for Bath bound cyclists. However the route would have taken cyclists through a turning head/ parking area and would have required cyclists to re-join the A367 carriageway at the exit from the roundabout where two lanes of traffic merge. The decision was therefore taken to end the cycleway prior to the roundabout.
2. The Experimental Traffic Regulation Order (ETRO) has been open to all members of the public/ road users since 18th March 2018 for comments, which would have included Sulis Meadows residents. All comments received have been considered and responded to within the ETRO Objections report.
3. Proposals for additional properties at Sulis Down were still at the Planning stage when the ETRO was introduced, and therefore the initial modelling for the Odd Down scheme was based on a development of 300 dwellings at Sulis Down in line with the strategic housing allocation included in the Core Strategy. The Odd Down scheme was not designed or programmed to facilitate the development of the Sulis Down site, but the results of the experiment clearly show improvements for strategic traffic, buses and for traffic wishing to use the Odd Down Park and Ride. With regard to the impact of the Sulis Down planning application the Council has secured additional funding through the planning process to implement or investigate further options to ease traffic conditions in the vicinity of the development.

Cllr Sarah Bevan:

26/08/19: Just one more point to add to the inclusivity point and others below:

Taxis – a while ago I enquired whether, on the approach to the roundabout from the Peasedown direction, taxis should use the bus lane, or the nearside through traffic lane?

In general too, is it assumed by default that taxis can use bus lanes, even if there is no signage or lettering on the carriageway to that effect?

Response: Taxis are normally permitted to use standard bus lanes, as this provision is generally written into bus lane TRO's. However the outside traffic lane is not a standard bus lane due to the inclusion of Park & Ride traffic, and therefore does not have a TRO attached to it.

Bath-bound taxis would, therefore, be expected to use the inside traffic lane to go straight ahead at the roundabout, as per any other vehicle. The outside traffic lane is only intended to be used by buses and other motorists heading towards the Park and Ride site.

Cabinet Member:

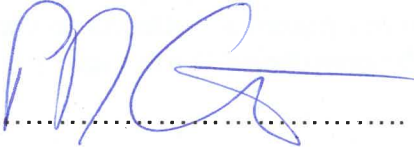
Cllr Joanna Wright:

23/08/19: Great to see this with you today. Happy with the proposal, please proceed.

6 RECOMMENDATION

It is recommended that the objections:

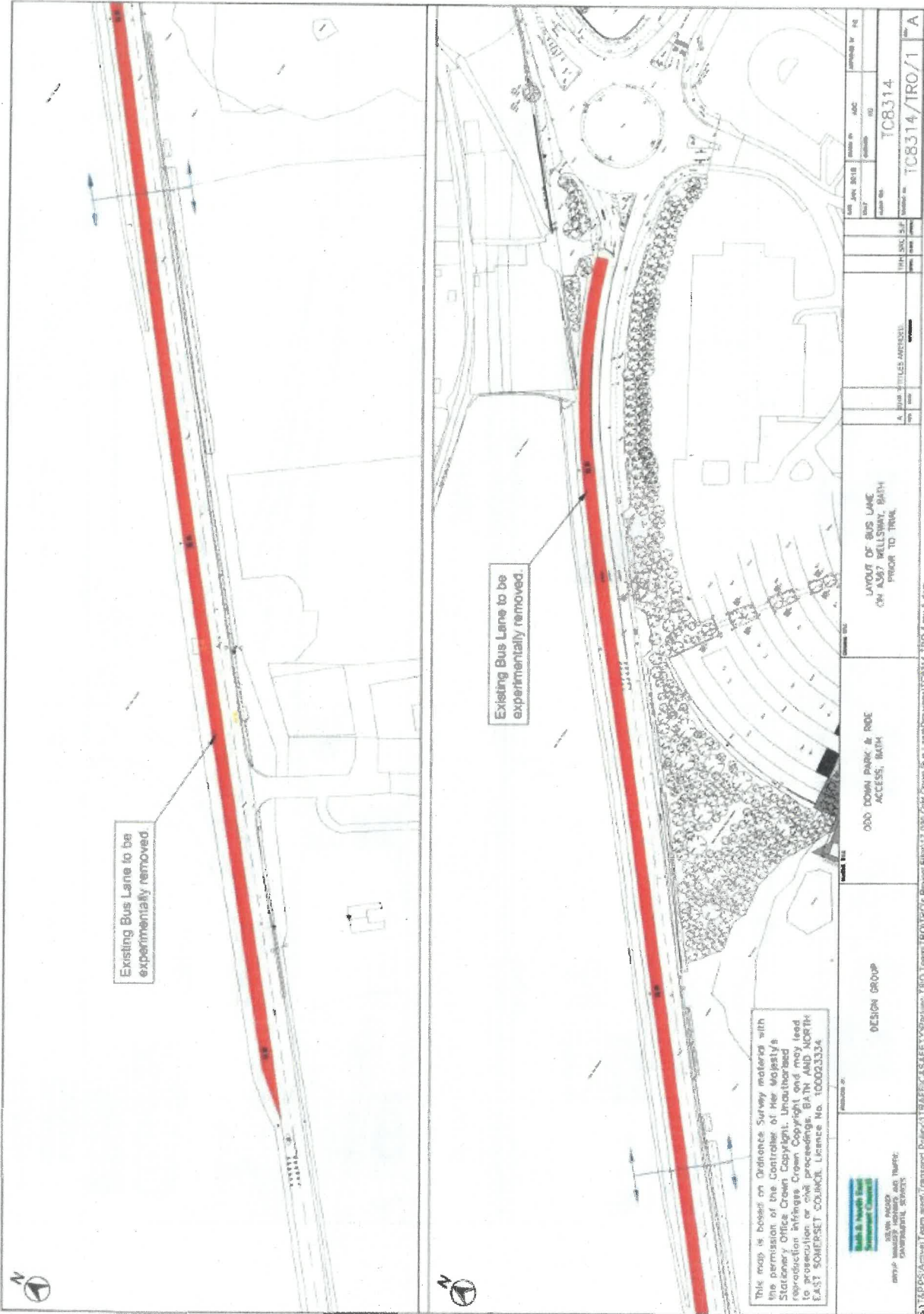
It is recommended that the objections:		Place "X" below.
a)	Be not acceded to and the Order as advertised be made.	X
b)	Be acceded to in full and the proposal be withdrawn.	
c)	Be acceded to in part and the following adjustments, being of minor significance; be included in the Order to be sealed.	

Signature: 
Paul Garrod
Traffic Management & Network Manager

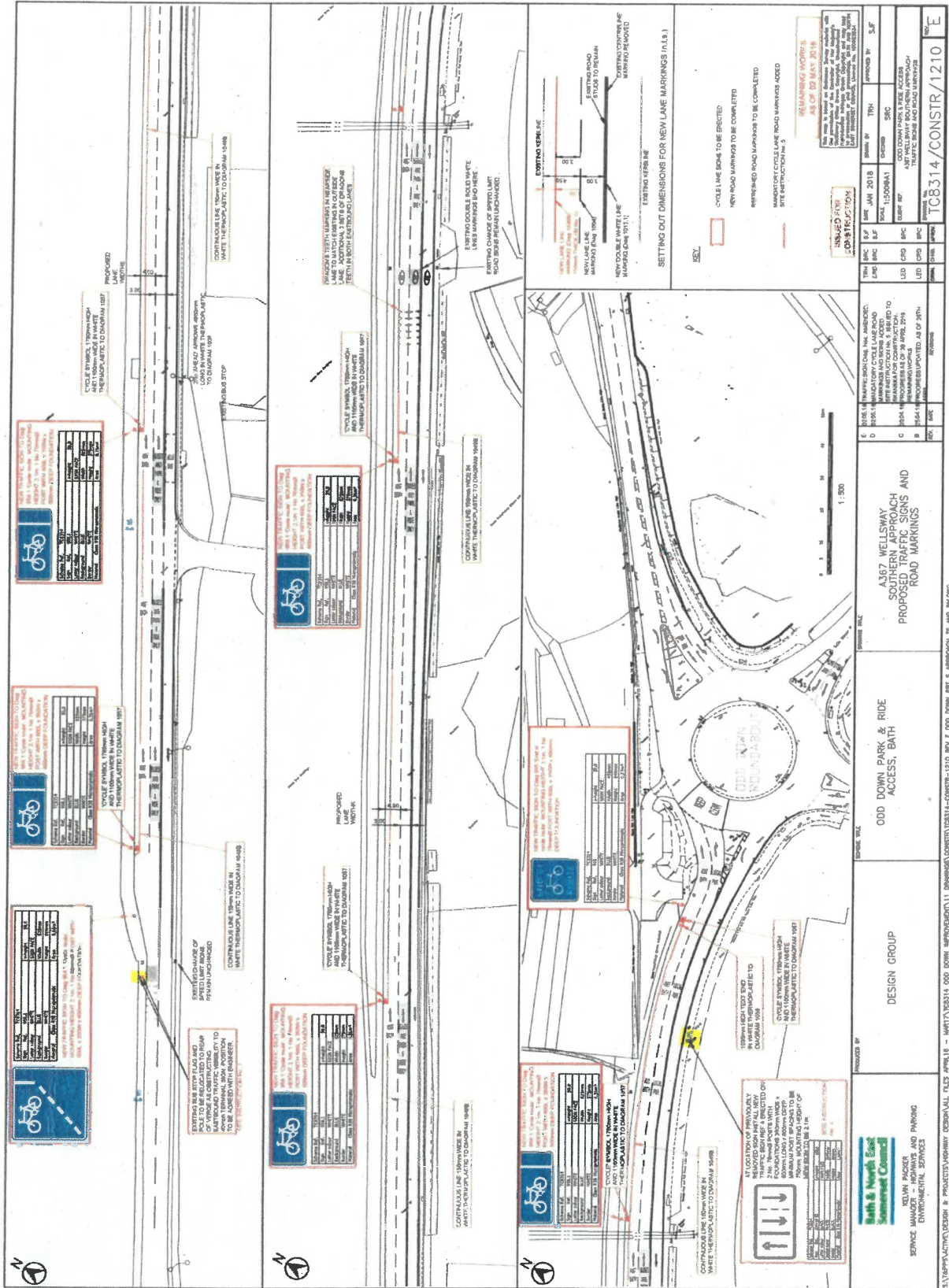
Officer contact:	Steve Froggatt
Tel no:	(01225) 394239

Report Reference: **17-030**
Date: 29 August 2019

APPENDIX 1
Bus Lane Layout, Drawing No. TC8314/ TRO/ 1 rev.A



APPENDIX 2 Experimental Traffic Lane Layout, Drawing No. TC8314/ CONSTR/ 1210 rev.E



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<p>DESIGNER: BATH & NORTH EAST SOMERSET COUNCIL DESIGN GROUP SERVICE MANAGER: HIGHWAYS AND PARKING ENVIRONMENTAL SERVICES</p>		<p>ODD DOWN PARK & RIDE ACCESS, BATH</p>		<p>ASPECT WELLSWAY SOUTH OF LEECH PROPOSED TRAFFIC SIGNS AND ROAD MARKINGS</p>		<p>ISSUED FOR: AS OF 02 MAY 2018 REMAINING WORKS</p>																																																	
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APPENDIX 3

**BREAKDOWN OF RECEIVED
CONSULTATION RESPONSES**

