

Appendix A - Further essential background / detail on the proposal

Metrobus upgrade package

Background

The metrobus consolidation package is a collective of measures to make enhancements to the metrobus network. The package of works includes measures such as fleet upgrades, and additional infrastructure (e.g. metrobus shelters and iPoints), as set out in the Joint Local Transport Plan.

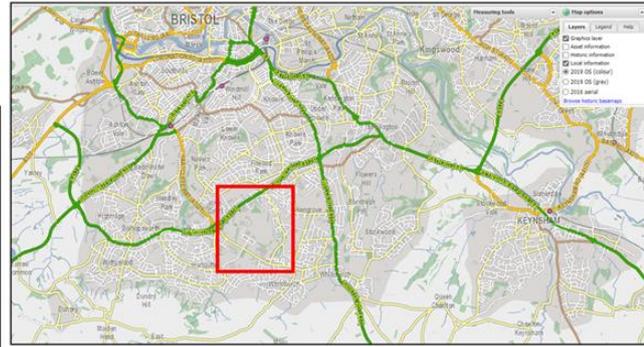
The project cuts across authority boundaries with proposals in South Gloucestershire and in Bristol, therefore BCC are working in partnership with South Gloucestershire Council, and WECA.

Bristol Proposals

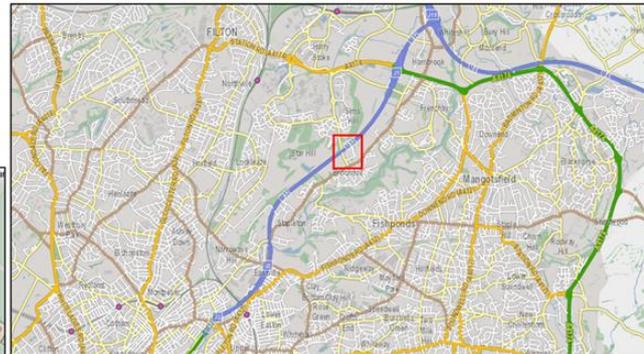
The proposed improvements to the metrobus network in Bristol are as follows:

- Upgrading the two existing Thurlestone bus stops on Bamfield, which are currently dis-used, to metrobus standard stops. To achieve this we are proposing to upgrade the shelter to a metrobus standard shelter at the existing northbound stop and install a new metrobus shelter at the existing southbound stop. In addition to the shelters we are proposing to install, an iPoint, two cycle stands, raised kerbs with associated safe haven paving, and bins at each stop. We will also look to improve the highway by inserting concrete pads at both stops.
 - Improving the junction between Stoke Gate (near the Begbrook metrobus stops) and Stoke Lane. The improvements will be achieved by raising the existing road sign so that it has a clearance of 2.5m. Insert a new yellow box junction on the southbound section of carriageway on Stoke Lane, where it runs over the junction mouth with Stoke Gate.
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Location of the Thurlestone stops on Bamfield



Location of Stoke Lane/Stoke Gate



The rationale

Thurlestone metrobus stops:

- The m1 currently serves Bamfield stopping at the northern end of the road (Alverstoke metrobus stops) and the southern end of the road (Paddock Gardens metrobus stops) with circa 1.5km between the two stops. Over the past couple of years there have been councillor and resident comments suggesting the distance between the two existing stops is too great, and how some residents living in the middle of Bamfield or to the east, find it challenging to access the metrobus network.

Stoke Lane/Stoke Gate:

- In recent years the Bristol City Council Public Transport Team have had complaints from bus operators highlighting that visibility for bus drivers turning right out of Stoke Gate on to Stoke Lane is poor. Bus operators have also reported being held up at the junction for a period of time during peak hours due to standing traffic, queuing back from the traffic lights to the south, blocking the junction mouth.
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The anticipated benefits

Thurlestone metrobus stops:

- Creating two new metrobus stops at Thurlestone, on Bamfield, public transport accessibility will be improved, as will connectivity to education, employment, and services. Bus patronage will be encouraged, helping to reduce the reliance on private cars and thus contributing towards improving the air quality in the city. Other modes of sustainable travel will be encouraged through the installation of cycle stands.

Stoke Gate/Stoke Lane:

- By raising the existing road sign to a clearance of 2.5m it is expected that a bus driver's vision of traffic travelling southbound will be improved, minimising the risk of a collision. By inserting a yellow no waiting box on the southern section of the carriageway it is thought that standing traffic queuing back from the lights will be deterred from blocking the junction mouth where Stoke Gate meets Stoke Lane. Consequently, it is anticipated that the reliability and punctuality of the m1 and the m3 will be improved as a result.
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Cost estimate

Our reason for seeking cabinet approval on this project is that the cost estimate currently stands at £649,657.00 . Two key reasons as to why this cost estimate is so high are:

1. The most recent quote obtained for the iPoints shows each unit costing £72,375.00 with an additional £3,150.00 per bolt box (1 bolt box needed per iPoint unit);
2. We are having to install circa 800m of B-NET to ensure both iPoint structures can be made operational. The most recent quote obtained to carry out the installation of the B-NET was £91,261.10 (This figure also includes the supply and installation of CCTV cameras).

Other costs that contribute to the £649,657.00 include the cost of, the construction works, a new metrobus shelter, metrobus standard shelter roof, seats, and timetable case (to upgrade existing shelter), the feeder pillars needed to supply power to the shelter, iPoints, and CCTV, Project management cost, and 40% contingency.

Key dates:

The key dates for the metrobus consolidation package can be seen below:

- 10th of January 2022: Transport Management Team Meeting
- 12th January 2022: Growth and Regeneration Executive Directors Meeting
- 28th of January 2022: Submission of FBC to WECA Grant Assurance
- 1st March 2022: Cabinet
- 8th April 2022: WECA Joint Committee
- June/July 2022: Construction
- Autumn 2022: Bus stops operational
- Spring 2023: Scheme complete (Scheme can only be considered complete when the iPoints have been installed. Currently the iPoints have a 12 month lead in time)

Budget Summary

Lessons Learned

Delivery of the metrobus programme within Bristol City Council was led by the Major Projects Directorate. The metrobus programme was project managed by external Consultants and the modelling, assessment and design work carried out by other Consultants, being managed by those Consultant programme/project managers. The Transport Service, who took over the direct management of metrobus programme in late 2014, were not

an integral part of the management of metrobus programme up until this point. They were both a Senior User and Senior Supplier in programme management terms. The reason the Transport Service took over the management of metrobus programme was as a result of wider Council efficiency measures, implemented in response to Government Comprehensive Spending Review, as result of financial crash of 2008.

The main findings of the Lessons Learned report for the metrobus programme, July 2017, identified the following categories where the programme could “Do more of” and “What could have gone better”. The summary of the main points under both headings are as follows.

“Do more of”

- Timescales needed to be more realistic, learn from past projects;
- Schemes were too large leading to lots of fire fighting;
- If we were delivering same programme again would look to simplify delivery model i.e. one scheme, one leader, one delivery vehicle;
- Resource plan properly, right people in right posts;
- Need a central team.

“What could have gone better”

- Programme governance, linkages put into too late, retrofitting;
- Lack of ownership, scheme seen by internal services as cash cow;
- Needed a Programme Director;
- Joint Procurement Strategy. Design and Build not financially beneficial to scheme promoters;
- Failure to understand complexity and scale of corporate risk.
- In respect of the findings above, Officers would like to highlight a small number of specific areas where the appropriate governance was not put in place that has led to difficulty in managing the overall programme and is likely to have contributed to the financial pressures detailed in this cabinet report as follows:
 - Programme Governance – Save for a short period, between July 2012-March 2013, there was no appointed Programme Manager for Bristol City Council for the metrobus programme. This meant that no one person had overall responsibility for oversight of the delivery of metrobus programme in the Council. No one person had responsibility for scrutiny of the Council’s financial pressures, project and programme risks and measures that needed to be implemented in order to mitigate such issues;
 - Corporate Financial support – the programme did not appoint a full time accountant, whose time would have been recharged to the programme. This role would have provided financial support and scrutiny for each of the project managers, for the three separate projects i.e. AVTM, SBL and NFHP. There was support from Corporate Finance but the focus of this tended to be on submission of quarterly grant claims to central Government only;
 - The management of income, grants between the Council and it’s two partner authorities, North Somerset (NSC) South Gloucestershire Councils (SGC) was not a simple and straight forward process. The actual process of managing income from NSC and SGC for the AVTM, SBL and NFHP projects was different for each project. The process whereby such income was loaded as budget onto each of the individual projects was not clearly managed in a timely manner or scrutinized.

In recognition of the metrobus programme delivery issues, but also wider project and programme delivery for Wider Transport Services (WTS), Officers have implemented new governance and oversight measures to improve our project and programme delivery. The Transport Programme Team (TPT) was set up within Strategic City Transport to put in place processes and systems to improve the governance, oversight and scrutiny of project and programme delivery. This has been an evolving process including governance meetings such as Capital Clinic and Transport Delivery Board (TDB). As part of the TDB Officers instigated a Highlight report for project and programme delivery.

Officers worked with the corporate Project Management Office (PMO), in 2019, to review the TDB process as part of the Corporate “Hot House” review and challenge process for project and programme governance. In response to this review the WTS put in place the following;

- Transport Steering Group (TSG) – provide improved communication across the WTS, and improved co-ordination, as well as business, product, and programme assurance for the Transport Capital programme.
- Transport Programme Delivery Board (TPDB) – receive project and programme management highlight

report on the delivery of the Transport Capital Programme. Review reports by exception, or at agreed stages, for projects for consideration, resolution, and decision. Implement a consistent approach to programme and project management methods and reporting for the WTS.

TPT oversee a project highlight reporting system that is very similar to that currently employed by the Growth and Regeneration Board. The system of highlight reporting is based on the principle of reporting by exception with delegated authority, in line with tolerances detailed in Project Initiation Documents (PID). TPT highlight reports are considered by the TSG in terms of exception reporting and then by TPDB where required. This TPT highlight reporting system has been in place since 2018. We are moving towards consolidating our TPT highlight reports with the format currently being reported to G&R Board.

In addition to the above, and as part of a Management of Change process, bringing together Local and Sustainable Transport and Strategic City Transport into one service, City Transport, the following new roles have been proposed.

- Transport Business Management Unit – This includes Business Manager, Project Controls Officer and Resource Manager. This Business Management Unit (BMU) scope includes both City Transport and Highways and Traffic Services i.e. (WTS). The main aim of the BMU is to ensure that the WTS has sufficient and adequate resources in place, at the right time, to manage the successful delivery of projects and programmes including our planned and responsive maintenance works. The new Resource Manager would take the resource planning lead. The role of the Project Controls Officer is to ensure appropriate alignment and engagement with Corporate Finance systems, in respect of managing Transport Capital Programme, budgets and financial processes;
- Programme Sponsors for Strategic Corridors and Neighbourhoods – Strategic Corridors and Neighbourhoods are the two programme streams where WTS is focussing project delivery. The Project Sponsor roles are new roles, with Sponsors being accountable for ensuring that the work is governed effectively and delivers the objectives that meet identified needs. The sponsor has a critical role as part of the governance board of any project, programme or portfolio, assisting the SRO. These roles will greatly improve oversight and leadership of our key work programmes, being fully focussed on the projects at hand without having to also consider BAU type activities and projects.

The Service Director, Economy of Place, has commissioned the Capital Strategic Partner to carry out a review of programme and project delivery within City Transport and WTS linked to the Council's Common Activities programme. This work is being project managed by the Council's corporate Project Management Office (PMO). The Discovery Phase of this commission completed in December 2021 and discussions are now focussing on key priorities, identified during the Discovery Phase, with a view to commissioning further solution design. The likely model will be a hub and spoke model with programme and project managers remaining based within City Transport, spoke element, but wider activities such as resource planning sitting with corporate PMO service, hub element.