Bristol City Council Clean Air Plan Full Business Case

Management Case

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Bristol City Council

Draft

Contents

6. Management Case

6.1 Introduction

The purpose of the Management Case is to ensure that delivery is achievable for the programme team, which includes ensuring appropriate governance arrangements are in place to successfully deliver the Bristol Clean Air Zone (CAZ), including the CAZ D (commercial and private non-compliant vehicle charging area), additional non-charging measures and wider programme of Clean Air Fund (CAF) measures. In line with JAQU Guidance, the Management Case builds on both the Strategic Outline and Outline Business Cases by clearly identifying the optimal solution to the following issues:

- Programme Governance structure during the design, implementation and operational phases of the programme, including key management roles and responsibilities and the programme 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 and programmes of a similar nature and scale to the proposed Bristol CAZ. Moreover, the Transport Service includes an in-house project / programme management team; the Transport Programme Team (TPT). This team grows and employs the learning from these projects and programmes to continually improve project and programme delivery. They are supported by the central BCC Portfolio Management Office (PMO) and are supporting CAZ in relation to this project. Examples of major infrastructure projects include Metrobus, Resident Parking Zones, Street Space Schemes 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 CAZ 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 (TROs) were implemented, with residents 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 for an enforcement project. A single RPZ comprises of 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.

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 four major strategic corridors in the city i.e. A37 Wells Road, A38, Gloucester Road, the Centre and 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 has 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 the CAZ D. In addition, BCC operates 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 the CAZ D charging zone and then transitioning to business as usual.

6.2.3   Operations Centre

Both the RPZ and Bus Lane Enforcement systems are managed / overseen by the 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 the 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 CAZ 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 the Bristol CAZ.

Officers who were key to the successful delivery of this programme will work as part of the Bristol CAZ implementation team, including the Programme Manager and Design Team.

6.2.5   Street Space Schemes

In June 2020 emergency funding was awarded to BCC for the immediate implementation of measures aimed at facilitating social distancing: Street Space Schemes. The Street Space schemes have been/are being

implemented to open-up road space usually reserved for parking and movement of general traffic to cyclists and pedestrians to:

- Enable better social distancing, especially in local shopping areas;

- Encourage people to travel by bike or walk; and

- Reduce air pollution.

Traffic lane closures, segregated cycle routes and pedestrian paths were all included as part of the initial Street Space measures, all offering improvements to air quality as well as enabling social distancing. The team used experience from other schemes and plans already partially drawn up as part of future aspirations, to implement schemes in a very short timescale. This demonstrates the ability and expertise of the team to react quickly. Some of the team involved with Street Space are also working on the CAZ Programme, this offers an invaluable insight into the methodologies behind quick development and implementation of measures required to improve air quality.

6.3   Governance Structure

6.3.1   General

The programme will be managed under the general principles specified in the BCC programme manual for the delivery of transport capital projects and programmes, which are based on PRINCE2 / APM methodologies which are largely Agile focussed. 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 programme, the governance structure has been tailored to the specific project environment. The programme will be governed by the Bristol Clean Air Plan Programme Board. The Senior Responsible Owner (SRO) is Mike Jackson, Chief Executive. In addition, the Mayor's Office has a key role on the Programme Board as a representative of the Executive.

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

Figure 6.1 – Organogram
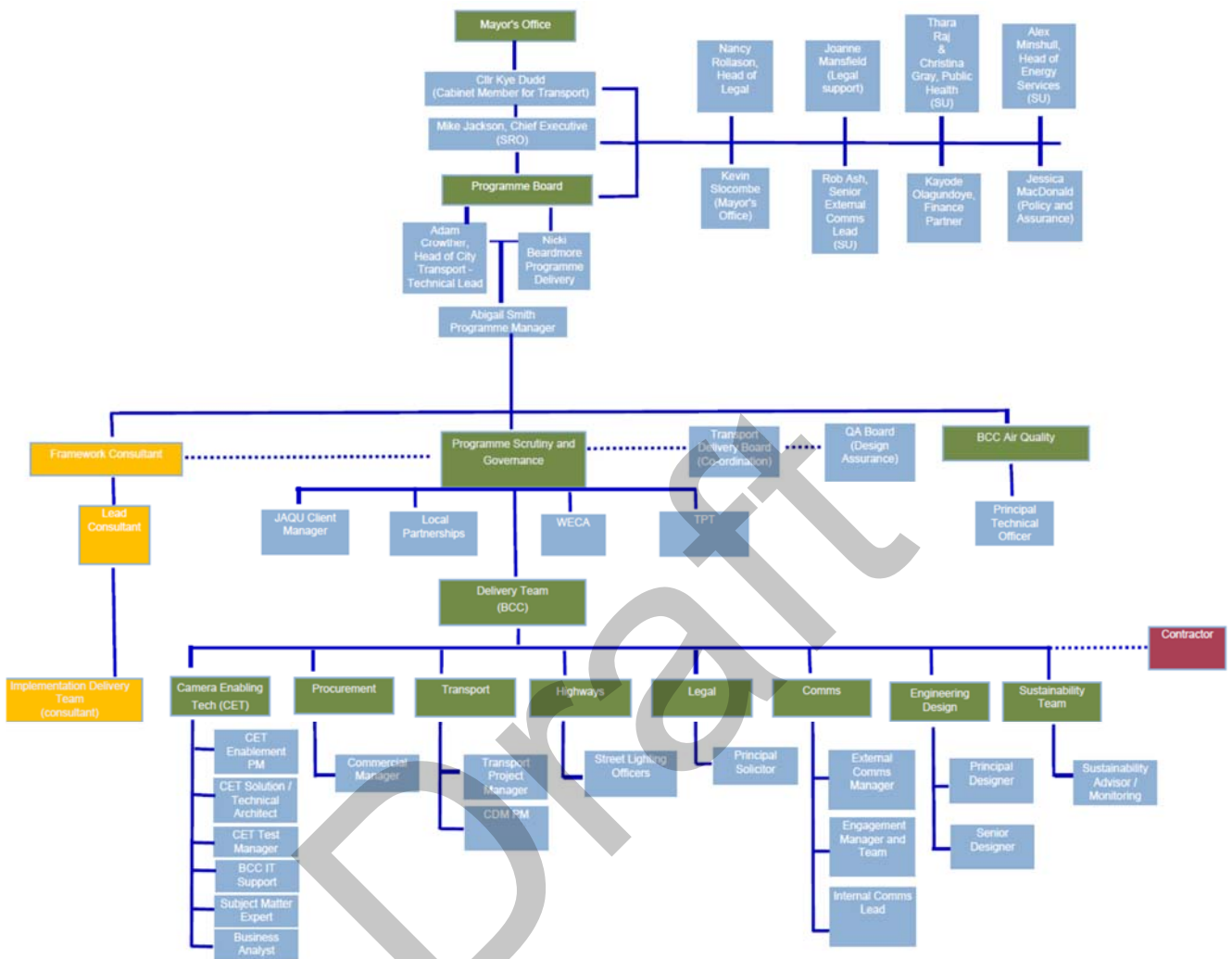
6.3.2   Senior Responsible Owner (SRO)

BCC Senior Leadership identified the Senior Responsible Owner (SRO) for the project as Mike Jackson, Chief Executive. The SRO has overall responsibility for ensuring the Bristol CAZ 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 the FBC.

Having the Chief Executive as the programme SRO has proven to be beneficial to the team, in terms of being able to coordinate cross council resources and put calls to action out to all council staff. For the OBC, the SRO raised the CAZ Programme (during an address to all staff as part of some organised talks) as being a key council priority and asked that staff support the Programme Team. The CAZ Programme requires a multidiscipline team to work together towards a common goal, with many teams council wide either being affected by (Fleet for example) or needing to input into a programme of this scale (Highways for example) with tight deadlines. That could either be reprioritising staff resource to support the programme, supplying expertise and experience or by helping to utilise communication channels within an established network. Completing the FBC has been a whole council achievement and this ethos will continue into implementation.

Having the Chief Executive as the programme SRO has enabled the programme team to reflect upon the role of the Council in achieving compliance. The internal comms lead within the comms workstream has worked closely with the internal Bristol City Council HR department. This workstream has enabled the programme team to identify issues within the Council's existing policies and BAU teams which may conflict with the City's moral and legal obligation to achieve compliance. The internal comms lead has since briefed individual service directors

around the Air Quality impact that their fleet and grey fleet movements have on the City. Consequently, the Council's Travel Plan will be updated to reflect the organisation's role in achieving compliance.

The SRO is the chair of the Programme Board, to transition from a Project Board into a Programme Board as part of the move towards implementation and the delivery phase, and the individual responsible for ensuring that the programme meets its objectives and delivers the projected benefits. The Programme Director covering Programme Delivery and the Programme Sponsor role is Nicki Beardmore and the Programme Manager is Abigail Smith.

6.3.3   Programme Board

A dedicated project board was set up specifically for this project and those involved will all move to be a part of the Programme Board for implementation, to govern and scrutinise the programme from the Full Business Case (FBC) to the scheme operation.

The Programme 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 were 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 Programme Board has the authority and responsibility for the delivery of the Bristol CAZ. Meetings of the board are held on a monthly basis, this will continue as set out above for implementation. Meetings are chaired by the SRO, Mike Jackson.

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

- Mike Jackson – Executive Director: Resources & Head of Paid Service (SRO)

- Nicki Beardmore – Programme Delivery (PS)

- Adam Crowther- Head of Strategic City Transport, (Technical Lead)

- Abigail Smith – Programme Manager (PM)

- Rob Harris – CAZ Project Manager

- Kayode Olagundoye – Finance Business Partner (FP)

- Nancy Rollason – Head of Service, Legal

- Joanne Mansfield – Legal support

- Kye Dudd – Cabinet Member for Transport.

- Thara Raj and Christina Gray- Public Health

- Jessica MacDonald – Policy and Assurance

- Rob Ash – Senior External Communications Lead (SU)

- Alex Minshull- Head of Service, Energy (SU)

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 programme, as defined by the programme objectives and benefits in the FBC, under the leadership of the SRO.

- To review and approve the Programme Initiation Document.

- To approve the initial Risk Register and review it on a quarterly basis.

- To receive regular Highlight Reports from the Programme Manager.

- To provide unified direction to the project and Programme Manager, taking responsibility for joint decisions on the delivery of the programme and changes within the scope agreed.

- To provide the resources and authorize spend of budget for the programme.

- To provide visible and sustained support for the Programme Manager.

- To ensure effective communication within the programme team and with external stakeholders.

- To review and approve, on the completion of the programme, the Programme Closure Report.

The board have been instrumental in supporting the delivery of the FBC, supporting the programme with all available resources, reshuffling teams to allow for this priority work to be inputted into and making sure that any approvals required / documents reviewing are prioritised.

6.3.4   Programme Sponsor

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

The Programme Sponsor for this programme has been identified as Nicki Beardmore, Programme Director. Nicki has extensive experience initiating and supervising a range of major projects under BCC and was previously the Corporate Director of Resources and Head of Paid Service for the council. Being an external employee to Bristol City Council Nicki brings a fresh perspective to the Programme and is able to bring her experience on a range of programmes to the CAZ.

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

6.3.5   Technical Lead

The Technical Lead has the responsibility for reviewing and assessing all technical / modelling and traffic data reports relating to the CAZ. They will advise the board on technical data, reports and present data in a format all will be able to review.

The Technical Lead for the CAZ programme is Adam Crowther, Head of Service (HoS) for City Transport at BCC. Adam has a background within the Traffic Signals team and many years working at BCC. He therefore understands how to best interpret the systems in place and is able to analyse complex data sources. Given all the technical work to date, this role and support has proven to be invaluable.

6.3.6   Programme Manager

The Project Board appointed the Programme Manager (PM), Abigail Smith to the project initially and she will continue to manage the transition to a programme and on through implementation of the CAZ. The delivery of the Bristol CAZ is being led by City Transport Service, with the support of the Transport Programme Team. Over the course of the Feasibility Study the project has evolved into a programme of works, divided into manageable work streams.

Abigail is an experienced Transport Project and Programme Manager with over 9 years' experience delivering major infrastructure projects, including Metrobus (North Fringe Hengrove package).

The Programme Manager, sitting in the TPT (Transport Programme Team), allows for additional resource to be drawn upon when required. When the work has peaked, additional staff have been able to step in, using their experience and expertise in project and programme management to help the team meet deadlines as they arise. This has freed the Programme Manager up to undertake the strategic overview and coordination role

required for a programme of this scale. The programme manager has also built up a strong and supportive working relationship with other LAs which has proven to be an invaluable support.

The Programme Manager presented the Project Initiation Document (PID) to the Project Board in June 2018, which has subsequently undergone a number of iterations in line with the fast pace the project evolved, and this includes the following information:

- The product(s) that will be produced, including the CAZ D 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 successful deliver programme benefits.

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

6.3.7   Project /Programme Team

As well as the programme manager, the programme will require a series of project teams / workstreams to support the PM in assuring 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

- Change Services

- Parking Enforcement

- Street Lighting

- Engineering Design

- Legal

- Procurement

- ICT

- Communications

In addition, officers from council-wide teams have been and will continue to be drawn into the programme as and when there exists a need. These officers will continue to be a part of the CAZ Delivery Group which functions as a forum within which to discuss progress, highlight risks and issues and escalates issues / challenges to board as appropriate. This builds on a successful format the Programme Manager established for MetroBus which worked well.

The PM is reviewing team resources on regular basis with the Programme Executive and reporting to both the Programme 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 programme 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 capitally funded programme will be recharged to it, subject to any conditions of the funding.

Roles identified at this point are:

- Programme Director

- Programme Manager

- Project Manager

- 2 Lighting Team officers for implementation / contractor liaison

- CET Project Manager

- CET Solution/Technical Architect

- CET Test Manager

- BCC IT Support

- Business Analyst

- Subject Matter Expert

- Delivery phase management

- Procurement lead

- Comms support (Inc. materials)

- Financial management

- Engagement Team

The Programme 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 CAZ. It also provides proper oversight of a public responsibility for improving air quality.

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

- Air Quality Modelling;

- Traffic Modelling; and

- Economic Modelling & Financial Modelling.

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

6.4   Project / Programme Management Process

The Bristol CAZ will be managed according to the general principles specified in the BCC TPT programme manual, based on PRINCE2 / APM methodologies. This emphasises continued business justification, a defined organisation structure for the project and programme management and an emphasis on dividing the programme into projects with manageable and controllable stages. However, as noted above, this process has been adapted according to the specific project and programme 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 CAZ, to reduce NO_2 levels in Bristol in the shortest time possible. The PID was 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 Programme Board for approval by the PM at the end of the Feasibility phase of the CAZ before moving into Implementation. 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 of these resources will be reviewed and revised following submission of the FBC as the project transitions into a programme.

All the above project and programme 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 Programme Sponsor, access for the purposes of monitoring.

The CAZ programme has an impact on a number of projects in that it may increase demand for more sustainable modes of transports. The CAZ programme can therefore be linked to Bristol and WECA projects such as;

- The emerging Bus Deal, a strategic programme which aims to improve journey reliability for bus operators along strategic radial corridors

- The West of England's Local Cycling and Walking Investment Plans, a strategic investment portfolio aiming to unlock the region's propensity to cycle and walk

- Mass Transit, a long term vision for delivering rapid mass transit through a combination of over and underground services

- Bristol Streetspace, utilising Emergency Active Travel Funding (EATF) to prioritise and improve walking and cycling routes in the central region and protect passenger transport during a time of reduced capacity

- BAU freight consolidation and the recently announced Zero Emissions Freight Consolidation Grant

- And MetroWest, a long term vision for upgrading the Rail Network within the West of England.

Due to the scale and tight timescales involved, the CAZ programme is likely to impact across all workstreams within the Transport Service, as well as other teams' council wide, in terms of staff resource requirements and changes to the network and existing systems. The CAZ must therefore continue to be managed in the cohesive and collaborative manner it has to date. Communication has played a vital part in the FBC development, especially more recently following the Covid-19 pandemic. The measures implemented impacted on the CAZ but strong communication channels have been established across the teams involved and will continue as ongoing programmes overlap and seek to share resources and expertise, for example sharing programme plans and planning resource requirements collaboratively to ensure successful delivery across the board.

6.5 Financial Management

6.5.1 Financial Reporting

Regular financial reporting will be critical to monitoring the success of the programme, as with the project phase. Through regular updates, via the monthly Highlight Report, the PM will ensure that the Programme Sponsor, SRO, and Programme Board can continue to track financial progress against the milestones established in the revised PID. The programme will be supported by the Growth & Regeneration Finance Business Partner throughout its delivery. The Finance Business Partner sits on the Programme Board and is the day-to-day support for financial comment and scrutiny, they will also provide monthly finance reports to the CAZ board, breaking down spent to date and providing an overall summary of the financial status of the programme. The PM will continue to work closely with JAQU colleagues in this regard.

In addition, the programme 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 Programme Sponsor with appropriate level of delegation to make changes, with subsequent escalation to the Programme Sponsor, the SRO, and then finally to the Programme Board if appropriate.

For the PM, Programme 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 Programme Board.

The following change controls and tolerances are identified for Time, Budget and Scope in the CAZ PID:

Time;

-    Programme slippage of 2 weeks will be managed by the Project Managers / Workstream Leads, providing that slippage does not impact on the critical path. If delays breech this tolerance then the Project Manager will escalate the issue to the Programme manager, through the established escalation process in place through the Delivery Group and Weekly Highlight Reports.

-    Programme slippage of 4 weeks will be managed by the Programme Manager (the Programme Director will be notified), providing that slippage does not impact on the critical path. If delays breech this tolerance than the Programme Manager will escalate the issue to the SRO/Programme Director and Programme Board through the Monthly Highlight Reporting process.

Budget;

-    Changes in budget between 1 and 5% of an allocated budget within a work stream will be managed directly by Project Managers / Workstream Leads. Budget increases over this percentage will be escalated to the Programme Manager (who will notify the Programme Director and Finance Business Partner who will notify Board through the monthly Finance Reporting in place).

-    Changes in budget between 5 and 15% of an allocated budget within a worktream will be managed directly by the Programme Manager. Budget increases over this percentage will be escalated to the Programme Director/SRO and Programme Board for a decision before a change request is issued to the funding body.

Scope;

-    Due to the nature of the programme any change in scope will be escalated immediately to the Programme Manager, the Programme Director and Programme Board as necessary.

6.6 Programme Plan

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

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, including how design and procurement are developed and reported.

The implementation is at this point expected to commence in April 2021 and conclude in October 2021(as per the current legal Direction), at which point the CAZ will be fully operational. This will ensure delivery of the main benefit of this programme, that being improved air quality in the shortest time possible.

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

Table 6.1: Key milestones

Milestone	Date
FBC Submission	26.02.2021
Pre-onboarding begins	20.01.21
Procurement - signage	26.02.2021
Implementation of the scheme begins – initial contractor discussions and design work	05.04.2021
Purchase approved devices	05.4.2021
Back office system development begins	03.05.2021
Acceptance testing begins	09.08.2021
CAZ Operation Commences	29.10.2021
Monitoring	Ongoing

6.6.1 Management of the Programme Plan

The Programme Plan will be managed by the PM in accordance with the Change Control process. The PM and Programme Sponsor currently review this project plan on a weekly basis but it is also reported formally to both Programme Board and TDB through the Highlight Reporting process, with authorised changes which impact upon the expected timescale for affected work packages. The weekly Delivery Group meetings also feed into this review process, providing an escalation route for all risks, issues and queries.

6.6.2 Consenting Strategy

The Charging order is a critical element of delivering the CAZ D with the programme benefits being dependent upon their successful enactment. The consenting strategy for the Bristol CAZ comprises of:

• Charging Order for the Small CAZ D, this is included as an Appendix T, FBC 48.

The requirements for the Charging Order are as follows:

- The order needs to be finalised once the FBC is approved, with amounts and timescales being included / confirmed

- Formal submission of the Order to Council/JAQU

- Order granted

The council has the power to enforce the Charging Order for the Small CAZ D which is drafted and ready to be enacted once approvals are granted.

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 Programme Sponsor, SRO and Programme Board, through the Highlight Report and BCC central finance system (Unit 4 Business World) and presented by the Finance Business Partner in a monthly finance report to board. In addition to following the governance structure for the programme laid out earlier in the Business Case, all financial transactions and budget changes will follow the BCC's schemes of financial delegation as explained in this section of the business case.

During the completion of the OBC and during a Cabinet meeting in September 2020, delegated authority was passed to the SRO; Mike Jackson with regards to further funding bids for the CAZ. This was also in consultation with the Cabinet member for Finance, Governance & Performance and the Director of Finance & S151 Officer. This will remain in place for Implementation, with any further requests for funding from JAQU being approved by the SRO, with no need to go to Cabinet. Approval to spend the Implementation budget has already been agreed by Cabinet up to £15m. The submission of this FBC will seek approval to spend the entire Implementation budget as detailed in the Finance Case.

The Technical Lead for the CAZ Programme is the Head of Service (HoS) for City Transport. In the new guidance published in February 2021; Directorate Scheme of Delegations: Growth and Regeneration, the HoS now has delegated authority to approve budgets and to delegate budget approval levels to Programme Managers as appropriate. This will be put in place for Implementation, reducing the risk of delays caused by awaiting spend to be authorised at Director level.

6.6.4   Decision pathway

BCC has 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. 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 Programme 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 challenges facing the delivery, key members from the Mayor's Office, Corporate Leadership Board (CLB) and Cabinet Members have been included on the Programme Board, in order to accelerate or delegate decisions through this process as appropriate. This structure will remain in place for the implementation phase to ensure there is a robust change management and reporting system in place for the programme.

Figure 6.3 Decision pathway process
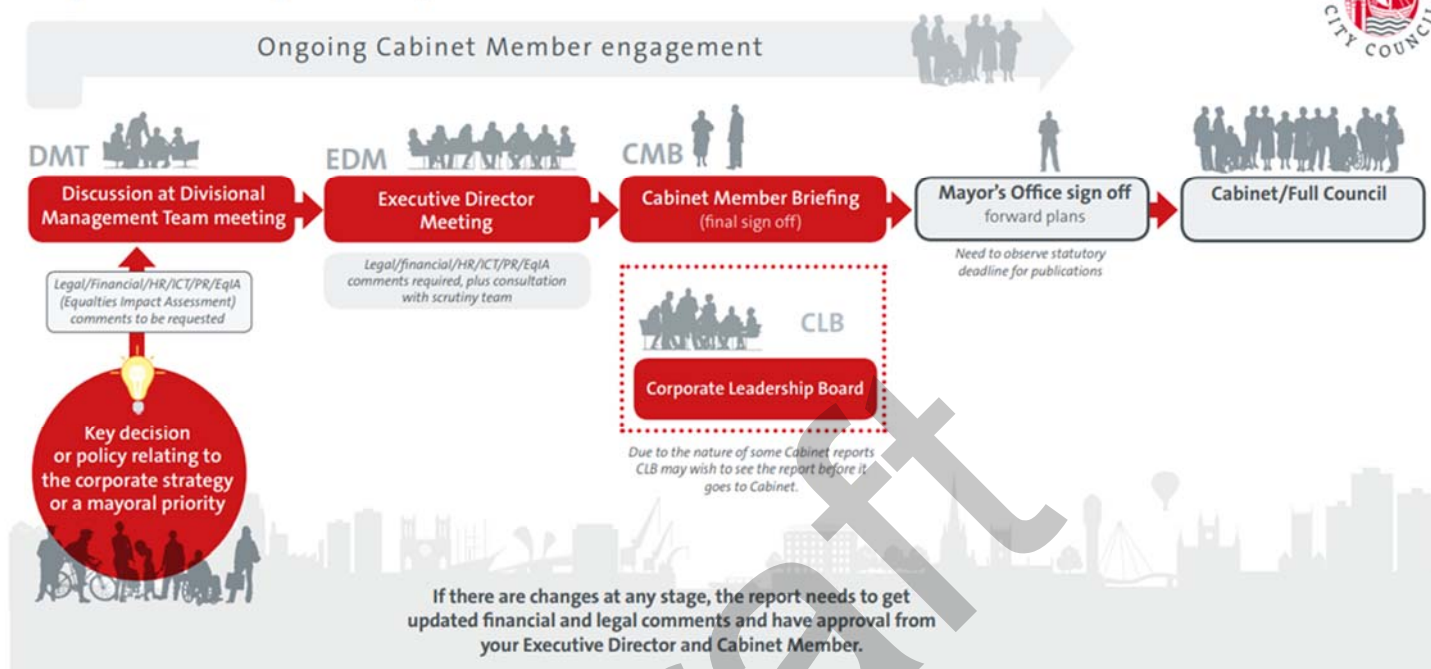
Following submission of the FBC, the Project Board will transition into a Programme Board with a complete revision of all paperwork.

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 programme. The design work completed so far to advance the project to FBC has already been taken through the two 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 CAZ on 1st October 2019.

- QA2; Approval of feasibility/ preliminary design. Early conflicts removed and outline design available for consultation.

- QA3; Approval of final design for construction. Detailed design has been through consultation and statutory process. The Bristol CAZ is currently bringing designs to the board for this approval level in anticipation of FBC submission.

- QA4; Notification of completion. This final stage triggers the adoption process and moves the Bristol CAZ 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 Programme Board.

6.6.6   Programme Assurance

Independent internal Programme 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 Programme and will provide board with independent and objective assurance that the project is being conducted correctly

throughout its life cycle, and assurance on the programmes likely future performance (i.e. is the programme 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 / programme 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 all projects on the right track.

- Support the desire to drive up organisational programme management capability, increasing the likelihood of sustainable, ongoing success of our projects / programmes and reducing an over-reliance on change support.

The Programme Manager will also continue to work alongside JAQU and Local Partnership colleagues, providing additional project assurance.

6.7 Communication and Stakeholder Management

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

As this programme is managed through 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 programme. This will be achieved through:

- Representation by Senior Users on the Programme Board, such as the heads of Energy and City Transport, and senior leadership such as Mayor's Office representatives

- Delivery Group meetings, weekly, 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.

The collaboration with the council's own Transport Engagement and Active Travel team has opened up new opportunities for the CAZ programme. This proved to be so successful during the recent second full public consultation, that it has now formed part of the CAF Bid; to formalise this partnership and lock in the benefits it brings. The team bring with them a wealth of experience and proven effective communication and engagement channels. This will also benefit internal communications with for example, their ability to communicate with all council staff, established council champions and by holding regular sustainable transport challenges - encouraging use of other modes to the private car. This offers a further level of support and the ability to communicate more widely, and quicker, for the CAZ Team.

The Delivery Group will change as the team gears up for implementation, evolving more into delivery focus i.e. a stronger partnership with Highways and HR will be established.

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 plan for ongoing communication and engagement for the Bristol CAZ can be found in Appendix B.

Following the submission of the Full Business Case (FBC) in February 2021, the next stage of the programme will be to begin implementation, this will include:

- Initialise the next stage of the Stakeholder engagement and communications Strategy;

- Begin signing contracts and mobilising teams / contractors; and

- Transition the programme from feasibility to implementation including updating all relevant paperwork.

The CAZ 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; and

- 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 Appendix N. Ongoing communications and stakeholder management will be undertaken based on the lessons learned and the findings of these public exercises. This is summarised below.

Between 1 July and 12 August 2019, the council consulted on two options for a traffic Clean Air Zone which are designed to achieve compliance with legal NO2 limits in the shortest possible time. The options were:

- Option 1: Clean Air Zone (private cars not charged)

- Option 2: Diesel car ban

The consultation 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. The findings of this consultation were summarised within the Consultation report associated with the OBC. A Stakeholder Summit was run by BCC on Monday 18 November 2019.

A second consultation was held from the 8 Oct 2020 to 13 December 2020. Two further options were presented 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) with a smaller inner zone of a CAZ D (private cars charged)

- Option 2: Small area CAZ D

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 further options. A copy of the Communications Plan is presented as Appendix B to the FBC.

Due to the limitations caused by the COVID-19 Pandemic, drop-in sessions and face-to-face activities were much reduced. To boost response rates and to target low-responding parts of Bristol, 20,000 paper surveys were delivered direct to addresses in areas which have historically low response rates to consultations and high levels of deprivation.

The Traffic Clean Air Zones Consultation survey received 4,225 responses. A summary of responses from groups with protected characteristics and income deciles is contained within the report. More than half of respondents (54%; 2,250 respondents) agree or strongly agree that Option 1 is a good way to improve air quality (20% strongly agree and 34% agree). A higher proportion of respondents (60%; 2,466 respondents)

agree or strongly agree that Option 2 is a good way to improve air quality (32% strongly agree and 28% agree). Briefings were held with several groups including Business West (with 55 businesses joining), University Hospital Bristol NHS Trust, Southmead Hospital, University of Bristol, University of West of England, Bristol Workplace Travel Network, waste contractors, and neighbouring councils.

We also contacted 1,385 businesses about the consultation.

6.7.4 Engagement Undertaken to Date

Under normal circumstances the engagement process would have been managed if a different way. It would normally entail face to face meetings and door knocking shifts where the team would visit on each business, speak to the relevant person, give them physical copies of the information and guide them through the consultation on an iPad; as with the first consultation.

Due to Covid-19 and the restrictions at the time, all of the engagement work was carried out remotely via email, telephone and video conferencing.

The Transport Engagement and Active Travel team led on the business engagement element of the Clear Air Zone (CAZ) second consultation, due to the expertise within the team. The Business Engagement Officers work with businesses to encourage investment in sustainable travel modes both for their fleets and for their employees by providing expert advice, free support and signposting them to the key offers. The advice and support range from match funded grants, electric bike loans, and workplace travel audits, to staff engagement events, personalised travel planning and bike maintenance sessions.

The Travel Advisors within the team led on the phone calls and emails as instructed by the Business Engagement Officers. The team sent initial emails explaining the CAZ consultation and detailing the current sustainable travel support. Officers sent 1,005 businesses one or more emails with information about the Traffic Clean Air Zone, a call to action to complete the consultation and information about the Access West support. The Travel Advisors then telephoned all business where a response had not been obtained. This enabled officers to reach more businesses as initial data gathering exercise often returned general email addresses. By telephoning the team could often get to speak to the correct person or obtain an email address for them.

As part of this work the Business Engagement Officers also held a range of virtual meetings with the larger employers in the city to delve a little deeper into the details of CAZ and what that will mean for their organisations. The officers answered questions, talked through any concerns and have agreed to continue these meetings to provide ongoing support whilst the details of the CAZ are developed.

This work will continue as part of the implementation of the CAZ. There is a bid included in FBC 17 – CAF Bid which includes the continuation of the engagement on a wider scale.

6.8 Risk Management Strategy

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

A requirement of the process is that risks need to be identified at programme start up and reviewed throughout the programme'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 Programme Director and reported monthly to Programme Board by exception. Both the risk and mitigation are given recorded owners to ensure continued responsibility is taken for the management of each.

The Risk Register also forms the basis of the QRA, as laid out above. 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.

The QRA figure being included financial case is the 80th Percentile - P (80). In addition, the 50th Percentile (P (50)) and the P(Mean), the mean percentile value also provide further levels of confidence.

The QRA for the FBC stage is shown in the table below:

	P (50)	P (80)	P (Mean)
Grand Total Risk (Financial + Delay)	£2,256,000	**£2,801,000**	£2,277,000

The risks associated with the FBC stage of the project have been grouped into a number of categories with the associated financial values, see table below for details.

Risk Category	Risk Value p(80)
Brexit	£15,079
Communications / stakeholder challenge	£287,240
Construction	£90,367
Covid	£94,241
Financial	£232,174
Legal / process	£259,007
On-street effects	£73,724
Political	£871,104
Procurement	£603,014
Resources	£89,333
Technical / Design	£185,718
Total	£2,801,000

Further details on the QRA are held in FBC 35 – BCC CAZ Risk Management QRA.

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 CAZ is 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 FBC 38. This document 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 JAQU in 2017 (and subsequently revised), 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 NO_2 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 Programme Board for review and approval. This will take place once this FBC is submitted prior to the transition to a programme for implementation. 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 Closure Report, the next phase of the programme will be explained. As part of the Programme Closure Report post implementation, a further report will detail how and within what timescales the programme 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.

It is expected that the existing resource within these teams will not be sufficient to operate the Small CAZ D. 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:

- 2 Civil Enforcement Officer (CEO) per 30,000 annual PCNs.

- 3 Appeals Officer (AO) per 10,000 annual PCNs

- 1 Senior Officer Traffic Penalty Tribunal (TPT)

- 1 Network Management Officer

- 3 CAZ Administrators – public facing

- 3 CAZ Exemptions Administrators

- 1 Senior CAZ Exemptions Administrator

- 1 CAZ Operations 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 (FBC 38), this will be carried out by the Sustainability Team. Resource for this has also been costed and included in the Financial Case, consisting of:

- 1 Air Quality Management (average annual cost used for ongoing management of air quality monitoring including changing diffusion tubes and calibrating continuous monitor every month)

- 1 Monitoring Traffic Levels – ongoing (indicative estimate used for CAZ-specific traffic count surveys)

- 1 Economic Indicators – ongoing (indicative estimate used for monitoring of CAZ-related economic factors)

- 1 Active Mode monitoring (cycling / walking) – ongoing

- 1 Scheme Monitoring – ongoing (staff member at 0.21 FTE)