

Bristol City Council Clean Air Plan Outline Business Case

Management Case

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Bristol City Council

Management Case

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6. Management Case

6.1 Introduction

The purpose of the management case is to ensure that appropriate governance arrangements are in place to successfully deliver the Bristol CAP, including the CAZ C (commercial vehicle charging area), small area Diesel Ban (private cars only), and wider programme of Clean Air Fund (CAF) measures. In line with JAQU Guidance, the Management case builds on the Strategic Outline Business Case by clearly identifying the optimal solution to the following issues:

- Project Governance structure during the design, implementation and operational phases of the project, including key management roles and responsibilities and the project organogram.
- Evaluation and monitoring processes and associated benefits realisation.
- The Change Control and Financial Management processes.
- Risk management and mitigation, including the setting of contingency elements of the budget
- Clear and achievable project plan.
- Programme Management arrangements, including within the wider transport programme.
- Communications & Engagement arrangements.

6.2 Previous Experience & Lessons Learned

Bristol City Council (BCC) has a proven track record of delivering major transport infrastructure projects of a similar nature and scale to the proposed Bristol CAP. Moreover, the Transport Service includes an in-house project management team, the Transport Programme Team (TPT). This team grows and employs the learning from these projects to continually improve project delivery. They are supported by the central BCC Portfolio Management Office (PMO), and are supporting CAP in relation to this project. Examples of these major infrastructure projects include Metrobus, Resident Parking Zones and the Showcase and Greater Bristol Bus Network (GBBN) infrastructure improvements. A summary of these projects follows, with key delivery and monitoring lessons that can be applied to support delivery of the Bristol CAP highlighted.

BCC operates a cutting edge Operations Centre which will be key in co-ordinating and managing traffic and camera enforcement across the city. This will be vital to integrating the operation of the CAZ seamlessly with the rest of the city minimising disruption to stakeholder, business, tourists and residents in Bristol.

6.2.1 Resident Parking Zones

The Resident Parking Zones (RPZ) project is a permit system for residential parking, introduced from 2012 onwards in multiple city centre zones across the city. In order to enforce these zones, a legal network of signage and Traffic Regulation Orders were implemented, with residents were able to purchase annual permits. Roaming 'camera-cars' equipped with Approved Enforcement Device cameras are now the principal method of identifying parked cars that contravene the regulations. This approach will be key to driving compliance with our CAZ in terms of in-zone journeys.

This project demonstrated BCC's ability to implement a large signage, TRO around enforcement project. A single RPZ comprise approximately 900 signs, TROs each with its own associated design, surveying, and implementation. 15 of these zones were delivered across the city.

The successful operation of the central permit system, through an Approved Camera Enforcement Device, clearly demonstrates BCC Parking Enforcement Team's ability to operate our proposed CAZ using a central back-office system. This experience will be central to Bristol's successful delivery of the CAZ.

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6.2.2 Bus Lane Enforcement

The Joint Local Transport Plan 3 (JLTP3), adopted in 2011, identified bus priority measures as a strategic goal for the city to improve public transport. This was in order to facilitate faster and more reliable public transport, delivered via the GBBN and Showcase projects. Bus priority measures have since been implemented on three major strategic corridors in the city i.e. A37 Wells Road, A38, Gloucester Road, the Centre, and are being constructed on Hotwells Road.

The enforcement of these lanes is vital to achieving faster and more reliable public transport. This is principally done through an Approved Enforcement Device system using fixed cameras and signage. Penalty Notices are then issued by BCC for contraventions of TROs applying to bus lanes. BCC have issued an average of over 4000 Penalty Charge Notices (PCN) per month since the integration of the latest lane in April 2018.

This clearly demonstrates the BCC operational Enforcement Team's ability to operate and enforce both the Diesel Ban area and CAZ C, using government-delegated powers. In addition, BCC operate a dedicated Appeals team to review and assess contested contraventions of both the Bus Lanes and Resident Parking Zones. The Appeals Team, since 2018, has processed an average of over 500 appeals per month related to Bus Lane PCNs. These resources, experience and skills will be vital to the successful delivery of both the CAZ C charging zone and the Diesel Ban area, and then transitioning to business as usual.

6.2.3 Operations Centre

Both the RPZ and Bus Lane Enforcement systems are managed/overseen by BCC Operations Centre, allowing live monitoring of obstructions and incidents. This connects camera enforcement with network operations, allowing reactive diversions and updating of Variable Messaging Signs (VMS) across the city, to proactively and effectively manage the city's network.

This network management resource will be especially important in the smooth operation of the CAZ, allowing for reactive management of the network and effective and efficient operation of our CAZ.

6.2.4 Metrobus

The Metrobus programme is a Bus Rapid Transit (BRT) system covering three initial routes into the City of Bristol, from the wider sub-region, and was implemented as part of sub-regional package comprising over £250m of funding. The infrastructure delivered is extensive, comprising some 3.5km busway segregated from general traffic, 8 road bridges, 3 railway bridges, 92 new bus stops, 282 new cycle stands, over 10km of new cycle routes, 6km of new road space, and over 17km of new bus priority measures.

The programme included a number of technological and systemically innovative elements, such as the I-Points, at bus stops. This included new back office systems and software to support smart and integrated ticketing that is fundamentally off-bus, allowing customer flexibility and reduced ticketing-associated delay for the bus journeys themselves.

Metrobus also demonstrates BCC's experience in delivering large programme style works across the city and sub-region, with the associated level of complex and tailored governance to ensure successful programme delivery. The programme was governed by a senior Programme Assurance Board, above a Network Integration Board, in addition to the Project Boards for each of the three large infrastructure projects (Ashton Vale to Temple Meads, North Fringe to Hengrove, and South Bristol Link). Given the scale of the Bristol CAP programme, including the central zone and complementary infrastructure measures, this experience of integrated working at the senior, programme, and project level will prove invaluable in the successful delivery of our CAZ.

Officers who were key to the successful delivery of this programme will work as part of the Bristol CAP implementation team, including the Project Manager and Project Sponsor.

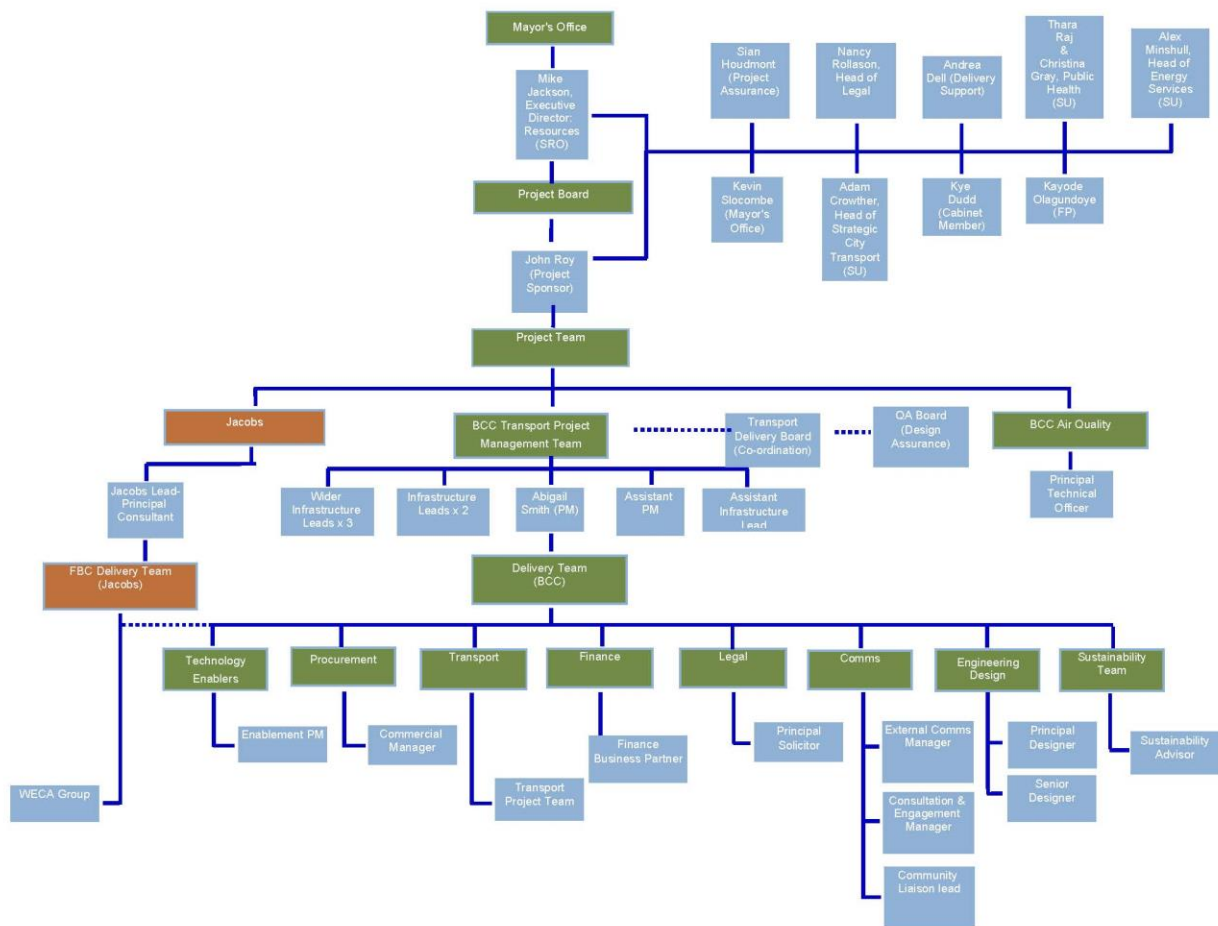
6.3 Governance Structure

6.3.1 General

The project will be managed under the general principles specified in the BCC programme manual for the delivery of transport capital projects, which are based on PRINCE2 principles. The Transport Programme Team (TPT), in its capacity as the central project management resource for the Transport Service, will support the project. Due to the size, complexity, and public nature of this project, the governance structure has been tailored to the specific project environment. The project will be governed by the Bristol Clean Air Plan Project Board. The Senior Responsible Owner (SRO) is Mike Jackson, Executive Director: Resources and Head of Paid Service. In addition the Mayor’s Office has a key role on the Project Board as a representative of the Executive.

The key roles identified within the project structure are illustrated in the organogram (Figure 6.1), and are detailed below with a description of each role.

Figure 6.1 – Organogram



6.3.2 Senior Responsible Owner (SRO)

BCC Senior Leadership has identified the Senior Responsible Owner (SRO) for the project as Mike Jackson, Executive Director: Resources & Head of Paid Service. The SRO has overall responsibility for ensuring the Bristol CAP delivers the project benefits i.e. reduced air pollution in the shortest time possible cost on time, within budget and to the agreed quality as set out in this business case.

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The SRO is the chair of the Project Board, and the individual responsible for ensuring that the project meets its objectives and delivers the projected benefits. The Project Sponsor is John Roy, and the Project manager is Abigail Smith.

6.3.3 Project Board

A dedicated project board has been set up specifically for this project, to govern and scrutinise it from the Outline Business Case (OBC) to the scheme operation.

The Project Board comprises representatives with decision-making authority from the Senior Management and Mayor's Office of BCC, Senior Users (SU) from relevant service areas such as Transport and Energy, senior financial officers, and Senior Suppliers (SS). These members have been chosen on the basis of their skills, expertise, and authority being appropriate in order to hold the board, officers, and service teams to account.

The Project Board has the authority and responsibility for the delivery of the Bristol CAP. Meetings of the Project Board are held on a monthly basis. Meetings are chaired by the SRO, Mike Jackson.

The membership of the CAZ Project Board is set out in the organogram, and consists of:

- Mike Jackson – Executive Director: Resources & Head of Paid Service (SRO)
- Kayode Olagundoye – Finance Business Partner (FP)
- Adam Crowther- Head of Strategic City Transport, (SU)
- Nancy Rollason – Head of Service, Legal
- Kye Dudd – Cabinet Member for Transport.
- Thara Raj and Christina Gray- Public Health
- David Paull – Communications and Stakeholder Engagement

- Alex Minshull- Head of Service, Energy (SU)
- John Roy- Project Sponsor (SS)

In addition to these BCC members, guest officers from partner government agencies attend for appropriate agenda items as necessary. These are:

- Anthony Combes- JAQU Account Manager
- Huw Russell- Local Partnerships Project Director

The board's responsibility is the general exercise of, but is not limited to, the following functions:

- To be accountable for the success or failure of the project, as defined by the project objectives and benefits in this business case, under the leadership of the SRO.
- To review and approve the Project Initiation Document.
- To approve the initial Risk Register, and review it on a quarterly basis.
- To receive regular Highlight Reports from the Project Manager.
- To provide unified direction to the project and Project Manager, taking responsibility for joint decisions on the delivery of the project and changes within the scope agreed.
- To provide the resources and authorize spend of budget for the project.
- To provide visible and sustained support for the Project Manager.
- To ensure effective communication within the project team and with external stakeholders.
- To review and approve, on the completion of the project, the Project Closure Report.

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6.3.4 Project Sponsor

The Project Sponsor is responsible for the direct supervision of the Project Manager (PM) in the successful delivery of the project. Sitting above the PM and Project Team, they are able to provide a level of day-to-day steer and decision-making for issues that do not merit escalation to the Project Board or SRO. They are also responsible for supporting the PM when issues are escalated to decision-making bodies both within and outside the project governance structure.

The Project Sponsor for this project has been identified as John Roy, Transport Programme Team (TPT) Manager. John has extensive experience initiating and supervising a range of major transport infrastructure projects under BCC. He has taken on the role of sponsor for a number of major projects under BCC including Metrobus, where he was SRO for AVTM.

The responsibility for escalating any concerns with any aspect of project resourcing and prioritisation to the Project Board sits primarily with the Project Sponsor.

6.3.5 Project Manager

The Project Board has appointed the Project Manager (PM), Abigail Smith to the project. The delivery of the Bristol CAP is being led by Strategic City Transport Service, with the support of the Transport Programme Team.

Abigail is an experienced Transport Project Manager, with over 5 years' experience delivering major infrastructure projects, including Metrobus (North Fringe Hengrove package).

The Project Manager has presented the Project Initiation Document (PID) to the Project Board, and this includes the following information:

- The product(s) that will be produced, including the CAZ C and Diesel Ban enforcement areas and enabling infrastructure, the wider mitigation measures such as Clean Air Fund (CAF) cycling infrastructure, and wider soft measures under the Clean Air Plan.
- The timescale within which the work is to be carried out, including identifying the appropriate level of resource, both internally within Council services but more broadly with consultants, stakeholders and third parties, required to successfully deliver project benefits.

The Project Manager will be responsible and accountable for managing and delivering the project in accordance with the procedures detailed in Section 6.8., including risk management, financial governance and escalation of decisions to the appropriate level.

6.3.6 Project Team

As well as the project manager, the project will require a project team to support the PM in successful delivery. These will be drawn from a range of services across the Transport Division covering the wide scope of relevant technical and operational expertise for each work package of the scheme. These include, but are not limited to:

- Network Management
- Parking Enforcement
- Street Lighting
- Engineering Design
- Legal
- Procurement
- ICT
- Communications

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In addition, officers from council-wide teams will be drawn into the project as and when there exists a need. These officers will be co-located for the necessary period required and reflects the learning from earlier Cities delivering CAZ e.g. Leeds, Newcastle and Sheffield, with regards to the advantages of quick communication on design and delivery challenges when working to challenging delivery timescales

The PM is reviewing project team resources on regular basis with the Project Sponsor, and reporting to both the Project Board and Transport Delivery Board (TDB). This board has been set up to provide more focus and coordination in the delivery of the transport capital programme, meeting on a bi-weekly basis. TDB will also retain an oversight role for project dependencies relating to other areas of work across the Transport Service, from providing recommendations on proposed integrations with other technical teams and their projects, to bids for funding, as well as ensuring post-delivery evaluation and auditing are completed. As detailed below in section 6.6.5, the Quality Assurance Board will be the principal resource for scrutinising design.

All time spent on this capitably funded project will be recharged to it, subject to any conditions of the funding. Roles identified at this point are:

- Abigail Smith, Project Manager;
- Senior Engineer, Street Lighting Team- Lead for illuminated signage;
- Team Manager, Parking & Camera Enforcement- Lead for cameras and enforcement back-office;
- Team Manager, TROs- Lead for TROs and Charging Orders;
- Principle Technical Officer, Sustainable Transport Infrastructure;
- Project Officer, City Design;
- Team Manager, Highway Maintenance;
- Principle Engineer, Area Traffic Management;
- Senior Technical Officer, Network Management;
- Team Manager, Traffic Signals;
- Commercial Manager, Procurement;
- Solution Architect;
- Business Analyst;
- Principal Engineer, Engineering Design;
- Principal Consultant, Jacobs

The Project Manager proceeds on the principle that, whenever possible, it is optimal to use in-house BCC resource to develop and deliver the project. This enables development of expertise within the workforce, which will aid in smooth operation and refinement of the Bristol CAP. It also provides proper oversight of a public responsibility for improving air quality.

However, in addition to the BCC Project Team, consultants will be employed as necessary to lead or support certain areas of technical work in delivering the FBC (where BCC does not retain the necessary expertise). This is led by the Principal Consultant, who liaises directly with the Project Manager. These are principally, but are not limited to:

- Air Quality Modelling;
- Traffic Modelling
- Economic Modelling & Financial Modelling

BCC have an established Professional Services Framework from which to obtain such support. This will allow for quick procurement, avoiding delays to the programme.

The PM has identified that due to the complex and public nature of the delivery of this programme of works this will require extra project management and delivery resource, as well as engagement with community,

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stakeholders and site supervision resource. These have been identified and costed in the Financial Case to give full confidence in the successful and timely delivery of the project and its benefits. This level of resource has been derived from a combination of advice from our lead consultants, Jacobs, and BCC's extensive experience in delivering large-scale transport infrastructure projects:

- CAZ & Diesel Ban Infrastructure PM Lead at Full Time Equivalent (FTE), Project Manager level.
- Supporting CAZ & Diesel Ban Infrastructure Lead at FTE, Assistant Project Manager level.
- 3 Wider Clean Air Fund (CAF) & Mitigation Measures Supporting Infrastructure Leads at FTE, Assistant Project Manager level.
- Ongoing Community Liaison Lead (as detailed in Communications and Engagement Plan) at Principal Officer level.
- Financial Controller (supporting capital accountancy) at 5 staff days per month at Principal Officer level.

6.4 Project Management Process

The Bristol CAP will be managed according to the general principles specified in the BCC programme manual, based on PRINCE2. This emphasises continued business justification, a defined organisation structure for the project management, and an emphasis on dividing the project into manageable and controllable stages. However, as noted above, this process has been adapted according to the specific project environment that exists in Bristol.

These principles as defined in the programme manual include templates such as the Project Initiation Document (PID), Highlight and Closure Reports. Through this system, BCC will deliver the products and benefits of the Bristol CAP, to reduce NO₂ levels in Bristol in the shortest time possible. The PID has been presented by the PM to the Project Board and approved. This document lays out the scope, budget, and benefits of the project. A monthly Highlight Report is presented to the project board. This document will track delivery and spend against the programme and scope specified in the PID, as well as providing an avenue for escalation of change requests. The Project Closure Report will be presented to the Project Board for approval by the PM at the end of the project. This will specify how the project has delivered the scope and benefits as laid out in the PID as well as the handover to business as usual processes. All these documents and templates are available on request.

All the above project documentation, as well as any other relevant documents, reports or designs, will be stored in an agreed central file location on the BCC shared drives. The versions kept here and maintained by the PM will be the agreed master files. This will also allow all authorised persons, including the SRO and Project Sponsor, access for the purposes of monitoring.

6.4.1 Potential for Programme change (Benchmark Option)

BCC will need the support of DEFRA and DfT in delivering the small area Diesel Car Ban component of the Hybrid Option, as secondary legislation will be required to enable the necessary enforcement measures. This has been identified as a risk; specifically that the statutory instruments will not be devolved to BCC in a sufficient timeframe to employ these instruments to achieve compliance. DEFRA have recognized this fact in discussions with the Mayor and JAQU have advised that BCC need to develop the Benchmark option (CAZ D), should the necessary authority not be given by Government.

The management, governance, and delivery arrangements for the implementation of this option are not discussed in detail in this Management Case, which focuses on the delivery of the preferred option. However, in the case that the scope is changed to consider options (including the benchmark option), large changes in the governance arrangements are not anticipated.

6.5 Financial Management

6.5.1 Financial Reporting

Regular financial reporting will be critical to monitoring the success of the project. Through regular updates, via the monthly Highlight Report, the PM will ensure that the Project Sponsor, SRO, and Project Board can track financial progress against the milestones established in the PID. The project will be supported by the Growth & Regeneration Finance Business Partner throughout its delivery. The Finance Business Partner sits on the Project Board, and is the day-to-day support for financial comment and scrutiny. The PM will work closely with JAQU colleagues in this regard.

In addition, the project will be subject to the standard Council financial regulations that govern capital expenditure, including use of the central financial system, Unit4 Business World. This includes monthly forecasting on expected spend across the entirety of the project. The role of the Business Finance Partner will ensure the appropriate level of scrutiny in this regard.

6.5.2 Change Control

Change control is a normal part of any programme in relation to delivery plan, scope, budget and quality. In order to ensure effective management of the programme, the process for agreeing these changes is clearly set out in the PID. As specified above, the principal internal mechanism for identifying, recording, and, if necessary, escalating change requests will be through the monthly Highlight Report. Where activities are not being carried out to the plan, cost, or scope agreed in the project plan as part of the PID, the change will be escalated to the appropriate level.

The determination of the change tolerances for the above process is defined in the PID, subject to the Council's internal schemes of delegation. This has provided the PM and Project Sponsor with appropriate level of delegation to make changes, with subsequent escalation to the Project Sponsor, the SRO, and then finally to the Project Board if appropriate.

For the PM, Project Sponsor and SRO, this level of delegation will be judged cumulatively, in order that multiple small changes amounting to a significant one will be given proper scrutiny. In all cases, even where changes are fully within the remit of the PM, these will be recorded on the Highlight Report in order that proper scrutiny can be applied by the Project Board.

6.6 Project Plan

There are several key stages that occur for any scheme or project, which include planning, design development, detailed design, mobilisation, construction, and project end. The planned programme for the Bristol CAP is laid out in a Gantt Chart in Appendix K of this OBC, and lays out the anticipated timescales for each element of the project.

This plan is broken down into three main work packages, as required to identify the critical path and other key relationships between items of work. This will be further detailed at the FBC stage as design and procurement are developed and reported.

The implementation is at this point expected to commence in April 2019 and conclude in March 2021, at which point the CAZ will be fully operational. This will ensure delivery of the main benefit of this project that being improved air quality in the shortest time possible.

The detailed Gantt Chart for the project is shown in Appendix K. A summary of the key milestones is shown in Table 6.1 below.

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Table 6.1: Key milestones

Milestone	Date
OBC Submission	06/11/19
FBC Submission	28/02/20
Detailed Design	07/01/20
Procurement	17/04/20
TRO Process Complete	09/04/20
Implementation	26/03/21
CAZ Operation Commences	29/03/2021

6.6.1 Management of the Project Plan

The Project Plan will be managed by the PM in accordance with the Change Control process. The PM and Project Sponsor currently review this project plan on a weekly basis but it is also reported formally to both Project Board and TDB through the Highlight Reporting process, with authorised changes which impact upon the expected timescale for affected work packages.

6.6.2 Consenting Strategy

The TRO's and Charging orders are a critical element of delivering the CAZ and small area Diesel Ban, with the project benefits being dependent upon their successful enactment. The consenting strategy for the Bristol CAZ comprises of:

- Traffic Regulation Orders for the small area car Diesel Ban
- Traffic Regulation Orders for the HGV restrictions
- Charging Order for the Medium CAZ C.

BCC cannot progress either the Traffic Regulation Orders, for Diesel Ban nor the Charging Order for CAZ C, as are awaiting special authorisation from the Department for Transport (DfT). This typically takes between 2 and 4 months, but there is a risk this could be longer due to the innovative nature of the diesel ban. JAQU are providing support and assistance, including working with the Department for Transport on the proposed diesel ban. The authorisation for the signs also includes location plans which will need to be agreed prior to submission. The requirements for the Traffic Regulation Orders are as follow:

- Preliminary requirements
 - Consultation will take place with statutory consultees such as include operators of any bus services, the fire brigade, the police, the NHS & Ambulance Service, the Freight Transport Association, (FTA), and the Road Haulage Association (RHA) amongst wider public and stakeholders. This will include publicity for this including – display of notices, newspapers, and documents on deposit from notice of first proposal to 6 weeks after the Order is made. The length of the consultation must a minimum of 21 days.
- Public objections & inquiries
 - a) Anyone can object within 21 days or a specified date of notice given for objections
 - b) The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 requires that a public inquiry shall be held if a valid objection is received to any TRO if its effect is to prohibit the loading or unloading of vehicles of any class in a road on any day of the week—
 - i. at all times;
 - ii. before 07.00 hours;

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- iii. between 10.00 and 16.00 hours;
- iv. after 19.00 hours.

The requirements for the Charging Orders are as follows:

- The order needs to be drafted, including the provision of the details of the Exemptions and Concessions. It is noted that JAQU are seeking some consistency on this between CAZ schemes, so this will be refined for the FBC.
- Statutory consultation for the Charging Order which could be undertaken in parallel to the consultation on the Traffic Regulation Orders.
- Submission of the Order to Council/JAQU.
- Order granted.

The council has the power to enforce the Charging Order but does not currently have the powers to enforce the Traffic Regulation Orders for the Diesel Ban element of the scheme. It is assumed that these powers will be granted prior to the scheme opening.

6.6.3 Budget management

As detailed in section 6.5, the PM will have responsibility for the management of the budget, and financial reporting to the Project Sponsor, SRO and Project Board, through the Highlight Report and BCC central finance system (Unit 4 Business World). In addition to following the governance structure for the project laid out earlier in this Business Case, all financial transactions and budget changes will follow the BCC's schemes of financial delegation as laid out in section 6.6.3. This sets certain financial limits over which a transaction must be approved by an officer with the appropriate seniority, such as a Head of Service, or Service Director. Any transactions or budget alterations in excess of £500,000 must be approved by Cabinet if they differ from the original authority delegated in their approval of the bid. This aligns with the Scheme of Delegation for decision-making laid out below in figure 6.3.

A risk allocation has been established in the budget through means of a Quantitative Risk Analysis (QRA). This system uses a multi-disciplinary team to identify risks to the project delivery and quantify the likelihood of various cost impacts arising from their occurrence. It then runs a 'Monte Carlo' series of simulations to establish the likelihood of various cost pressures. For the programme a risk allocation has been established at P80; the extra costs which are likely to be incurred 80% of the time. This risk level has been agreed with JAQU as appropriate for the specific project environment. In particular, it takes into account the innovative nature and accompanying risk around the implementation of the Diesel Ban.

In addition to the QRA based approach, a 15% contingency has also been applied to the scheme costs (excluding staff costs) in recognition of novel nature of this project. A robust risk identification and quantification exercise has been undertaken to assess known risks, however as there is limited evidence about similar schemes, not all risk may have been captured and hence the need for this additional 15% contingency at this OBC stage. It is expected that costs will continue to be refined in liaison with JAQU as the project is developed to FBC submission.

6.6.4 Decision pathway

BCC have defined a decision pathway which is the route by which information is escalated through levels of senior management and to the Mayor ensuring appropriate level of scrutiny and challenge is applied to decisions. This is shown in Figure 6.3. This Business Case and the delivery and spend to support the activities therein has gone through this pathway, and approval has been granted to submit the case and deliver the programme infrastructure, with the authority to carry out these activities delegated at the appropriate level, e.g. PM, Sponsor, Director, SRO or the Project Team.

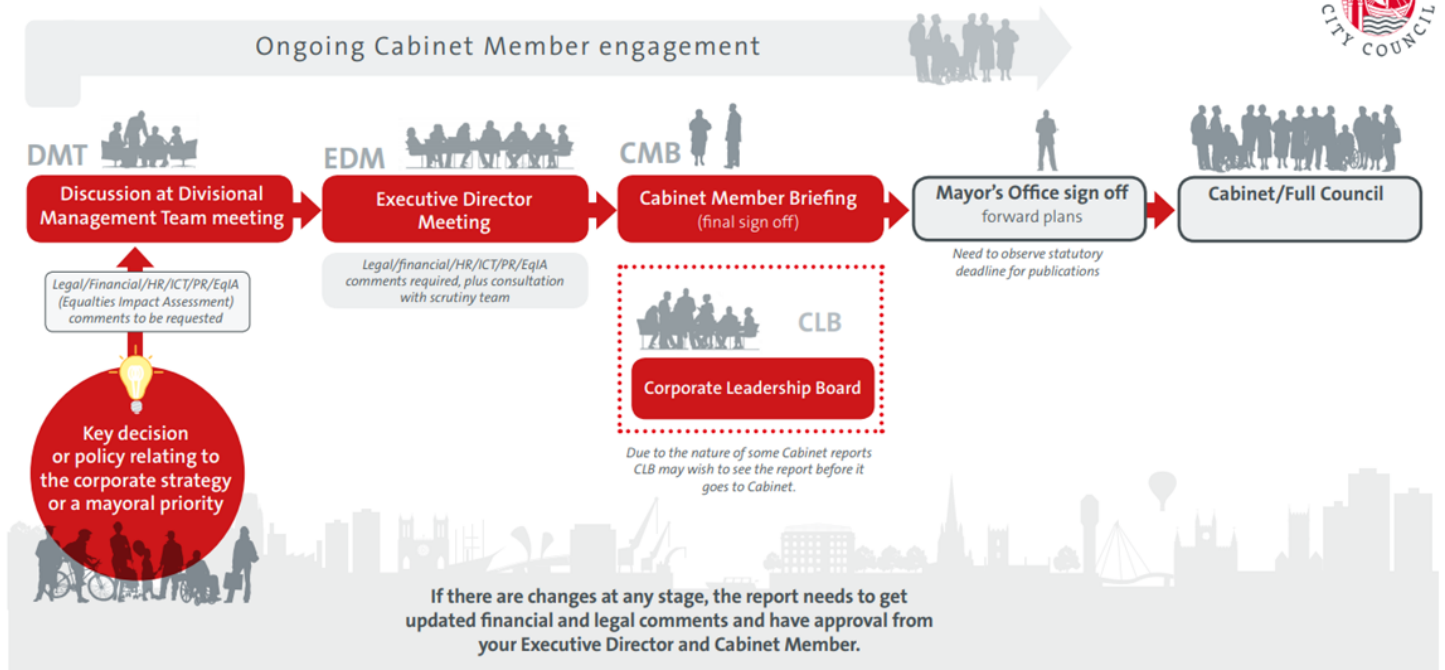
However, as specified in section 6.6.2, any significant changes to the scope of the planned delivery or budget will be escalated to the appropriate decision-making body as listed in figure 6.3 and in line with PID requirements, in addition to following the specific project governance. However, given the timescales, and

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challenges facing the delivery, key members from the Mayor's Office, Corporate Leadership Board (CLB) and Cabinet Members have been included on the Project Board, in order to accelerate or delegate decisions through this process as appropriate.

Figure 6.3 Decision pathway process

Key decision pathway (Cabinet and Full Council)



6.6.5 Quality Assurance

In accordance with BCC Transport standard practice, the Quality Assurance (QA) Board will be used to scrutinise design throughout the lifecycle of the project. The design work completed so far to advance the project to OBC has already been approved through the initial stages of QA. The four QA stages are summarised below:

- QA1; Scheme approval. An outline of the project, including a description of the works, the reason for them, and proposed outcomes/ scheme objectives. This approval was granted to the Bristol CAP on 1st October 2019.
- QA2; Approval of feasibility/ preliminary design. Early conflicts removed and outline design available for consultation. The anticipated approval is listed on the Project Plan as 7th November 2019.
- QA3; Approval of final design for construction. Detailed design has been through consultation and statutory process. The Bristol CAP is currently bringing designs to the board for this approval level in anticipation of FBC submission. The anticipated approval is listed on the Project Plan as 7th January 2020.
- QA4; Notification of completion. This final stage triggers the adoption process and moves the Bristol CAP out of the Project Team to being operational and business as usual.

The QA Board is responsible for the overall quality of scheme delivered on street. The technical assessment of the scheme, and each different workstream, will be done through scheme review, TDB and ultimately Project Board.

6.6.6 Project Assurance

Independent internal Project assurance on the Bristol CAZ and CAF programme will be undertaken by the BCC Portfolio Management Office (PMO). A representative from the PMO will report on the Project and will provide

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the Board with independent and objective assurance that the project is being conducted correctly throughout its life cycle, and assurance on the project's likely future performance (i.e. is the project on track to deliver its objectives and benefits to time and budget), as well as providing assurance on the Highlight Reporting system.

Its key aims are to:

- Provide oversight of the likely future performance of a project for those responsible for approving and/or financing such an undertaking.
- Help manage risk and improve delivery confidence in relation to time, budget and quality
- Support and increase the likelihood of good, informed decision-making.
- Obtain maximum value for money and delivery of benefits through helping to keep projects on the right track.
- Support the desire to drive up organisational project management capability, increasing the likelihood of sustainable, ongoing success of our projects and reducing an over-reliance on change support.

6.6.7 Air Quality Consultants Review

Air Quality Consultants (AQC) undertook a review of the Hybrid modelling work in September 2019. The work was commissioned partly due to a specific concern about the year of compliance which the modelling was predicting, and therefore elements of the outputs of the model were prioritised for review in order to respond to this concern. At the outset of the process the specification included the following broad topics:

- Review the description of the modelling methodology and Quality Assurance procedures and provide commentary on its appropriateness and any improvements which could be made;
- Review the appropriateness of the dispersion modelling methodology and identify any weaknesses;
- Review the model set up, focusing on the main areas driving compliance to determine what factors are at play, and whether these factors are specific to Bristol, or whether they are caused by model assumptions / setup;
- Consider at a high level, alternative ways in which compliance could be achieved with reference to the findings within the above; and
- Provide general commentary on the air quality aspect of the work undertaken (through a workshop).

As a result of this work, further modelling work was undertaken and is reported in document OBC-20 "Church Road assessment and 2025 modelling".

6.7 Communication and Stakeholder Management

6.7.1 Communication between Project Management Team and wider group in Bristol City Council

As this project is managed through Strategic City Transport, but has implications for other departments and teams, regular communication will be required to ensure that the staff have an accurate and up-to-date picture of the project. This will be achieved through:

- Representation by Senior Users on the Project Board, such as the heads of Energy and Strategic City Transport, and senior leadership such as Mayor's Office representatives.
- The co-location of the project team through regular working sessions, which will ensure efficient co-ordinated working to maximise delivery.
- Co-ordination across the Transport Service through the Transport Delivery Board (TDB)
- Communication through the directorate structure by means of biweekly reports to the Transport Management Team (TMT), highlighting any cross-working issues.

The Highlight Reports will form the basis of this communication to the TPT, however a two-way flow of information will be provided at all times

Management Case

6.7.2 Communications Plans

The council acknowledge that there are risks associated with poor engagement and insufficient communication with the public and our key city stakeholders. A high-level plan for ongoing communication and engagement for the Bristol can be found in OBC15. A more detailed plan will be developed and informed by the overarching project plan and the consultation outcomes. .

Following the submission of the Outline Business Case (OBC) in November, the next stage of the project will be the Full Business Case (FBC). This stage will:

- Take forward a final scheme – the nature of which will be dependent on the OBC and the decision of Cabinet Members;
- Finalise proposals and clarify logistical details around the operation of the scheme (including costs)

The CAP programme will continue to evolve based on stakeholder feedback. Therefore, the engagement focus will be on:

- Raising awareness of the chosen CAZ option.
- Continuing to raise awareness of the need for action around air quality in Bristol.
- Aiding the general public to understand their role in tackling air pollution – advising them on how to reach compliance, change their travel habits etc.
- Supporting, preparing and advising people before implementation.
- Ensuring rules and laws are adhered to.

6.7.3 Consultation to date

A report on the consultation undertaken to date can be found in in Appendix N. Ongoing communications and stakeholder management will be undertaken on the basis of the lessons learned and the findings of these public exercises. This is summarised below.

Informal public consultation was held between the 1st July and 12th August 2019. This exercise presented two options to the public, both designed to achieve compliance with legal NO₂ limits in the shortest possible time. The options were:

- Option 1: Clean Air Zone C (private cars not charged)
- Option 2: Small area Diesel Ban

The consultation also asked respondents how concerned they are about the health impacts of poor air quality in Bristol and it sought feedback from citizens, businesses and other stakeholders on the two options. Six drop-ins were held for members of the public to discuss the CAZ proposals in more detail with officers. A seventh drop-in was held in City Hall for council staff. All the drop-ins were held at locations within the proposed CAZ C boundary.

The Traffic Clean Air Zones Consultation survey received 5,034 responses. A summary of responses from groups with protected characteristics and income deciles is contained within the report. More than two thirds of all respondents (69%; 3,414 respondents) agree or strongly agree that Option 1 is a good way to improve air quality (39% strongly agree and 32% agree). More than half of all respondents (55%; 2,717 respondents) agree or strongly agree that Option 2 is a good way to improve air quality (32% strongly agree and 23% agree).

Workshops and briefings were held with several groups including the Taxi Forum, Bristol Green Capital Partnership and the Congestion Task Group. We also held drop-in events and public stalls around the city.

Other activities include an online campaign, takeover of a local radio station (Ujima), councillor briefings, presentations, and discussions with community groups.

Management Case

6.7.4 Engagement Undertaken to Date

In line with good practice alongside a formal or statutory consultation there has been a period of engagement. A report on the engagement undertaken to date can be found in Appendix M. This represented an opportunity for a range of stakeholders to be prepared for the consultation, in this instance to have a good awareness of air pollution and the complexities of tackling it in an urban context, so that they can focus more readily on the detail of the CAZ proposals when the consultation starts.

A total of 5 public stall events at busy centre locations / neighbourhood hubs were held. At each event, officers and consultants also gave out a significant number (100-300) of Clean Air Leaflets. In addition, multiple stakeholder groups were attended in person, or contacted.

The majority of people were supportive and many people who drive vehicles which may be subject to a charge are supportive as they recognise the importance of improving public health. However, many concerns were raised covering many themes such as business impact and precise boundary impacts.

6.8 Risk Management Strategy

Risks are defined as uncertain events that, should they occur, will have an impact on achieving the project objectives; issues are problems that have actually occurred and are having an effect on a project achieving its objectives.

A requirement of the process is that risks need to be identified at project start, and reviewed throughout the project's lifetime. The principal mechanism for identifying and reviewing risks is the Risk Register. This document holds a record of all the identified risks. Each is graded on probability (1-4) and Impact (1, 3, 5, or 7) to produce an overall risk rating. The agreed action for each risk is then recorded, both in general terms (Accept, Reduce, Avoid), and a specific mitigation. The Residual Risk, being the remaining risk level with mitigation in place, is then recorded in terms of probability and impact to give a residual risk rating.

As mitigation proceeds and the programme is developed, these ratings will be continually reviewed by the PM and Project Sponsor and reported monthly to Project Board. Both the risk and mitigation are given recorded owners to ensure continued responsibility is taken for the management of each.

A risk workshop was held with key members of the project team. The top risks identified were:

- Risk 30 - Inability to implement Hybrid option due to lack of appropriate legislation, leading to requirement to consider other options including the benchmark
- Risk 27 - Successful challenges to the process for declaring the selection of the hybrid option as the preferred option at OBC at FBC.
- Risk 31 - TRO objections result in public inquiry.
- Risk 28 - Successful challenges to the process for making the Order (JR).
- Risk 29 - Successful challenges to the process for enforcing the hybrid option leading to inability to enforce (e.g. location/quality of signage, ability to avoid zone, DVLA database inaccurate).

The Risk Register forms the basis of the QRA, as laid out above in section 6.6.3. This process allocates a cost to each risk being realised, and multiplies this by the probability to generate a likely cost impact of all the identified risks becoming issues. At a level of risk agreed between BCC and JAQU, the results are then used to establish a quantified contingency budget.

As specified in the Budget management section, in addition to the QRA based approach, a 15% contingency has also been applied to the scheme costs (excluding staff costs) in recognition of novel nature of this project. A robust risk identification and quantification exercise has been undertaken to assess known risks, however as there is limited evidence about similar schemes, not all risk may have been captured and hence the need for this additional 15% contingency at this OBC stage.

Management Case

Issues are to be reported in a similar manner. Because the issue has occurred, the matter of impact (in cost and time) will be reported; an owner of the issue will be identified and a timescale within which it is to be resolved via the agreed mitigating actions.

6.9 Monitoring and Evaluation Plan and Benefits Realisation Strategy

The focus of the Bristol CAP is on achieving air quality and public health improvements in compliance with the legal requirements laid down by UK courts: that is, achieving compliance as quickly as possible, reducing human exposure to pollutants as quickly as possible, and ensuring that such compliance is possible.

The full Monitoring & Evaluation Plan can be found in Appendix O. This documents sets out how the benefits of the scheme will be monitored, evaluated, and realised. It has been produced in line with the Inceptions, Evidence and Options Appraisal packages of Guidance issued by the JAQU in 2017, and HM Treasury Green Book, in order to comply with best practice and provide a thorough and evidenced basis for the performance of the scheme.

Monitoring will be undertaken by BCC's Air Quality Team, supported by consultants to be employed as necessary to lead or support certain areas of technical work. Both Process and Impact Evaluation will take place. Process Evaluation seeks to answer the question 'How Was the scheme delivered?' including:

- Scheme build; achievement of timescale and key milestones, risk outcomes and stakeholder feedback.
- Delivered scheme; scheme refinements and success of design and materials.
- Outturn costs; as compared to forecasts, including capital expenditure and ongoing operational costs.

Impact Evaluations attempt to provide an objective test of changes, and the extent to which these are attributable to the scheme, including:

- The Primary Critical Success (CSF) of reducing N02 concentrations below legal limits.
- Secondary CSFs, such as mitigating financial impact on low income households.

The resource needed to undertake and manage this monitoring has been included in the financial case as operational expenditure by BCC for the full 8 years of monitoring, as referred to in section 6.10, Project Closure and Handover. New infrastructure and equipment costs have also been included as capital cost items.

6.10 Project Closure and Handover

As laid out in section 6.4, upon project completion, the PM will present the Project Closure Report to the Project Board for review and approval. This report will lay out how the project has delivered to the plan laid out in the PID, subject to approved changes, and how it has achieved the project benefits i.e. compliance in the shortest time possible. It will also give a financial summary of the project, listing project expenditure as compared to original budget.

Within the Project Closure Report, it will be laid out by what means and over what timescale the project will be handed over to Business-as-Usual (BAU) operation. This will also specify the BCC teams which will take over the operational duties.

As detailed in section 6.2, BCC's experience from previous measures in the operation of Approved Enforcement Device enforced bus lanes, and in the operation of a central permit system for the Residents Parking Zones means that the teams required have already been identified within the existing BCC Transport Service structure. These are chiefly:

- The Parking Enforcement Team
- The Parking Appeals Team
- The Network Management Team and Operations Centre.

Management Case

It is expected that the existing resource within these teams will not be sufficient to operate the CAZ C and small area Diesel Ban. Again, from its existing operational experience, BCC has a clear idea of the extent and structure of this resource. It has been included in the Financial Case with relation to implementation and operational costs and briefly consists of:

- 1 Civil Enforcement Officer (CEO) per 30,000 annual PCNs.
- 1 Civil Enforcement Supervisor per 2 CEOs
- 1 Appeals Officer (AO) per 10,000 annual PCNs
- 1 Senior Appeals Officer per 4 AOs
- 1 Senior Officer Traffic Penalty Tribunal (TPT)
- 1 Network Management Officer

It is anticipated that these additional staff will be folded into the existing management structure under the Team Manager (Enforcement) and Team Manager (Appeals).

The Closure Report will also detail the handover to BAU with regards to ongoing monitoring and reporting. As detailed in the Monitoring & Evaluation Plan (Appendix O), this will be carried out by the Sustainability Team. Resource for this has also been costed and included in the Financial Case, consisting of:

- 3 staff days monthly at Senior Officer level to maintain equipment and take readings
- A Principal Officer at ¼ FTE to collate data and report using agreed mechanisms.
- Equipment replacement and maintenance costs.

The capital resource and infrastructure costs needed to install the monitoring sites and equipment has been taken into account in the Capital Expenditure costs as part of the Financial Case.