

REPORT TO: WEST OF ENGLAND COMBINED AUTHORITY COMMITTEE

DATE: 23 SEPTEMBER 2022

REPORT TITLE: INFRASTRUCTURE DIRECTORATE TRANSPORT UPDATE

DIRECTOR: ALISTAIR KIRK – INTERIM DIRECTOR OF INFRASTRUCTURE

AUTHORS: ALISTAIR KIRK, NICK BOUBOUSSIS

Purpose of Report

To secure approval from Committee on key decisions and associated funding (where applicable) related to projects within the Combined Authority's Infrastructure Directorate Transport Portfolio.

CITY AND REGION SUSTAINABLE TRANSPORT SETTLEMENT (CRSTS) AND TRANSFORMING CITIES FUND (TFC)

Programme Level

- **Recommendation 1:** Further to committee approval in July 2022- Delegation is sought to approve the award of contract for the Strategic Programme Delivery Partner to the Director of Infrastructure of the Combined Authority in consultation with the other Directors of Infrastructure within the constituent Councils, to be awarded in November 2022.
- **Recommendation 2:** Further to the committee report in July 2022 – approval is sought to streamline the change control process for the infrastructure programme of works, to Go-Live in October 2022

Project Level

- **Recommendation 3 :** Recommendation to reallocate the awards of Transforming Cities Funding of £0.186m (3 x £0.062m) from B&NES to the Combined Authority to develop further: Sliver Street (B3355) – Fosseway (A367) as part of the Somer Valley sustainable transport corridor with FBC forecasted for Jan 2024, Bath Road Keynsham as part of the Bristol to Bath Strategic Corridor with FBC forecasted for March 2024 and Weston to City Centre cycle route as part of Bath Sustainable Walking & Cycling Links (BSWCL) with FBC forecasted for March 2023.
- **Recommendation 4:** Recommendation to approve Transforming Cities Funding and CRSTS funding for the Bedminster Green Full Business Case (as part of the A38(s) Bristol to Hengrove Metrobus Extension). The funding allocations are £4.07m TCF and £6.319m CRSTS.

- **Recommendation 5:** Recommendation to delegate the approval of Transforming Cities Funding and CRSTS funding, for the Bristol Bridge Signals Junction and Car Park VMS Project (previously Bristol City Centre Junctions - part of the A37/A4018 Stockwood to Cribbs Causeways Sustainable Transport Corridor) for the Full Business Case due October 2022. Approval to be delegated to the Director of Infrastructure of the Combined Authority in consultation with the other Directors of Infrastructure within the constituent Councils. The funding allocations are £0.645m TCF and £1.748m CRSTS funding.
- **Recommendation 6:** Recommendation to delegate the approval of the Full Business Case for the Bus Stop Upgrades project and the award of up to £5m from the Transforming Cities Fund (TCF) to the Director of Infrastructure of the Combined Authority in consultation with the other Directors of Infrastructure within the constituent Councils. As this is funded by TCF, delivery must be completed by March 23. Committee agrees the aim to maximise the number of bus stops that can be upgraded during this period. Members are urged to ensure planning and highways regulations are streamlined to ensure the number of bus stop upgrades are maximised during the period while TCF funding is available.

Voting arrangements

- Decisions require majority agreement of Committee Members in attendance, or their substitutes (one vote representing each Authority) and including the West of England Combined Authority Mayor.

1 CRSTS

1.1 Activity Since Last Committee

Following April 2022 letter from Government, the Combined Authority and its constituent authorities have commenced all projects within the CRSTS programme. Additionally, commenced setting up of the delivery model for the programme, in conjunction with the constituent unitary authorities, and identification of the resource required to deliver. The Combined Authority has commenced further recruitment to support the programme. The reporting and assurance for the programme has also been updated to better enable delivery. Revised reporting structure, developed and agreed in conjunction with the constituent unitary authorities, will be implemented throughout September. Please refer to separate committee paper on Scheme of Delegation.

A planning and delivery programming exercise has been undertaken. This has identified a risk around construction sequencing, with over 75% of projects forecasting construction during Q2 2024 to end of 2025. A high-level finance risk exercise has also been completed which has identified a £85m inflation risk. There is a need to relook at the project list and prioritisation process, determining, if necessary, how projects will become prioritised over others within the agreed programme if the inflation cost pressures cannot be mitigated by other means.

The Bristol to Bath Strategic Corridor (A4) – Brislington to Hicks Gate section is facing challenges to delivery. The Bristol to Bath Strategic Corridor is a flagship project for CRSTS. Risk to delivery is therefore an emerging and potentially substantial risk to the overall programme. This is being assessed presently by the Directors.

The Directors will finalise the MoU and Grant Offer Letter template between all parties during September. As with standard Grant conditions, satisfactory progress with the delivery of the Project needs to be demonstrated in a timely manner. Lack of satisfactory progress may

trigger reduction or suspension of payment of the Grant and by notification in writing to the Grant Recipient may require the repayment of the whole or any part of the Grant.

1.2 CRSTS Delivery Strategic Programme Delivery Partner

At the July 2022 committee, it was agreed to progress the procurement of a strategic programme delivery partner for the CRSTS.

A programme delivery partner is required to aid the Combined Authority in successful delivery of the CRSTS programme, particularly in the initial stages of the programme. Over and above our recruitment aims, the partnership approach will help ensure:

- rapid provision of additional resources when needed
- the most up to date innovation and services in programme and project delivery
- improve areas where knowledge and/or resources are lacking

The programme delivery partner will support as and when resource gaps are experienced throughout the lifecycle of the programme.

The tender processes, for a £0 value contract award of a Strategic Delivery Partner has commenced with contract award expected in November 2022. Delegation is requested to award the contract prior to the next committee in January 2023.

Recommendation 1 - Further to committee approval in July 2022- Delegation is sought to approve the award of contract for the Strategic Programme Delivery Partner to the Director of Infrastructure of the Combined Authority in consultation with the other Directors of Infrastructure.

1.3 Change Control process

At the April and July 2022 committees, it was agreed to review our change control process. This was to ensure we were applying best practice and ensuring swift appropriate decisions are made at an agreed level. We have now completed this review, looking specifically at how we apply programme level change control.

We are proposing to delegate authority for individual project level changes to the Directors of Infrastructure for infrastructure projects within the tolerances listed below. The Committee will continue to govern any changes to the overall programme budget and benefits outcomes.

Directors of Infrastructure may choose to discharge certain tolerances to the Regeneration and Development Steering Group as appropriate. Monthly reporting and assurance of the change control process will be conducted via the Programme Review Board and continue to be reported to the Chief Executives, Committee and Scrutiny Boards on a quarterly basis.

Independent audit of the change control process alongside the health of these programmes will also be conducted, via the Combined Authorities external auditor.

Category		Approval	Current tolerances	Requested tolerances
1	Cost Increases	Directors		Cost movement between projects no overall increase in programme budget Use of project level risk contingency pot up as long as 10% of the project risk pot is remaining
		CEO	Cost increases of up to 10% to a ceiling of £100k (Feasibility and Development Funding) and £3m (approved scheme funding) subject to funding being available and there being no impact on any other project in the programme	Use of programme level risk contingency pot
		Committee	Cost increases above this threshold	Cost increases above agreed programme threshold
2	Reductions in Match Funding	CEO	Reduction in match funding up to 10% to a ceiling of £300k	No change proposed: Reduction in match funding up to 10% to a ceiling of £300k
3	Reprofiling	Directors		Reprofiling of up to £50k (Feasibility and Development Funding) and

	of Spend (with no cost increase overall)			£100k (approved scheme funding) between financial years
		CEO	Reprofiling of up to £50k (Feasibility and Development Funding) and £100k (approved scheme funding) between financial years	Reprofiling between financial years above this level
		Committee	Reprofiling between financial years above this level	
4	Time	Directors		Slippage of milestones
		CEO	Slippage of milestone(s) for approved schemes less than 3 months	
		Committee	Slippage of milestones of 3 months or more	Slippage of milestones of 6 months or more. Monthly Section151 Programme review Board will be focussing on delays and mitigation thereof.
5	Scope, Benefits and Quality	CEO	Up to 10% change in value of quality as percentage of project value and/or 10% change in one or more metrics of benefits and/or minor change to the scope of the scheme	No change to current
		Committee	Over 10% change in value of quality as percentage of project value and/or over 10% change in one or more metrics of benefits, or a fundamental change to the scope of scheme	No change to current

Recommendation 2: Further to the committee report in July 2022 – approval is sought to streamline the change control process for the Infrastructure programme of works.

1.4 Reallocation of Awarded Funding

A full review of delivery of the CRSTS programme has been undertaken to ensure efficiently and timely delivery across the programme. One change to our delivery process is to combined individual projects into packages of work, allowing for effective delivery. Particularly combining small walking and cycling schemes into the relevant adjacent sustainable transport corridor or into larger packages has been identified. For three of these walking and cycling schemes, funding had already been allocated and now therefore need to be reallocated to the correct package and delivery organisation. These are:

- Silver Street fosse way as part of the Somer Valley sustainable transport corridor (£0.062m reallocated of TCF funding)
- Bath Road Keynsham as part of the Bristol to Bath Strategic Corridor (£0.062m reallocated of TCF funding)
- Weston to City Centre cycle route as part of Bath Sustainable Walk & Cycle Links (BSWCL) (£0.062m reallocated of TCF funding)

Packaging of smaller schemes into larger transport corridor projects provides for efficient design and delivery. The relevant project managers working with relevant officers of the constituent Councils, shall ensure outputs of smaller projects within the corridors are not compromised by packaging.

Recommendation 3: Recommendation to reallocate the awards of Transforming Cities Funding of £0.186m (3 x £0.062m) from B&NES to the Combined Authority to develop further: Sliver Street (B3355) – Fosseway (A367) as part of the Somer Valley sustainable transport corridor, Bath Road Keynsham as part of the Bristol to Bath Strategic Corridor and Weston to City Centre cycle route as part of Bath Sustainable Walking & Cycling Links (BSWCL).

1.5 Approval of Project Business Cases

1.51 Bedminster Green Full Business Case (FBC)

Bedminster Green is the first phase of the CRSTS programme, Bristol to Hengrove Metrobus extension Sustainable Transport Corridor. This project expects to be on site in late September 2022, it will be the first of the CRSTS projects to be in construction. The Full Business Case demonstrates good VFM at a project value of £10.389m. The funding allocations are £4.07m TCF and £6.319m CRSTS.

Recommendation 4: Recommendation to approve Transforming Cities Funding and CRSTS funding for the Bedminster Green Full Business Case (as part of the A38(s) Bristol to Hengrove Metrobus Extension). The funding allocations are £4.07m TCF and £6.319m CRSTS.

1.52 Bristol Bridge Signals Junction and Car Park VMS Project (previously Bristol City Centre Junction) Full Business Case (FBC)

As an early deliverable for the A37/A4018 Stockwood to Cribbs Causeway project, some small scale interventions have been propose to build on the previous work to close Bristol Bridge to through traffic and prioritise sustainable transport.

A Full Business Case has been prepared which is being finalised. A delegation for the approval of the Full Business Case is sought to the Director of Infrastructure of the Combined Authority in consultation with the other Directors of Infrastructure within the

constituent Councils.

The draft Full Business Case demonstrates good VFM, at a project value of £2.393m. The funding allocations are £0.645m TCF and £1.748m CRSTS funding.

Recommendation 5: Recommendation to delegate the approval of Transforming Cities Funding and CRSTS funding, for the Bristol Bridge Signals Junction and Car Park VMS Project (previously Bristol City Centre Junctions) (part of the A37/A4018 Stockwood to Cribbs Causeways Sustainable Transport Corridor) Full Business Case to the Director of Infrastructure of the Combined Authority in consultation with the other Directors of Infrastructure within the constituent Councils. The funding allocations are £0.645m TCF and £1.748m CRSTS funding.

1.53 Bus Stop Upgrades

As set out in the transport update report, a package of bus stop upgrades is proposed as a readily deliverable scheme to utilise the time limited Transforming Cities Fund.

A total of ten bus stops have already been identified to be upgraded and the committee agrees that more should be identified to maximise the upgrades possible within the window of available TCF funding and a Full Business Case prepared.

Given the time critical nature of the delivery, a delegation for the approval of the Full Business Case is sought for the Director of Infrastructure of the Combined Authority in consultation with the other Directors of Infrastructure within the constituent Councils. The cost of the scheme could be up to £5m, depending on other opportunities to utilise existing TCF funding, which could be accommodated from the TCF within the allocation in the programme for transport Infrastructure.

Recommendation 6: Recommendation to delegate the approval of the Full Business Case for the Bus Stop Upgrades project and the award of up to £5m from the Transforming Cities Fund (TCF) to the Director of Infrastructure of the Combined Authority in consultation with the other Directors of Infrastructure within the constituent Councils. As this is funded by TCF, delivery must be completed by March 23. Committee agrees the aim to maximise the number of bus stops that can be upgraded during this period. Members are urged to ensure planning and highways regulations are streamlined to ensure the number of bus stop upgrades are maximised during the period while TCF funding is available.

1.6 Risk Management/Assessment

The Combined Authority capital delivery programme risk management process will be aligned to the risk management standard, ISO 31000.

The process will consider risks as both threats (a negative impact upon achieving objectives) and opportunities (a positive impact upon achieving objectives).

Risk identification will be undertaken using a variety of methods within the programme depending on the project, the stage of its lifecycle, the resources available to undertake risk identification and the intended purpose of the identification. Identification techniques shall include, but are not limited to; document reviews, lessons learned, systemic findings, assumptions analysis, brainstorming, or SWOT analysis. These techniques can be undertaken in a workshop, through interviews or a combination of approaches.

1.7 Public Sector Equality Duties

The Transport Portfolio will be subject to Equalities Assessment on a project-by-project basis

to ensure that the programme is delivered in accordance with the Public Sector E Duties.

1.8 Finance Implications, including economic impact assessment where appropriate:

Project	Delivery Status	Economic Impact	Funding Source	
			Transforming Cities Fund	Cities Regional Sustainable Travel Settlement
Walking and Cycling funding reallocation	Outline BC approval	Developing	£0.168m	
A38s Sustainable Transport Corridor (Bedminster Green section)	Full BC approval	Good	£4.07m	£6.319m
A37/A4018 Stockwood to Cribbs Causeways Sustainable Transport Corridor (Bristol Bridge Signals Junction and Car Park VMS project)	Full BC approval (delegation)	Good	£0.645m	£1.748m*
Bus Stop Upgrades	Full BC approval (delegation)	Good	£5m	

* CRSTS funding decision below £6m delegated to Director's in July'22 Committee. Included here for completeness.

The risk-based forecast of the TCF element of the Investment fund paper assumes the above figures.

1.9 Additional Legal Considerations:

The CA has the power to enter into agreements with and make payments subject to appropriate conditions, to highway authorities.

The powers to enter into certain agreements in relation to trunk roads is vested in the CA.

Considerations on a project by project basis will be detailed when seeking approval.

1.10 Climate Change Implications

Please refer to the July CRSTS Committee Paper for further information on Climate Change implications of the programme.

1.11 Land/property Implications

Land and property implications will be reported back on a project by project basis.

1.12 Human Resources Implications:

Not applicable

Background papers:

West of England Combined Authority Committee - CRSTS Paper January 2022

West of England Combined Authority Committee - CRSTS Paper April 2022

West of England Combined Authority Committee - CRSTS Paper July 2022

West of England Combined Authority Contact:

Report Author	Contact Details
Alistair Kirk – Interim Director of Infrastructure	Alistair.kirk@westofengland-ca.gov.uk