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Greater Bristol Bus Network Major Scheme Business Case

Chapter 4

Delivery



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4. Delivery

INTRODUCTION

- 4.1 The DfT's guidance to authorities in preparing Major Scheme bid submissions emphasises the importance of high quality project management in delivering successful projects.
- 4.2 In our Programme Entry bid we set out the high level principles by which the GBBN will be managed. In preparing for Full Approval we have substantially expanded and refined our programme management processes according to PRINCE2 methods and evolving best practice in the delivery of projects of this type.
- 4.3 As discussed in Chapter 1, the GBBN is different from other Major Scheme bids that are submitted to the DfT for approval in that it comprises a large number of relatively low risk small minor work schemes and is to be delivered by four Councils, the Highways Agency and the area's main bus operator.
- 4.4 In discussion with the DfT, the GBBN scheme has therefore been defined as a Programme that comprises the delivery of a series of sub-projects. The GBBN Programme has been split down into six work-packages of scheme elements for which different programme partners are responsible for delivering. Each work package is then broken down into more detailed tasks. This has formed the basis for the planning of GBBN delivery.
- 4.5 The vast majority of the measures included within the bid are considered to be relatively straightforward minor engineering works involving low risk work methods and are identical to the types of scheme that the Councils have been delivering in recent years. Even the RTPI system is based on an expansion of the existing system operating in Bristol. The scheme is, therefore, different to high cost schemes such as guided busways or light rapid transit. Nonetheless, the simplicity of their engineering does not mean the measures will be delivered without careful planning and management. The complexity of the scheme is centred on ensuring that it is delivered on time and on budget, to achieve the network-wide benefits set out in the MSBC.

Our Track Record of Delivery

- 4.6 The Councils have a proven track record in the delivery of transport schemes, particularly bus-based improvements. Through the practical experience of delivering 'showcase' routes we have an excellent understanding of the implementation issues that can occur and, through risk management, have mitigated against these.
- 4.7 The Councils' experience, however, goes far wider than just project management of bus-based measures and all four have considerable expertise and track records in delivering high profile projects including:

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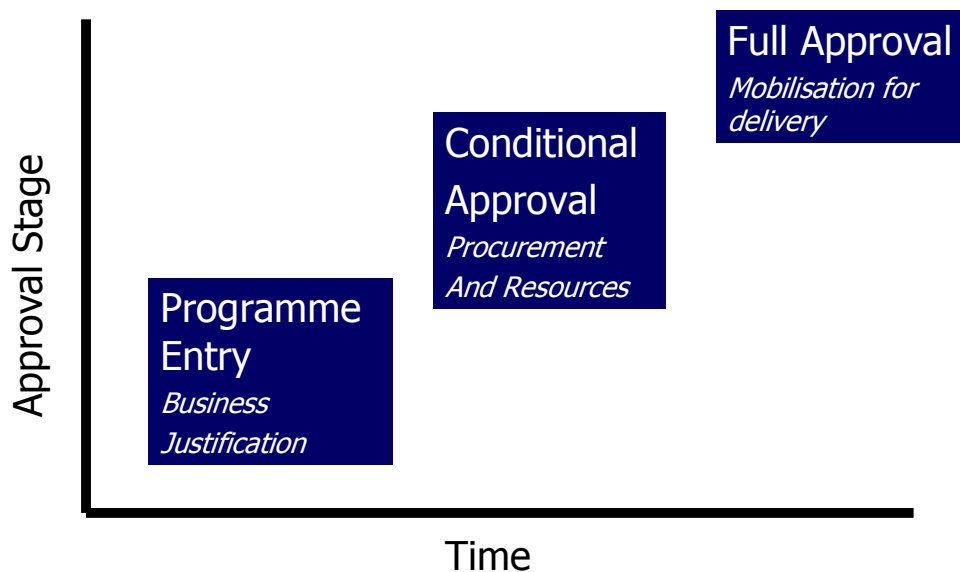
- ◆ Joint submission of a Delivery Report for the five year LTP1 period which was assessed as 'very good';
 - ◆ Coordination and delivery of major European Commission funded transport projects with large numbers of local and European partners. Bristol City Council was responsible for coordination and delivery of the Vivaldi project with a budget in excess of £20m. This 4-year project was completed on time and to budget in January 2006;
 - ◆ Successful implementation to budget and on time of major improvements to the A4174 Ring Road with a project cost of around £3.5m funded through supplementary LTP funding;
 - ◆ Both Bristol City and South Gloucestershire Council were awarded 'Centre of Excellence' status during the LTP1 period. South Gloucestershire achieved Centre of Excellence status for local transport delivery in 2005;
 - ◆ North Somerset Council submitted a £2.1m exceptional maintenance scheme bid for a 2.85km length of the A38 2004/05. The size of the scheme generated economies of scale, both in terms of cost and time. The scheme was successfully completed within one year; and
 - ◆ In preparing this MSBC the Councils have drawn on expertise both within and outside the four Councils to ensure that the delivery plans are robust and realistic. The Councils have been in dialogue with promoters of similar Major Schemes, including the successful bus-based scheme in Coventry.
- 4.8 Atkins, as the interim Independent Programme Director (IPD), has brought with it extensive experience of project and programme planning from concept design through to implementation. Atkins has staff working in many different transport and non-transport disciplines and has been able to utilise their wider resources to bring in expertise for specialist advice and to 'challenge' the plans being put forward. Specialist advice used in developing this Full Approval MSBC has covered areas including procurement, resource planning, risk management, bus priority scheme development and QBPS.
- 4.9 The Councils have also utilised their other term consultants, Halcrow and Mott Macdonald to assist with the development of other specific aspects of the Full Approval MSBC. These include the RTP1 specification and procurement and development of specific schemes in the Bath and North East Somerset area.
- 4.10 This in-house and consultancy expertise has been complemented by the benefit of two Gateway Reviews. On both occasions the multi-discipline review teams have provided significant added-value with their guidance and recommendations.
- 4.11 These recommendations have been addressed in developing this Full Approval MSBC. Further information on the Gateway Review process, recommendations and outcomes is detailed in Chapter 1 and later in this chapter.

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Components of the GBBN Delivery Framework

4.12 As set out in Chapter 1 (and shown in Figure 4.1), work since Programme Entry has been progressing the business case towards full approval. As the scheme has progressed from the initial business justification towards mobilisation for delivery, the focus of activities has moved from modelling and appraisal to procurement, resource planning and mobilisation of Governance and Programme Management arrangements.

Figure 4.1 - Focus of GBBN Major Scheme Development Work



4.13 The remainder of this chapter summarises the components of the delivery framework as follows:

- ◆ Governance arrangements
- ◆ Legal Agreements
- ◆ Programme Management Practices
 - Programme Handbook
 - Risk Management and updated Risk Register
 - Implementation Programme and Milestones
 - Stakeholder Analysis
 - Gateway Reviews
 - Scheme Progress Monitoring

GOVERNANCE

4.14 The GBBN is a key component of the transport strategy for the sub-region. Jointly promoting the scheme has required us to work together effectively in planning and

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developing the scheme - building upon the successful joint-working that enabled us to submit our JLTP - and develop robust governance and management arrangements for the scheme delivery and operation stage.

- 4.15 At the time of submitting the Programme Entry MSBC in July 2005, formal joint working between the four Councils was in its infancy at a little over 12 months old. As identified in the GBBN Gateway Review (October 2005) there has been a need to move towards formal Governance and Programme Management arrangements. The Councils welcomed the recommendation of the first Gateway Review and saw the need to move towards a formal governance structure (Figure 4.2) responsible for overseeing all the Major Schemes set out in the development programme within Chapter 10 of the JLTP.
- 4.16 The higher level structure is complemented by the GBBN Programme Board that sits beneath it.
- 4.17 These governance structures have been formally approved by the four Councils and will be embodied in the contractual documentation linked to delivery of the GBBN scheme.
- 4.18 This structure has been in place and operating successfully since August 2006 as the means of progressing the GBBN Full Approval MSBC and preparing for scheme implementation in 2007.

Programme Management Structure and Responsibilities

- 4.19 The Governance and programme management arrangements for the GBBN are shown in Figure 4.2 and described further below.
- 4.20 At the highest level governance rests with the Full Councils supported by the challenge and advisory roles provided by the Joint Scrutiny Committee and the West of England Partnership. It is noted that none of the Councils have yet decided to transfer responsibilities for key decisions to a formally constituted Joint Committee. Key strategic decisions will, therefore, remain with the individual local authorities.

Programme Steering Group

- 4.21 The role of the Programme Steering Group is of strategic co-ordination, liaison and monitoring on a quarterly basis of the Programme. This group consists of:
- ◆ Four Executive Members;
 - ◆ Four Directors; and
 - ◆ Chief Executive of the West of England Partnership – Observer status.
- 4.22 This strategic level will relate to the overall programme of Major Schemes that forms part of the JLTP strategy, rather than to just the GBBN Programme alone. This level also oversees the development of the authorities' potential TIF Package.



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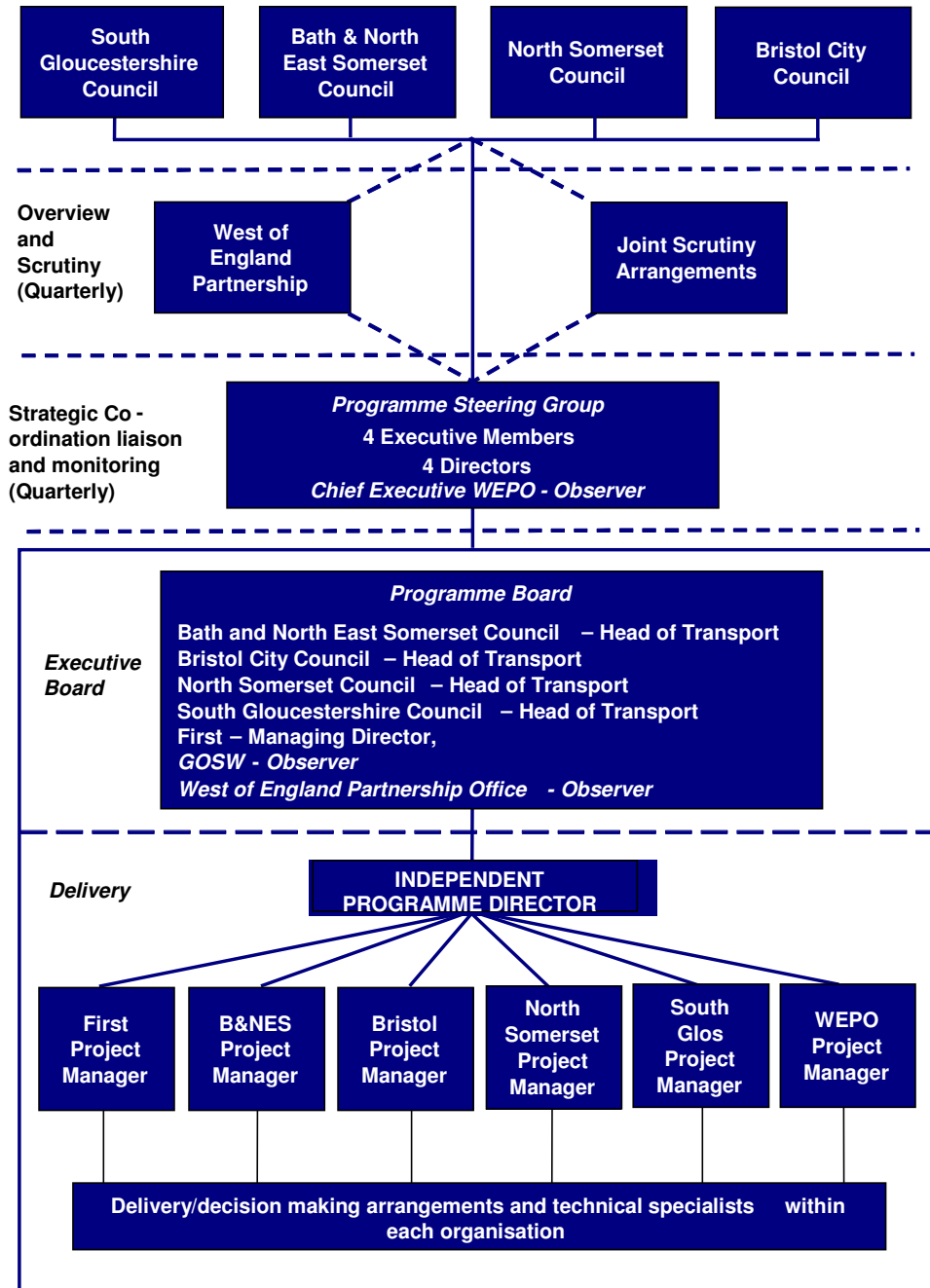
Programme Board

- 4.23 The GBBN Programme Board consists of the group who guide and steer the direction of the GBBN programme and are responsible for its delivery. The Programme Board will authorise the programme plan (and any agreed variations) and will authorise strategic decisions, or seek authority for key strategic decisions from the Programme Steering Group, which will be approved by Council Executives.
- 4.24 The Programme Board consists of representatives of the four authorities and First at sufficiently senior level that representatives have the authority to act on behalf of their organisation, without referring every matter back for further consideration within their organisation.
- 4.25 The Programme Board will support the Senior Responsible Officer (SRO) in the delivery of the GBBN Programme. The Programme Board will be empowered by the four authorities and First to approve changes to the programme plan within levels set out in the Programme Handbook.
- 4.26 The Programme Board also has overall responsibility for Quality Assurance. A Programme Board member will be nominated with this responsibility. They will be responsible for utilising the Quality Review techniques set out in the Programme Handbook and report to the Programme Board their independent view on progress.
- 4.27 The Programme Board has been in operation since August 2006.
- 4.28 The Programme Handbook provides more detail about the responsibilities of the Programme Board (see below). In summary the key roles are as follows.

Senior Responsible Officer

- 4.29 The SRO for the programme is provided by South Gloucestershire Council. The SRO has overall responsibility for ensuring that a programme meets its objectives and delivers the projected benefits within the time and cost parameters set out in the Programme Handbook. The SRO is the Chair of the Programme Board.
- 4.30 The SRO will be accountable for delivery of GBBN to the timescale, budget and quality standards set out in the Full Approval MSBC. The SRO will be empowered to approve changes to programme tasks and work packages within the agreed tolerances set out in Section 4 of the Programme Handbook.

Figure 4.2 - Governance Arrangements for the GBBN



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Independent Programme Director (IPD)

- 4.31 The IPD will be responsible for delivering the programme as set out in the MSBC and in line with the controls and procedures set out in the Programme Handbook.
- 4.32 The IPD has defined the programme plan and will ensure that the programme is delivered on time and within specification and budget, seeking additional authorities as necessary. The Programme Handbook provides further detail about the responsibilities of the IPD.

Project Managers

- 4.33 Each of the six project partners will have a named project manager. The project manager will be responsible for delivery of their work package within their respective organisation as set out in Programme Handbook (provided as Appendix 4A).
- 4.34 The Project Managers will be the primary audience for the Programme Handbook. Within the handbook are the reporting, financial and change controls procedures of the GBBN Programme that the Project Managers will be required to adhere to. If any project manager moves outside of the procedures with the programme handbook then they will invoke a red flag procedure. Red flag will result in suspension of all payments (and eligible claims) from that date until such time that the GBBN Programme Board approves an Exception Plan to rectify the breach of contract.

Evaluation Manager

- 4.35 It is recognised that Evaluation and Monitoring both during delivery of the Programme and post-completion will be vital to assess the benefits realisation of the programme. It is also recognised that, in line with DfT guidance, process evaluation will be critical to improve performance throughout implementation and to provide lessons learnt for other projects and programmes by the four Councils across the wider DfT Major Schemes Programme.
- 4.36 To ensure the benefits of GBBN can be captured and tracked against the business case an Evaluation Plan has been prepared. A key element of the Evaluation Plan is the appointment of the Evaluation Manager. It has been agreed that this role will be provided by the Joint Transport Team (JTT) of the West of England Partnership.
- 4.37 Further details about the responsibilities of the Evaluation Manager and the Evaluation Plan can be found in the Programme Handbook (Appendix 4A).

Marketing and Communications Team Manager

- 4.38 In line with the Communications Plan (Appendix 4K), a GBBN Marketing and Communications Team Manager will be nominated. This person is the primary contact for coordinating media activities, either proactive or responsive, on behalf of the four Councils.

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LEGAL AGREEMENTS

4.39 To ensure that adequate assurance is in place to protect DfT's, the Councils and First's investment, four legal agreements have been developed to facilitate delivery and operation of the GBBN. The four key agreements are set out in Table 4.1 below.

Table 4.1 - Legal Agreements for GBBN

Agreement	Description	Signatories
Grant Agreement for Major scheme Funding	Standard DfT Grant Agreement amended to allow all four authorities to co-sign	DfT and four Councils
Agreement between four Councils	Separate agreement to formalise the governance and programme management arrangements	Four Councils
Quality Bus Partnerships Scheme/Agreement (QBPS and QBPA)	Agreements to provide DfT, the Councils and First with Assurance that schemes and service enhancements will be delivered and that infrastructure will be maintained	First, Councils, Highways Agency and other bus operators where appropriate
Agreement with Highways Agency for delivery of M32 Scheme	Side agreement between Bristol City Council and the Highways Agency to facilitate delivery of the M32 scheme	Bristol City Council and Highways Agency

4.40 The four legal agreements have different purposes as summarised below.

The Grant Agreement for Major Scheme

4.41 This will be the standard grant agreement that DfT requires funding recipients to sign for Major Schemes. In the case of GBBN, Bath and North East Somerset will be acting as the recipient of funding on behalf of the four Councils. It was considered appropriate, however, that the agreement should be widened to allow all four Councils to be co-signatories to the agreement with DfT to reflect the sub-regional nature of the bid and recognise the importance of commitment from all four Councils in developing and delivering the GBBN scheme.

Agreement between the Four Councils

4.42 In developing this Full Approval MSBC the governance and programme management arrangements for GBBN between the four Councils have been formalised.

4.43 A formal legal agreement has been prepared between the four Councils that will 'bind' them together and ensure that the SRO, Programme Board and IPD are empowered to deliver the programme and deal with risks and programme changes in line with the agreements and tolerances set out in the Programme Handbook.

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- 4.44 The formal legal agreement is complemented by the GBBN Programme Handbook, further details of which are contained later in this Chapter and in Appendix 4A.

Quality Bus Scheme Agreements

- 4.45 Critical to the strength of the GBBN Full Approval MSBC is the level of support and joint working with the main bus operator, First.
- 4.46 First have been active and full members of the Programme Board. As part of their commitment to GBBN First will be investing not only in the quality of the service they operate but also enhanced frequencies and agreed route changes.
- 4.47 Critical to both First and the Councils is creating a framework where both parties can have the confidence to invest. The Councils need to be certain that their investment will be matched by bus service improvements offered by First. Similarly, First will need to be confident that the bus infrastructure is provided if the proposed service enhancements are to be commercially viable.
- 4.48 The need for robust legal agreements with operators has been strengthened by guidance from DfT who require firm assurance measures to ensure that they can be confident that the Government's investment will be protected. DfT has raised the concern during the preparation of this MSBC that it will be difficult to assess if measures continue to remain in place and to what extent the quality of this infrastructure has been maintained.
- 4.49 To this end DfT has sought for the authorities to develop partnership schemes as defined in the Transport Act 2000 as set out in Guidance issued in July 2006.
- 4.50 In submitting this bid, the authorities have signed the Memorandum of Understanding (MOU) (see Appendix 4D) and have appended a draft QBPS and QBPA agreement (see Appendix 4F). A summary of the scope of each of the three agreements is set out below.

Memorandum of Understanding

- 4.51 This is signed by the four Councils and First. The MOU states that:
- ◆ The Councils wish to implement the Greater Bristol Bus Network (GBBN);
 - ◆ The Councils propose to implement a Statutory Quality Bus Partnership (also known as a QBPS) under sections 114 to 123 of the Transport Act 2000. This will commit the Councils to providing a specified level of infrastructure in return for requiring high operational standards from any bus operator who wishes to use it; and
 - ◆ The Councils and First propose to implement a voluntary Quality Bus Partnership (also known as a QBPA). This will allow First and the Councils to extend the scope of commitment beyond that currently permitted by the Scheme. First will commit to providing specific frequencies – these cannot be incorporated in the Statutory Quality Bus Partnership.

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Quality Bus Partnership Scheme (QBPS)

- 4.52 It is proposed that a separate scheme will be established for each GBBN corridor. Those Authorities (including with respect to the M32 scheme the Highways Agency) which manage highway in the Scheme Area will be signatories to the Scheme.
- 4.53 Bus operators who sign an undertaking to the Traffic Commissioner that they will meet the specified standard of service will be able to use the infrastructure provided under the Scheme. Any operator who uses the infrastructure but who fails to meet the standard will be subject to disciplinary action by the Traffic Commissioner. The precise standards will vary according to the level of infrastructure provided under each Scheme and will be subject to statutory consultation but these standards are likely to include:
- ◆ Reliability, including time limits for removing broken down buses from the highway;
 - ◆ Complying with a limited number of service change dates;
 - ◆ Notifying the Authorities of fare revisions;
 - ◆ Providing vehicles which meet accessibility standards;
 - ◆ Meeting specified emissions standards;
 - ◆ Providing sufficient capacity;
 - ◆ Enabling the Authorities to fit RTPI systems and complying with various conditions surrounding its use;
 - ◆ Providing passenger security by fitting and maintaining CCTV systems;
 - ◆ Providing passenger information inside buses;
 - ◆ Ensuring that buses used have adequate heating and lighting, display correct destination displays, have correct internal lighting, meet specified standards for vehicle cleanliness and presentation and adhering to specified time limits for rectification of defects;
 - ◆ Ensuring that bus drivers obtain an NVQ level 2 in Customer Service, and adhere to standards of behaviour;
 - ◆ Customer behaviour – operation of a policy to address behaviour that could be an annoyance to others such as smoking and drinking alcohol; and
 - ◆ Monitoring passengers' attitudes.
- 4.54 The Councils will be responsible for:
- ◆ Upgrading bus stops to include raised kerbs, providing shelters and new bus stop flags and providing RTPI displays. They will also be responsible for maintaining and enforcing these bus stop measures through Service Level Agreements with third parties if necessary;
 - ◆ Providing and maintaining traffic management and bus priority measures including bus lanes, conversion of zebra crossings to puffins to improve traffic flow, conversion of some priority junctions to signal operation and incorporating

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Selective Vehicle Detection (SVD) systems at these junctions, and parking and loading restrictions. Maintenance will be through third parties if necessary and in these cases Service Level Agreements will need to be signed. The Councils will be committed to specified maintenance schedules and time limits for fault rectification;

- ◆ Providing and enforcing the necessary Traffic Regulation Orders (TRO) to support the traffic management and bus priority measures, through Service Level Agreements with third parties if necessary; and
 - ◆ Providing and maintaining RTPI systems.
- 4.55 Any existing bus priority or traffic management measures that are less than five years old at the time of making the Scheme may be included in the Scheme.

Quality Bus Partnership Agreement

- 4.56 Whilst not made under a specific Act of Parliament, the Agreement (signed by the Councils and by First) is designed to be legally enforceable. It enables the Councils and First to include certain measures that at present may not be included in a QBPS under the Transport Act 2000. It is anticipated that there will be a separate Agreement on each GBBN corridor running parallel with each statutory partnership scheme.
- 4.57 The Agreement includes a commitment by First to operate specific services at a frequency defined in the Agreement.
- 4.58 It enables the Councils to include the provision and maintenance of infrastructure more than 5 years old (which therefore must be excluded from the Scheme) and it is anticipated that where appropriate these Agreements will replace existing Quality Bus Partnerships.
- 4.59 It commits the Councils to use the powers available to them under the Traffic Management Act 2004 to protect buses from the adverse effects of congestion and to ensure that the purpose and objectives of both the Scheme and Agreement are delivered. It also includes more general provisions that the Councils will, inter alia:
- ◆ Develop transport strategies in consultation with First;
 - ◆ Ensure the land use planning proposals are assessed in terms of their accessibility by bus;
 - ◆ Improve inter-modal interchange; and
 - ◆ Ensure that new development is accessible by bus.

Agreement between Bristol City Council and the Highways Agency

- 4.60 The M32 corridor proposals contain a section of bus lane for which the Highways Agency is the responsible authority, before the bus lane then continues onto a Bristol City Council road (A4032 Newfoundland Way).

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- 4.61 It has been agreed that the Highways Agency will be responsible for delivery of this scheme element. A contract will be let under a Section 278 Agreement (under the Highways Act 1980) setting out the terms and conditions of the work, with a parallel Section 4 Agreement (under Highways Act 1980) granting the Highways Agency permission to work on Bristol City Council's highway.
- 4.62 Draft / model Section 278 and Section 4 agreements are included in Appendix 4E.

PROGRAMME MANAGEMENT PRACTICES

- 4.63 Supporting the governance model set up for the GBBN scheme (Figure 4.2), the programme management processes have been established. With a programme such as the GBBN there is a need to define clear programme management methodologies to ensure that the plans within the MSBC can be delivered to the time, budget and the quality standards required.

PROGRAMME HANDBOOK

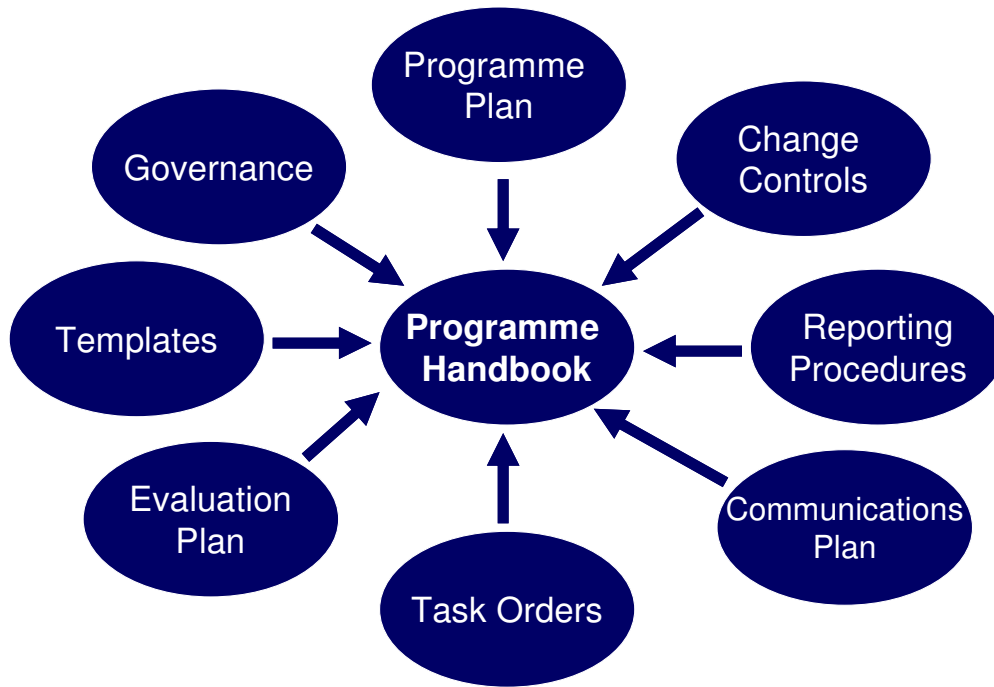
- 4.64 A key tool in developing the Programme Management regime has been the preparation of the **GBBN Programme Handbook**. The handbook brings together the full set of PRINCE2 controls tailored for GBBN purposes.
- 4.65 The handbook sets out reporting, management, financial procedures and procedures for change. It contains the authorisation and threshold levels and will be the key reference manual for the project managers who are responsible for delivering their scheme elements.
- 4.66 The Programme Handbook (Appendix 4A) is being provided to the project managers and project staff working for the four Councils of Bath and North East Somerset, Bristol City, North Somerset and South Gloucestershire, the West of England Partnership (JTT) and the bus operator, First.
- 4.67 The Programme Handbook sets out the PRINCE2 processes and controls that will be applied to delivery of the GBBN Programme, as shown in Figure 4.3. The Programme Handbook is part of the contractual agreement between the Programme partners. It includes the procedures for handling change, planned or unforeseen.
- 4.68 The programme management and controls for both the whole GBBN programme and delivery of all the individual tasks has been developed to be consistent with PRINCE2. Whilst some of the terminology has been adapted for local circumstances the components, processes and techniques are all grounded in PRINCE2.
- 4.69 The key principle behind the Programme Handbook is 'management by exception'. By setting out the detailed procedures for reporting, financial and change controls within this handbook it will allow the project managers of the six delivery agents to deliver the Programme in a controlled manner without excessive bureaucracy and interference from the Programme Board. The Programme Board will meet at agreed



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intervals as set out in the Programme Handbook and provide ad hoc guidance and decision making throughout delivery of the GBBN Programme.

Figure 4.4 - Key Elements of GBBN Programme Handbook



4.70 Any deviation from the procedures and controls set out in the Programme Handbook will invoke immediate suspension of payments and instigate commencement of the exception reporting process set out in the Programme Handbook.

Formal Management Procedures

4.71 Regular financial reporting will be critical to ensure that the Programme Board, SRO and IPD are able to track progress against the timescales and budget set out in the Programme Handbook. Reporting will take place in the following ways:

- ◆ Weekly progress meeting;
- ◆ Quarterly progress reports;
- ◆ Annual progress reports;
- ◆ Annual Stage plans;
- ◆ Cost Statements;
- ◆ Task Order Tracker Spreadsheet; and
- ◆ Exception reporting and exception planning.



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- 4.72 A critical tool for the IPD will be the Task Order Tracker Spreadsheet. This spreadsheet tracks the current progress, planned versus actual, for all the individual scheme components of GBBN. Further information is detailed below.

Monitoring of Scheme Progress

- 4.73 Through the formal reporting procedures set out above the IPD will keep their 'finger on the pulse' of the status of delivery and any associated impacts. The IPD will monitor financial information provided by each partner for each quarterly period to ensure resource usage does not deviate from the budgeted schedule using the Task Order Tracker Spreadsheet. The template for the Task Order Tracker Spreadsheet is included in Annex M of the Programme Handbook.

Task Order Tracker Spreadsheet

- 4.74 The Task Order Tracker Spreadsheet will be maintained throughout the duration of the programme, and will allow the IPD and SRO to monitor progress against task for each partner. The IPD will be able to highlight:
- ◆ Actual against planned staff resource use for each task;
 - ◆ Actual against planned contractor resource use for each task; and
 - ◆ Work progress against resources used.
- 4.75 The spreadsheet will be updated with changes to timescales and resources approved through the change controls set out in this handbook. This database will also be used to provide an annual summary of resource usage for each contractor, to aid their own resource and financial monitoring and in the preparation of cost statements. The information from the weekly progress meetings will be used to update the progress and spend in the Task Order Tracker Spreadsheet.

Change Controls

- 4.76 The Programme Handbook, sets out procedures which must be adhered to if making variation to contract. Any changes to the Task Orders outside of the procedures set out in the Programme Handbook will result in an immediate suspension of payments and the issues will be raised in an Exception Report for consideration at the next Programme board meeting. The Programme Board will instruct the SRO and IPD to prepare an Exception Plan for their approval.

Procedure for Changes to Task Orders (Time and Budget)

- 4.77 It is recognised that change will occur during the implementation of GBBN. The purpose of this section is to provide appropriate delegation of decision making to avoid excessive bureaucracy and involvement of the Programme Board. At the same time the controls and thresholds have been set to ensure the Programme Board and Programme Steering Group are involved where necessary. To this effect a sliding scale of delegated powers is set out in the Programme Handbook to allow different levels of the governance structure to make change decisions.

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- 4.78 Regardless of the delegation, all changes will be recorded in line with the procedures set out in the Programme Handbook
- 4.79 All changes, for whatever reason, will be documented on the agreed templates and the business case will be updated in advance of the next Programme Board. This will include revised Task Orders (Annex A) and amendments to the Task Order Tracker Spreadsheet (Annex M).

Thresholds for Moving Funding between Tasks and Altering Delivery Timescales within a Partners Work Package

- 4.80 In line with PRINCE2 a series of approval limits are proposed for each tier of the management structure. This authorisation levels are set out below.
- 4.81 All requests for changes that fall within the authorisation levels set out in the Programme Handbook will be submitted to the IPD on a GBBN Financial Change Form as set out in Annex N of the Programme Handbook.

Table 4.2 – Thresholds for Moving Funding between Tasks and Altering Delivery Timescales - Authority Levels

Authority Level	Threshold
Project Manager	<ul style="list-style-type: none"> ◆ Authorised to move a maximum of 10% between individual tasks within a work package up to an absolute value of £30,000 ◆ Authorised to change the start or finish date of any one individual task by up to one month
IPD	<ul style="list-style-type: none"> ◆ Authorised to move a maximum of 15% between individual tasks within a work package up to an absolute value of £40,000 ◆ Authorised to change the start or finish date of any one individual task by up to two months
SRO	<ul style="list-style-type: none"> ◆ Authorised to move a maximum of 20% between individual tasks within a work package up to an absolute value of £75,000 ◆ Authorised to change the start or finish date of any one individual task by up to three months
Programme Board	<ul style="list-style-type: none"> ◆ Authorised to move a maximum of 35% between individual tasks within a work package up to an absolute value of £100,000 ◆ Authorised to change the start or finish date of any one individual task by up to six months
Programme Steering Group	<ul style="list-style-type: none"> ◆ Authorised to move a maximum of 45% between individual tasks within a work package up to an absolute value of £200,000 ◆ Authorised to change the start or finish date of any one individual task by up to nine months

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Application for funding From GBBN Change Budget

- 4.82 During the completion of the Full Approval MSBC, or during programme construction, it is recognised that, in a limited number of occasions, additional funding may be required from the GBBN change budget. In most cases the Exception Report will include an Exception Plan demonstrating the impact on the business case of both doing nothing and doing something (providing the additional funding).
- 4.83 When requests for additional funding from the change budget are made, then in all cases the Council requesting the funding will need to demonstrate that they could not provide the shortfall from other sources of funding within their Council.
- 4.84 To instigate a request for additional funding a Programme Issue will need to have been raised with the IPD. The IPD will assess the issue with the SRO and, where appropriate, the IPD will be instructed to prepare an Exception Report in conjunction with the relevant project manager. Depending on the scale of resources required the delegated authority to approve the additional funding will lie with the following groups.

Table 4.3 – Application for From GBBN Change Budget - Authority Levels

Authority Level	Threshold
IPD	◆ Authorised to approve up to £50,000 per partner in each 12 month period
SRO	◆ Authorised to approve up to £75,000 per partner in each 12 month period
Programme Board	◆ Authorised to approve up to £250,000 per partner in each 12 month period
Programme Steering Group	◆ Authorised to approve up to £500,000 per partner in each 12 month period

Red Flag Procedures

- 4.85 If, for any reason, any partner is found to be operating outside the GBBN programme controls as set out in the Programme Handbook then the SRO will be empowered to 'red flag' any partner. This will result in immediate suspension of payments and will require an extraordinary Programme Board meeting. At the meeting the partner(s) in question will be required, in conjunction with IPD, to prepare an Exception Report setting out the current position and reasons for departure. The programme partner(s) in questions will also be given the opportunity to put forward their proposals, in the form of an Exception Plan, to rectify the non-compliant change.
- 4.86 Any changes required will need to address the change control procedures set out in this chapter and before recommencement of funding to the relevant partner can be granted it will require approval of all Programme Board members.

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- 4.87 If a majority do not support the Exception Report and Plan then the IPD will be given guidance on re-submitting. If, however, a minority of Programme Board members oppose the proposal then the matter will be referred to the Programme Steering Group for their consideration.

Movement of Funding between Work Packages

- 4.88 Throughout the duration of the GBBN Programme there could be a need to consider the transfer of funding between work packages. This could be raised by mutual consent, or could be deemed necessary by the Programme Board to address a risk from issues that occur through the Exception Reporting procedure.
- 4.89 All changes of this nature will be raised as Exception Reports and considered at the next Programme Board. If no Programme Board is scheduled within the next two weeks then an extra-ordinary meeting will be convened.
- 4.90 The Exception Report will be prepared by the IPD, guided by the SRO, and will include the audit trail of issues being raised through the reporting procedures set out in the Handbook. If reporting procedures have not been followed the 'Red Flag' procedures will be immediately applied.
- 4.91 The Programme Board will consider the report and direct the SRO and IPD to produce an Exception Plan for consideration by the next Programme Steering Group. The Exception Plan will set out the benefits, costs and risks of both taking the proposed action and taking no action. If, to allow the change to take place, termination of any of the individual tasks is proposed then details of the impact on the business case, including benefits realisation, will be included in the Exception Report.
- 4.92 The GBBN Programme Board recognise the importance of consulting DfT on any significant change to the GBBN programme. Any proposals to move funding between work packages will be subject to formal consultation with DfT.
- 4.93 Following consultation with DfT, the SRO will present the proposals to Programme Steering Group. If no meeting is scheduled within the next six weeks then an extraordinary meeting will be convened.

Changes to Task Orders

- 4.94 It is recognised that during the implementation of the programme some of the individual task orders will change. This is particularly relevant to the bus priority works where during the detailed design stage the exact layout of schemes could be expected to alter.
- 4.95 The overarching principle of the GBBN Programme is that the schemes that are delivered should not deviate significantly from those set out in the Task Orders in Annex A of the Programme Handbook. Any significant changes from those set out in the Task Orders in Annex A are likely to have impacts on the business case and

ATKINS

predicted outcomes (in terms bus journey time reliability, bus journey times and bus patronage).

- 4.96 Task Order changes are classified as 'minor' and 'major'. The definition of 'major' changes is set out below with details of how major changes will be dealt with. 'Minor' changes are any that do not fall within the definition of 'major'.
- 4.97 The procedure for approving 'minor' changes to Task Orders will be through the Exception Reporting procedures. Any changes to bus priority measures and bus stop infrastructure will be expected to have been discussed with First prior to production of the Exception Report.
- 4.98 The IPD will review all proposed changes with the SRO and recommend items for approval at the next Programme Board. If there are any proposed changes that the IPD and SRO cannot agree with a partner these will be submitted to the next Programme Board for consideration.
- 4.99 The IPD and SRO will not be empowered to authorise any 'major' change as defined in the next section.

Major Changes to the GBBN Programme (including Termination)

- 4.100 Any major change to the final nature of any of the individual tasks, as set out in the Task Orders, will be considered a fundamental change to the programme. An Exception Report will need to be discussed and submitted to the IPD.
- 4.101 The report will be discussed, in the first instance, at the next Programme Board. If the next meeting will be in excess of six weeks the SRO will communicate with other Programme Board members to agree if an extra-ordinary meeting is required.
- 4.102 The Programme Board will consider the report and direct the SRO and IPD to produce an Exception Plan for consideration by the next Programme Steering Group. The Exception Plan will set out the benefits, costs and risks of taking both the proposed action and no action. If, to allow the change to take place, termination of any of the individual tasks is proposed, then a description of the impacts on the business case, including benefits realisation, will be included in the Exception Report.
- 4.103 The GBBN Programme Board recognise the importance of consulting DfT on any significant change to the GBBN programme. Any proposals to move funding between work packages will be subject to consultation with DfT.
- 4.104 Following consultation with DfT the SRO will present the proposals to Programme Steering Group. If no meeting is scheduled within the next six weeks then an extraordinary meeting will be convened.
- 4.105 Following the decision of the Programme Steering Group, all programme documentation will be changed to reflect revisions to Task Orders and Programme monitoring.

ATKINS

4.106 For the purpose of GBBN the definition of a major change is:

- ◆ Proposed removal of one or more specific tasks as defined in the Task Orders in Annex A of the Programme Handbook;
- ◆ Reduction or extension of any proposed bus lanes or HOV Lanes by 25m or more where bus lane proposals exceed 150m;
- ◆ Reduction or extension of any proposed bus lanes or HOV Lanes by 15m or more where bus lane proposals are less than 150m;
- ◆ Removal of any proposed signalisations or junction changes;
- ◆ Alterations to permitted and prohibited movements at junctions as set out in the Task Orders;
- ◆ Change to the specification of buses as set out in the Quality Bus Scheme(s);
- ◆ Failure to proceed with Quality Bus Scheme(s) as set out in the business case; and
- ◆ Dispute between any party within the Quality Bus Scheme Agreements.

Programme Communication

4.107 A robust 'engagement model' has been developed to achieve efficient and effective internal communications. As well as internal communications ensuring two-way communication with Council staff and the corridor, RTPI, and enforcement teams, emphasis will also be placed on briefing the wider council membership.

Communications Plan

4.108 The Communications Plan (see Appendix 4K) sets out a four-phase approach to the consultation process. The first two phases have already taken place through the development of the JLTP, which included GBBN. This has provided an effective basis for setting out the context to the development of GBBN and the concept of the Major Scheme itself. The response was strong public support, with a majority of people identifying the need to improve public transport provision, and improved bus infrastructure being identified as the top priority for transport improvement in Greater Bristol.

4.109 The delivery of the Communications Plan, and subsidiary Consultation and Marketing Plans, will be led by the JTT of the West of England Partnership. The JTT will be responsible for procuring the resources necessary to ensure the effective delivery of this Communications Plan.

Programme Quality Plan

4.110 The provision of materials and works associated with the delivery of GBBN are subject to the detailed quality standards. Detailed Quality Standards have been prepared for the following elements:

- ◆ Construction Standards for each Council's Maintenance Teams;

ATKINS

- ◆ Bus Stop Specifications;
- ◆ Bus Stop Pole and Flag Specification;
- ◆ Raised Kerb Specification;
- ◆ RTP1 Specification;
- ◆ UTMC Compliance Specification;
- ◆ Branding; and
- ◆ Marketing and Publicity.

4.111 In line with PRINCE2, quality assurance of both process and outcome will be undertaken throughout the programme. On obtaining Full Approval, the Programme Board will formally delegate Quality Assurance responsibilities to one or more members of the GBBN Programme Board.

Peer Review Group

4.112 A peer review group will be established to support Quality Assurance. All Programme Board members will be given the opportunity to provide staff for this group. Nominated staff must not be directly involved in delivery of any of the GBBN tasks set out in the Task Orders in Annex A of the Programme Handbook.

4.113 The Peer Review Group will be convened at the discretion of the Programme Board member with quality assurance responsibilities to meet and review actual progress against that planned. The purpose of the group is to provide an internal 'challenge' role to support the Programme Board when considering progress reports from the IPD. The group will not undertake any audits or reviews at this level but rather raise formal issues to via the nominated Programme Board member if concerns are identified.

External Quality Reviews

4.114 It is proposed to complement the internal review group with external reviews that will be undertaken throughout the duration of the GBBN Programme. The reviews will take place at the discretion of the Programme Board at a minimum frequency of every 12 months. The approval for such a review will include a detailed proposal for: the reasons (linked to issues/risks, Peer Review reports or change controls); scope; timescale; and budgetary requirements for the review.

4.115 All Quality Reviews will include the following minimum requirements:

- ◆ Establishment of a review team with the following roles: Review chairperson; Reviewer(s); and scribe;
- ◆ Agreed scope and timescale;
- ◆ Agreed list of documentation for the IPD and SRO to provide in advance; and
- ◆ Formal report following conclusion of the review with, if necessary, an Exception Report for the Programme Board to consider.

ATKINS

Gateway Reviews

- 4.116 Gateway Reviews will continue to be undertaken throughout the delivery timeframe of GBBN.
- 4.117 DfT guidance requires a Gateway 4 to be completed before final payments can be made and commitment to undertake Gateway 5 following delivery.
- 4.118 GBBN differs from the standard major scheme guidance since it has been agreed at the review in December 2006 that a Gateway 0 Programme Review should be applied.
- 4.119 As part of the agreement to undertake Gateway 0 Programme Reviews they will be configured to mirror the 'project' gateway reviews and cover in sufficient detail the issues that DfT require to have been examined. Whilst we will seek to cover any 'mandatory' issues, the exact scope and nature of each review, as with all Gateway Reviews, will be agreed between the Project Partners and the DfT to ensure best use of both the 4Ps, reviewers resources and maximum 'added value' from the reviews.
- 4.120 The Programme Board reserves the right to request additional reviews from 4Ps throughout the delivery of GBBN programme as it considers necessary.

Resource Planning

- 4.121 The Procurement Strategy, set out in Chapter 6, considers the key resource issues that need to be planned and managed in order to ensure delivery of the GBBN Programme on time and to budget from October 2007 until programme completion. This includes design staff, on-street works, and key procurement requirements to undertake preparation and design work and to implement the scheme. Further information about resource planning is provided in Chapter 6.

Procurement

- 4.122 As described in Chapter 1 the GBBN scheme does not fit neatly with DfT's Major Scheme guidance. Under the guidance a procurement strategy is required for Conditional Approval and procurement with firm tender prices secured in advance of submission of a Full Approval MSBC.
- 4.123 As set out in the Programme Entry MSBC, for the majority of the GBBN scheme there are already existing procurement mechanisms in place. The Gateway Review, undertaken in October 2005, highlighted that whilst this could demonstrate best value for money there is a need to challenge and review the existing and assumed procurement practices for GBBN.
- 4.124 The Councils have addressed this recommendation by commissioning an independent Procurement Review. In commissioning the review, the GBBN Programme Board ensured the scope of the review thoroughly considered all possible procurement options and recommended the most appropriate course of

ATKINS

action, regardless of any impact that it would have had on the development timescale for this Full Approval MSBC.

- 4.125 The Procurement Review has, on the whole, endorsed the approach being taken by the four Councils. It did, however, come up with a series of challenges and recommendations for the Councils that have been taken onboard and will ensure that this Full Approval MSBC is deliverable to time, budget and quality constraints.
- 4.126 Key actions that the Councils have undertaken as a result of the Procurement Review are:
- ◆ Appointment of Procurement Champion to coordinate and track implementation of the Procurement Strategy;
 - ◆ Progress on delivering the Procurement Strategy will form a standing item for the GBBN Programme Board meetings;
 - ◆ Detailed resource planning of in-house, consultant and contractor resources;
 - ◆ Capacity commitments in writing from key suppliers/partnering consultants;
 - ◆ Market soundings of construction industry to ensure that sufficient contractor capacity will be available for GBBN implementation;
 - ◆ Committed timetables for renewal of existing schedules of rates with the commitment to work jointly wherever possible;
 - ◆ Establishment of a joint framework for supply and installation of bus stop infrastructure;
 - ◆ Detailed value for money assessment and negotiated contract for supply, installation and maintenance of the RTPi system; and
 - ◆ Commencement of joint procurement through a partnering route for the delivery of the specific elements of the GBBN Programme that are outside the scope of the existing schedule of rates contracts.
- 4.127 The Procurement Strategy and resource planning exercise has been subject to consultation and approval by the Legal Services departments of all four Councils.
- 4.128 The conclusion of the Procurement Strategy is that for the majority of the GBBN scheme the procurement has already been undertaken and the Councils can demonstrate that the costs within this Full Approval MSBC are robust and delivering good value for money. Further confidence can be placed in the final cost estimates since construction inflation has been applied to the implementation programme to ensure that the budget future proofed against higher than Retail Price Index construction industry inflation.
- 4.129 A small number of construction elements have been identified as 'Major Works' that will be subject to procurement post Full Approval. The combined cost of these works is £6.7m, representing just 10% of the total GBBN budget. This excludes the M32 scheme, which has already been priced and procured by the Highways Agency's Managing Agents, Interroute. On this basis the Councils are confident that the GBBN

ATKINS

scheme can be delivered to the time, budget and quality standards set out in the MSBC.

- 4.130 Chapter 6 contains the full Procurement Strategy. A key delivery risk to the GBBN scheme has been the commitment to provide resources to manage delivery of procurement as set out in this MSBC.
- 4.131 To ensure the Procurement Strategy is transformed into reality a 'Procurement Champion' has been appointed. The role is being provided by South Gloucestershire Council and the named individual has responsibility for convening regular dialogue between the four Councils and reporting on progress to the IPD and GBBN Programme Board.
- 4.132 If deviations from the proposed plans and timescales as set out in Chapter 6 are anticipated then the Exception Reporting and Planning procedures set out in the Programme handbook must be followed.

RISK MANAGEMENT AND UPDATED RISK REGISTER

Management of Risks

- 4.133 Management of risks has been the key focus of the work developing this Full Approval MSBC.
- 4.134 In developing this MSBC, risks have fallen into two broad categories: those that can be addressed as part of the preparatory works; and those that need to be identified and minimised but will remain as a risk throughout the delivery of the GBBN Scheme.

Risk Reduction in Preparing this Full Approval MSBC

- 4.135 In preparing this Full Approval MSBC and setting up the management processes required to deliver GBBN (which are themselves part of achieving full approval), risks have been recorded in the Issues Log and reviewed at each of the GBBN Programme Board meetings.
- 4.136 In considering these risks, the work programme preparing this Full Approval MSBC has been tailored towards continuing to identify and reduce as many risks as practicably possible.
- 4.137 Table 4.4 summarises the actions that have been taken in preparing this Full Approval MSBC to significantly reduce the delivery risks of the GBBN.

Table 4.4 - Reduction of Risks in MSBC Preparation

Issues	Mitigation Measure
Increase in costs of minor works delivery contractors	<ul style="list-style-type: none"> ◆ Dialogue with contractors ◆ Value Management and Cost Review



ATKINS

Issues	Mitigation Measure
	<ul style="list-style-type: none"> ◆ Compound inflation of 6% applied to cost estimates
Increase in costs of major works delivery contractors	<ul style="list-style-type: none"> ◆ Dialogue with contractors ◆ Value Management review of costs ◆ Compound inflation of 6% applied to cost estimates ◆ Joint procurement through partnering for major works
Lack of staff resources	<ul style="list-style-type: none"> ◆ Term consultants in place to provide 'top up' resources
Insufficient contractor resources	<ul style="list-style-type: none"> ◆ Dialogue with existing contractors ◆ Dialogue with Federation of Civil Engineering Contractors has confirmed capacity to delivery ◆ Written confirmation of capacity from key suppliers ◆ Use of Highways Agency contractors for M32 scheme ◆ In house Direct Services of South Gloucestershire Council
Failure to achieve the delivery vehicle	<ul style="list-style-type: none"> ◆ Governance Arrangements approved by Cabinet of all four Councils ◆ JTT now formalised within West of England Partnership ◆ Full Approval MSBC approved by the four Councils ◆ Legal agreement prepared between the four Councils ◆ All four Councils to be cosignatories of DfT Grant Agreement
Public Opposition – traders and residents	<ul style="list-style-type: none"> ◆ Deliverability assessment of schemes as part of Value Management and Cost Review ◆ Communications, Consultation, and Marketing Plans to win 'hearts and minds' ◆ Experience of delivering similar schemes both locally and through best practice networks/guidance
Public opinion and media	<ul style="list-style-type: none"> ◆ Proactive approach to promote positive messages both during implementation and on completion ◆ Coordination of four Council press offices and joint promotional work with First ◆ Marketing Plan to raise profile and awareness ◆ Use of specialist marketing expertise to ensure the right messages get through
Delivery of M32 Corridor – Concerns over costs and approval for M32 scheme that requires sign up from Highways Agency	<ul style="list-style-type: none"> ◆ Scheme design continued since July 2005 submission ◆ Safety Audit and topographical survey undertaken ◆ Approval in principle from Highways Agency for proposed Departures from Standards ◆ Agreement reached for Highways Agency to deliver



ATKINS

Issues	Mitigation Measure
	<p>whole scheme on both Highways Agency and Bristol City Council controlled roads</p> <ul style="list-style-type: none"> ◆ Highways Agency contractor has checked and confirmed budgetary requirements ◆ Formal letter of support included with this Full Approval MSBC
<p>Procurement - Gateway Review raised concerns</p>	<ul style="list-style-type: none"> ◆ Procurement Review and detailed Procurement Strategy set out in Chapter 6 ◆ Confirmation by Legal Services of appropriateness of use of joint procurement ◆ Independent assessment and negotiation of RTPi contract with ACIS ◆ Extended joint procurement of traffic signals ◆ New joint procurement processes for purchase and installation of bus stop infrastructure ◆ Joint procurement of 'major' construction elements ◆ Resource planning exercise conducted as integral part of Procurement Strategy
<p>Scheme Costs – Concern that insufficient budget for certain elements with higher delivery risks</p>	<ul style="list-style-type: none"> ◆ Value Management and Cost Review ◆ Confirmation of scheme costs against schedule of rates ◆ Higher inflation assumptions for construction ◆ Detailed negotiation with RTPi supplier to reduce costs ◆ New joint procurement of bus shelters to improve economies of scale
<p>Agreement with Bus Operators</p>	<ul style="list-style-type: none"> ◆ First are a full member of the GBBN Programme Board ◆ Programme Entry MSBC was validated by First as being robust in terms of patronage predictions ◆ MOU covering the investment in vehicles fleet and service enhancements ◆ Development of draft QBPS ◆ Development of QBPA with First ◆ Informal consultation with all bus operators

Updated Risk Register

4.138 Prior to submission of this Full Approval MSBC the Quantified Risk Assessment (QRA) undertaken for the Programme Entry bid has been formally reassessed. The initial workshop, held in the summer of 2005, was used to determine the risk allowance as part of the initial bid submission to the DfT. A workshop was run to

ATKINS

evaluate the construction risks before final submission of the scheme to the DfT. The outcome of the workshop was a revised Risk register as contained in Appendix 4I.

- 4.139 The Facilitator ran the @Risk model, looking at construction risks, based on the inputs from the assessment of the triangular cost impacts. @Risk is a risk analysis and simulation add-in for Microsoft Excel. It is the world's most widely used risk analysis tool. Users replace values in their spreadsheet with @RISK distributions to represent uncertainty, and then simulate the model using powerful Monte Carlo simulation methods. @RISK recalculates the spreadsheet a thousand times. Results are displayed graphically and through detailed statistical reports. Sensitivity and scenario analysis identify critical factors which drive risk. Correlation of inputs, distribution fitting and distribution viewing are also included.
- 4.140 The output of the analysis details a construction risk value for given confidence limits. For the GBBN, the following risk exposure(s) was arrived at:
- ◆ 50% Confidence Level - £1.146m
 - ◆ 80% Confidence Level - £2.872m
- 4.141 In line with the 2005 Programme Entry MSBC, the 80% Confidence Risk exposure totalling £2.872m has been included as the change budget within the total scheme costs for this Full Approval MSBC. This figure has reduced from the £3.48m in the 2005 Programme Entry MSBC.

Ongoing Management of Risks

- 4.142 The governance and programme management structures set out earlier in this chapter ensure that risk management remains a core function of the GBBN Programme Management.
- 4.143 Whilst every effort has been taken to reduce and remove delivery risks from the GBBN Full Approval MSBC, it is recognised that issues and risks are still almost certain to occur. The critical factor with the occurrence of any risks is the ability to swiftly identify, report and plan action in response to the risk.
- 4.144 The Management of risks will be a daily function for the IPD. Through a series of communication and reporting requirements set out earlier in this chapter, the IPD will have their finger on the pulse of scheme delivery. The individual project managers will be required to have weekly progress meetings with the IPD, these meetings will be in addition to formal quarterly reporting, cost statements for payments, annual reports and stage plans.
- 4.145 In addition to regular scrutiny by the IPD, the GBBN Programme Board will also have programme assurance responsibilities and can instigate internal or externally staffed quality reviews as it sees fit.
- 4.146 As part of the management processes, the IPD and GBBN Programme will actively review and update the GBBN Risk Register. Particular attention will be given to risks

ATKINS

in closer proximity (in terms of time) and those with the highest impact and probability. Each risk has an identified owner and, as part of the reporting processes set out in this bid, the IPD will liaise with the risk owners to track progress on each of the risks.

- 4.147 The risk register will continue to be maintained and updated by the IPD, including the addition of any new risks identified throughout delivery of the GBBN programme. Consideration of the risk register will remain a standing item for discussion by the GBBN Programme Board.

IMPLEMENTATION PROGRAMME

Implementation Programme

- 4.148 The Construction Programme for the GBBN is set out in Chapter 5 of this Full Approval MSBC. This comprises the individual Task Orders as set out in Annex A of the Programme Handbook. The detailed GBBN Programme is set out in Appendix 4O in MS Projects format.
- 4.149 In preparing this Full Approval MSBC the draft implementation programme has been critically reviewed to ensure that traffic disruption risks are minimised during construction and that maximum benefits can be delivered as early in the programme as possible. In considering the latter, the following factors have shaped the implementation programme:
- ◆ Current patronage;
 - ◆ Potential journey time and reliability impacts;
 - ◆ Lead in times, including land requirements;
 - ◆ Seasonal working restrictions;
 - ◆ Wider highway and construction works, in particular completion of new Cabot Circus shopping district; and
 - ◆ Deliverability impacts
- 4.150 Since the 2005 Programme Entry MSBC the Councils have sought to reduce the implementation programme to three and a half years. With implementation in the shortest time possible it ensures that the network benefits of completing the whole network are realised as soon as possible.
- 4.151 Even with this accelerated delivery programme the Councils have sought to develop a practical delivery timescale that maximises the benefits towards the front end of the programme. To this end, substantial effort has been placed towards progression of a number of key schemes on the M32 corridor, A4 Bristol/Bath and the A367 corridor. All three corridors support both intra and inter-urban bus services and improve the attractiveness of Park and Ride services.



ATKINS

- 4.152 Design work, safety audits and topographical surveys have led to support in principle for the scheme design from the Highways Agency. The Highways Agency have also agreed on the delivery mechanism of the scheme and confirmed that the Full Approval MSBC contains sufficient budget to deliver the scheme. This work has enabled the M32 scheme to be brought forward in the programme from the 2005 Programme Entry submission. This accelerated delivery will allow the scheme to be completed in advance of the new Cabot Circus shopping development opening enhancing the attractiveness of sustainable transport access to the new expanded shopping sector.
- 4.153 Other elements timetabled for early completion in the programme includes schemes on the A4 corridor between Bristol and Bath. This corridor is vital strategic link between the two cities and provides access for both conventional bus services and for Park and Ride services. Planning for these schemes will continue to be developed post submission of this Full Approval MSBC to ensure that Bath and North East Somerset Council is mobilised to deliver the scheme.

STAKEHOLDER ANALYSIS

- 4.154 The Consultation Plan (Appendix 4L) identifies stakeholders who will be consulted. Contact will be made with statutory and other key stakeholders during May 2007 to follow up the discussions carried out at the time of the July 2005 bid document. Lines of communication will be established with the other bus operators, the fire and ambulance services and motoring organisations. Contact will also be made with groups representing retail traders and other 'high street' services, focusing on those areas where TROs will affect on-street parking and loading/ unloading. Different stakeholders will be consulted along each corridor in line with the likely areas of concern.

Stakeholder Involvement

- 4.155 The Summary of Consultation Undertaken to Date in Appendix 4J shows that consultation on the GBBN bid has been both positive and extensive. Support from the public, Members, Parish Councillors, stakeholders, Joint Scrutiny Members and statutory agencies has been unanimous. This support recognises the urgent need for the public transport improvements identified in the GBBN bid in our area and the wide ranging sectors that will realise the benefits following implementation.

Consultation Undertaken to Date

- 4.156 Consultation comprises four phases, two of which have already been undertaken, as follows:
1. Pre-submission consultation on GBBN as part of Provisional JLTP activities;
 2. Consultation linked with Final JLTP activities;
 3. Initial consultation on detailed scheme proposals; and
 4. Individual corridor consultations.

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4.157 Phase 3 is due to take place as a “big bang” consultation process during late 2007/early 2008. Corridor-specific consultations will take place prior to finalising individual corridor proposals.

Stakeholder Aspirations

4.158 Consultation undertaken as part of the GBSTS shows that 73% of respondents would be ‘willing’ or ‘very willing’ to use buses if improvements were made. In the JLTP consultation, 74% of people gave their support to bus spending as the top priority for transport investment in the sub-region.

4.159 The Transport Plan Commission chaired by Business West have voiced their support for the GBBN, viewing it as a key foundation to improved transport services in the sub-region.

Future Consultation for the GBBN

4.160 The Phase 3 and 4 consultations are designed to overcome the need for a further stage of consultation before implementing TROs for works programmed for the short to medium term. Fresh consultation may be needed for works to be introduced in a longer time frame.

4.161 The consultation events are expected to take the form of:

- ◆ Joint Transport Forum: building on the Forum activities of the Provisional and Final JLTP;
- ◆ Focus groups in each of the four Council areas with representative cross-sections of local people and organisations;
- ◆ Public roadshow events and exhibition display material at main shopping centres, community centres and libraries along corridors at key/contentious locations; and
- ◆ Feedback from the website which is expected to be a significant two way channel of communication as the project progresses, disseminating information as well as attracting input from the public. Separate GBBN pages will be linked to the existing JLTP website.

4.162 Phase 3 consultation will focus on the following:

- ◆ Organising a detailed programme of events;
- ◆ Agreeing the issues that will be addressed in the consultation process, both general network-wide issues, and specific issues on particular corridors that need to be tackled at this time;
- ◆ Organising detailed programme of events;
- ◆ Media releases with key dates for public comments and outline of Phase 4;
- ◆ Building on the JLTP website;
- ◆ Arranging detailed input from statutory and other key stakeholders; and



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- ◆ Liaising with First on the branding/ marketing programme.

4.163 The aim of the Phase 4 consultation is to anticipate potential issues along individual corridors and be prepared for them. Potential packages of measures may be identified that can be presented during the corridor consultations, for example alternative parking and unloading arrangements and local environmental enhancements.

SCHEME PROGRESS MONITORING (EVALUATION PLAN)

4.164 The Evaluation Plan (Appendix 4N) presents the key stages and timescales covering a range of monitoring and evaluation processes. The Evaluation Plan follows the guidance contained in ‘The Evaluation of Major Local Transport Schemes (December 2006)’ in terms of the purpose and scope of the evaluation process. The Evaluation Plan represents the framework for monitoring and evaluation of the GBBN Major Scheme and, as part of that process, seeks to ensure that:

- ◆ Scheme objectives can be expressed as outputs (tangible effects of the scheme) and outcomes (changes such as travel demand);
- ◆ Performance indicators reflect the scheme objectives and wider objectives;
- ◆ Baseline outcome and output data are available or a timescale for their collection is identified;
- ◆ Ongoing data collection and analysis is undertaken efficiently, timely and in sufficient detail to inform both the GBBN implementation programme and future transport investment priorities;
- ◆ Assessment of risks to scheme implementation is informed by the growing evidence base and informs the ongoing implementation programme;
- ◆ Analysis includes consideration of how and why activities were carried out or if they could have been done differently;
- ◆ Evaluation includes assessment of policy effectiveness and considers the likely conditions had the scheme not been implemented; and
- ◆ Stakeholder and public opinion is understood, in terms of the process as well as the scheme itself, and that any appropriate messages can inform the ongoing implementation process.

4.165 Table 4.5 summarises the key stages which form the basis of the Evaluation Plan.

Table 4.5 – Key Stages of the Evaluation Plan

Stage	Description
Identify Scheme Objectives	<i>The scheme objectives were set out in the Major Scheme Programme Entry bid.</i>

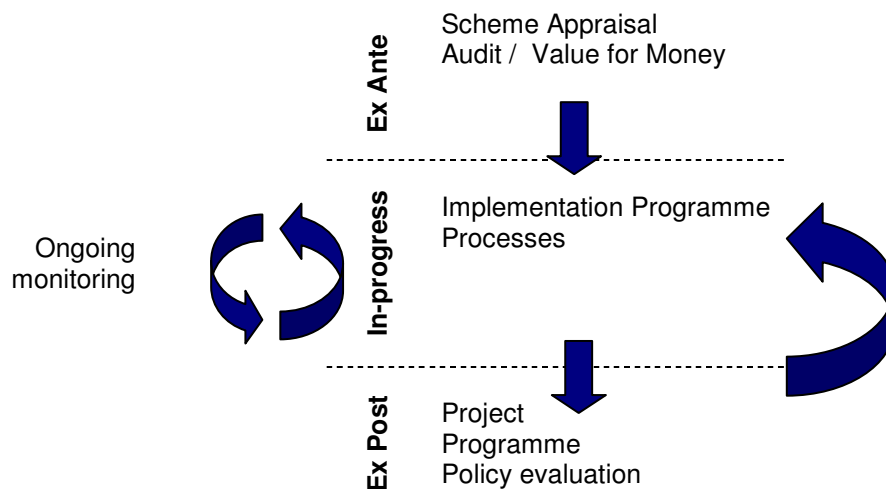
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Evaluation scoping	<i>Evaluation scoping begins with this Evaluation Plan, the purpose and aims of which are described in Section 1 of the Evaluation Plan.</i>
Identify and appraise baseline data	<i>Baseline data is identified in the Evaluation Plan. Gap analysis has been undertaken to ensure that scheme objectives and indicators are fully represented by the available data.</i>
Collect required data	<i>Timescales and data sources are also identified in Section 3 of the Evaluation Plan.</i>
Analysis and Reporting	<i>Section 5 of the Evaluation Plan outlines the proposed timescales for data analysis and evaluation.</i>

4.166 Monitoring and scheme evaluation is an ongoing process and forms a natural progression from the scheme appraisal (modelling and forecasting) and audit (outcomes and Value for Money) which are key elements of the MSBC (see Chapter 3). The proposed stages include (see Figure 4.3):

- ◆ In-progress reviews of the implementation programme and processes, including costs and outputs;
- ◆ Ongoing and post-scheme monitoring of emerging outcomes; and
- ◆ Post-implementation evaluation of the scheme aims and objectives and their place in the wider local and regional policy, including context.

Figure 4.3 - The Ongoing Monitoring and Evaluation Process



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Ongoing monitoring

4.167 The GBBN Programme Board has decided that the West of England Partnership would be best placed to oversee the monitoring and evaluation process. Bill Davies (Transport Policy Team Leader, Joint Transport Team) has been confirmed as the Evaluation Manager. The Programme Handbook and the Evaluation Plan provide further detail about the role of the Evaluation Manager for the GBBN.

The Monitoring Process

4.168 The monitoring process will focus on the key deliverables of each stage of the implementation process, particularly the infrastructure delivered on the ground. The programme and the process itself will be monitored through the relevant milestone timescales and costs. This will be related to key output targets for each of the strategic corridors.

4.169 The delivery on the ground will additionally be monitored in terms of user disruption for motorists, bus users and cyclists and pedestrians. This will form part of a Network Management Plan for GBBN, as outlined in the Evaluation Plan, and will be monitored on a monthly basis.

4.170 The Evaluation Plan details the targets which have been set for the GBBN. The GBBN is a core component of the JLTP strategy, and its aims are consistent with the JLTP and the Bus Strategy. The majority of indicators are therefore the LTP2 indicators which have targets that have been stretched to more challenging levels in recognition of the contribution of the GBBN.

The Evaluation Process

4.171 The DfT guidance notes that the value of evaluation lies as much in the questions that are asked as in the results that follow. In line with the guidance, this Evaluation Plan sets out the process and the purpose for monitoring, covering:

- ◆ The implementation programme to ensure costs, timescales are managed effectively and disruption caused by implementation works is kept to a minimum for all residents, visitors, commuters and businesses;
- ◆ The emerging outcomes, to ensure the scheme delivers against its objectives; and
- ◆ The policy and process, to ensure that the wider benefits of the scheme are understood and that any positive or negative lessons can be incorporated into future schemes and shared by the four Councils; with any other authorities and stakeholders developing similar schemes; and with the DfT to ensure that public money is being invested in schemes that deliver real benefits cost-effectively.

4.172 By undertaking ongoing monitoring and evaluation as relevant to each stage of the project, and focusing on policy and processes as well as outputs and outcomes, it is anticipated that data can be collected which will benefit not just the GBBN, but will also be of benefit in future schemes that are implemented by the four Councils. Best

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practice and lessons learned can be shared with other local authorities and feedback provided to the DfT.

- 4.173 At this stage of the GBBN scheme, the evaluation questions are indicative; however they represent an initial view on the issues that are likely to be pertinent to evaluating the ongoing process, the achievement of scheme objectives, and eventually a post-scheme review of the contribution to local transport policies. The Evaluation Manager will be responsible for developing these questions in more detail, and considering how the evaluation processes can continue to be developed to inform future schemes.

GBBN Indicators and Targets

- 4.174 The Evaluation Plan contains a reality check and gap analysis against the JLTP indicators, ensuring consistency with the evaluation questions being asked, and that the indicators and targets are directly relevant to the GBBN scheme objectives. These indicators will provide the main focus for monitoring outcomes such as increases in bus patronage or service reliability, partnership outputs such as the number of low floor buses, and key infrastructure outputs such as the numbers of stops with RTPI.
- 4.175 Rationalisation of indicators and targets has been an important part of preparing this Evaluation Plan and ensures that unnecessary data is not being collected. The Evaluation Plan provides detail of the GBBN indicators and associated targets.

SUMMARY

- 4.176 This chapter has demonstrated that the Councils fully understand the importance of programme management in ensuring that the aspirations of this Full Approval MSBC are translated into tangible improvements for the travelling public of the Greater Bristol area.
- 4.177 This chapter demonstrate the Councils have the necessary resources to deliver the GBBN to time and budget.
- 4.178 The Programme Handbook sets out the PRINCE2 processes and controls that will be applied to delivery of the GBBN Programme. The Programme Handbook is part of the contractual agreement between the Programme partners and it includes the procedures for handling change, planned, or unforeseen events.
- 4.179 We believe the package of contractual, resource planning and programme management controls will ensure that GBBN demonstrates that Major Scheme can be developed and delivered to time, budget and quality expectations set out in this Full Approval MSBC.