Major Scheme Business Case Norwich Northern Distributor Route

Delivery Case



Major Scheme Business Case Norwich Northern Distributor Route Delivery Case

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Volume 4

Delivery Case

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4 Delivery Case

The County Council recognises the importance of all the roles within the project board in relation to procurement of the project to ensure successful delivery. Specifically, the County Council recognises the importance of the Project Manager who is sufficiently senior and dedicated to the scheme. The officers working on the project also appreciate the importance of adequate involvement of the elected members in the scheme development process.

4.1 Governance

4.1.1 **Project Management**

The NDR scheme is a large capital project with a high political profile and stakeholder interest. To properly meet the demands of such a prominent scheme a dedicated team has been identified and will report to the NDR Delivery Board (synonymous with Project Board in PRINCE2 methodology) as shown in Figure 4.1. The presence of a high level Sponsor's Board insures that the project sponsors (the DfT via GO-East and Norfolk County Council through the Cabinet Member for Planning and Transport) are kept involved in the development of this high profile project.

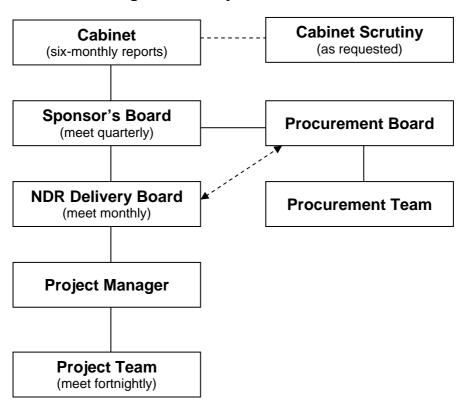


Figure 4.1 Project Governance

The County Council is aware of the need to implement thorough and effective project management processes and has adopted the principles of the PRINCE2 system as embedded within the Council's Procurement Strategy. Where staff are not already familiar with the procedures, the Council provides the necessary training.

A suitably experienced member of staff has been appointed to manage both the procurement and implementation of the project in the form of the Senior Responsible Officer (see 4.2.1).

Progress on the scheme is being monitored through the Project Manager meeting fortnightly with the project team. Each workstream area has an individual, detailed, agreed action plan to meet the target milestones for the coming year and beyond. This ensures co-ordination of activities and provides a focus for discussing issues/problems as they arise.

On a monthly basis, the Project Manager prepares a highlight report for the NDR Delivery Board. The Board will consider any matters of a strategic nature and give advice to the Project Manager accordingly. The highlight reports are available from the Project manager upon request.

On a six monthly basis, progress is reported to the County Council's Cabinet which has the executive powers. Intervening reports are prepared where decisions are needed by the Administration. In specific circumstances the Cabinet can give and has given powers to either the Project Board or Director of Planning and Transportation to make specific decisions on projects. This ensures appropriate democratic involvement of the elected members into this highly important project. Additionally, the Project Manager provides regular updates to the Cabinet Member responsible for Planning and Transportation.

Costs are monitored through the County Council's Schemes Management Information System (SMIS) and presented to the Project Team and Delivery Board by the Project Manager on a monthly basis. The Project Manager maintains the system and takes account of any known committed costs in updating forecast outturn.

The Project Sponsor reviews the actual and forecast expenditure against profile and budget and reports by exception to the Project Board.

Project progress is monitored against a detailed project plan which sets out key milestones for the project.

The project team is supported by the strategic partner Mott MacDonald, who has vast experience in major procurement and as advisors to Local Authorities in all aspects of major infrastructure projects.

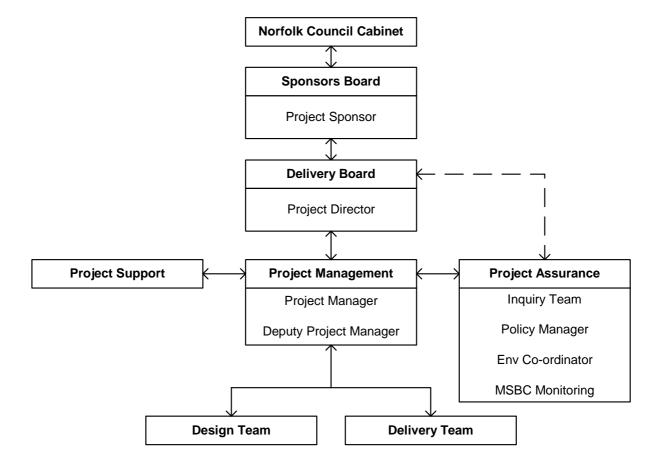


Figure 4.2 NDR Scheme Delivery Structure

4.2 Governance & Staffing

4.2.1 Senior Responsible Owner

The Senior Responsible Officer will be **John Joyce** who is currently Head of Programme Management within the Department of Planning and Transportation at the County Council. A summary of John's experience is attached in Appendix 4.A.

4.2.2 Composition of Project Board

The Project Board will comprise the following:

- Senior Responsible Officer (Project Director)
- Project Manager
- Internal Advisors
- External Advisors

- Independent Procurement Advisor
- Executive Member

Details of the nature of each of these roles can be found within Appendix 4.B.

4.2.3 Decision making process

The day to day decisions of the project will be made by the Project Board. However, all decisions of a politically sensitive nature, policy or procurement will be confirmed by Cabinet through the Senior Responsible Officer.

4.2.4 Size & Skills of the Project Team

The delivery team will consist of a mix of internal and external consultancy staff to provide the blend of complementary skills required to deliver this project.

NDR Project Structure	Name(s)/ Team Leader
Portfolio Holder	Cllr Adrian Gunson
Project Sponsor	Mike Jackson
Project Director/ Senior Responsible	John Joyce
Officer	
Inquiry Team	Paul Crick – Team Leader
	Philip Wishart – CDM Co-Ordinator
	Brian Witten – Transport/ Economics
	Judith Cantell – Environmental
	Max Forni - Noise
	David Boyland - Air Quality
	James Montgomery - Water Quality
	Ian Hesling-Gibson - Landscape and
	Townscape
	Andy Hutchinson - Heritage
	Mark Johnston - Biodiversity
Delivery Board	John Joyce,
	John Longhurst
	Phil Wishart
	Gerry Kelly
Project Manager	Phil Wishart
Project Assurance	Stephen Jones
Project Support	Rebecca Graham
Deputy Project Manager (incl. Design	Charles Auger
Manager)	
Design Team	Paul Donnachie – Overall/ Highways
	Paul Goulding – Bridges
MSBC Manager	Forbes Johnston
Environmental Co-ordinator	Judith Cantell
Contractor Manager	TBC following appointment of Contractor
Policy Manager	David Cumming

4.3 **Project Plan (Programme)**

4.3.1 Scheme Delivery

As part of the development of the scheme, consideration has been given to ensuring the ability of the Council to deliver the project should it be granted financial support by the Department for Transport.

Based on the outcome of the project workshops and the procurement option evaluation we have assumed that the works will be delivered using Early Contractor Involvement (ECI) and subsequent construction contract.

4.3.2 **Programme for Scheme Delivery**

The County Council has considered the programme for implementation of this project and has commenced procurement of the ECI contractor to ensure that construction advice and assistance is available through the Public Inquiry process. The procurement is staged so that the construction contractor can be appointed for the ECI stage following a successful outcome at Programme Entry stage and then proceeds to the construction stage following completion of the statutory processes and agreement of the target cost for the works.

The programme for delivery is subject to routine updates and a copy can be made available from the Project Manager on request.

4.3.3 Key Project Milestones

Key milestones for the project are:

October 2008		Submission of Planning Application
January 2009	-	Publication of Draft CPO/SRO
September 2009	-	Public Inquiry
May 2010	-	Confirmation of Orders
August 2010	-	Advance Site Clearance Contract
February 2011	-	Main Works Contract
December 2012	-	Road open to traffic

4.4 Risk Management

Appropriate risk based processes have been developed and adopted as set out below.

4.4.1 Risk Register

Norfolk County Council has developed a risk register, for the NDR scheme, in accordance with the corporate guidance. The Risk Register has been quantified in accordance with best practice.

By their very nature, risks are uncertain both in timing and effect and indeed many of the risks can be complementary i.e. if a particular risk occurs then another risk will not therefore occur. A Monte Carlo simulation has been run to determine most probable risk cost. See section 6.3 for the Quantified Risk Assessment (QRA).

4.4.2 Description of proposed Risk Management process and escalation

The County Council recognises the importance of the project and the fact that some of the risks have potential to impact Norfolk County Council at a corporate level. Norfolk County Council procedures are followed to recognise projects that have such potential and monitor risks at Corporate and Departmental level. Currently, the Corporate risk register contains a risk relating to the NDR scheme failure and is monitored at Chief Officers Group level.

The risks managed at Departmental level are monitored on a monthly basis and scored as either:

- R poor progress needs escalation,
- **B** some progress needs some review, or
- **G** good progress/ on schedule.

If a risk is 'scored' as R then it needs to be escalated to the Corporate level.

A risk management strategy specific to this project has been developed by our Strategic Partners Mott MacDonald and can be viewed in Appendix 4.C.

4.5 Stakeholders

The County Council recognises the necessity for successful interaction with the wide range of stakeholders throughout the development of the NDR scheme, and have therefore developed a project specific Communication Strategy to address this. The nature of communications will vary with each of the stakeholder groups but the primary methods of communication are outlined within the communications strategy. The Communications Strategy can be seen in Appendix 4D.

4.5.1 Identification and analysis of key stakeholders and their interests

Stakeholders	Summary of interests		
Anglian Water	Disposal of effluent to sewer/surface water drain/watercourse		
British Pipeline Agency	Any works within wayleave		
Defra	European Protected Species		
Department of Transport	Interest in the detailed engineering layout.		
Directly affected landowners	Interest in detailed engineering aspects of the NDR and how this will impact upon their property and land including land loss and noise pollution.		
District Councils	Mainly interested through formal planning procedures.		
Emergency services	Mainly how the NDR will affect their services and ensuring there is no determent to response times.		
English Heritage	Interest in issues relating to pollution control, protection of natural environments including disposal of effluent to sewer/surface water drain/watercourse.		
Environment Agency	Works in, over, under or adjacent to main rivers, environmental legislation relevant to construction, air quality and noise issues		
Environmental Transport Association	All aspects of the NATS/NDR scheme and its implications.		
Forestry Commission	Interest in issues relating to pollution control, protection of natural environments.		
General Public	Interested in issues surrounding all aspects of the scheme, such as noise pollution, potential housing development, traffic implications, and traffic management, planning issues and procedures and environmental issues.		
Highway Agency	Access to Trunk Roads		
Indirectly affected landowners	Interest in engineering aspects of the NDR and what affect this is likely to have on their property or land including land loss and noise pollution.		
Linewatch	Pipeline Hethersett to Buxton		
Local Access Forum (PROW interest groups)	Focus on issues surrounding Public Rights of Way including reducing severance and enhancing the network for public right of way users.		
Local Businesses such as Norwich International Airport	Improved road access that encourages more business and visitors to East Anglia.		

Table 4.1 List of identified stakeholders

Stakeholders	Summary of interests		
Local Business Groups such as Shaping Norfolk's Future	Improved road access that encourages more business and visitors to East Anglia.		
Magistrates Court	Power to authorise stopping up or diversion of highway		
Media Groups	All issues relating to NATS/NDR that may be of public interest.		
National Farmers Union	All aspects of the NATS/NDR scheme and its implications.		
National Grid	Gas and Overhead power lines.		
Natural England (formerly English Nature)	General Protected Species. Interest in issues relating to pollution control, protection of natural environments.		
Network Rail	Working close to over or under railway line		
Norfolk Association for the Disabled	Interested in creating a more accessible environment through scheme development.		
Norfolk County Councillors	Interest in all aspects of the scheme that will have an impact on their constituents.		
Norwich Geological Society	Regional Important Geological Sites. RIGS.		
Parish Councils	Interest in how the NATS/NDR directly or indirectly affect the parish and its residents. Focus on engineering detail of scheme, pollution issues and traffic implications. Allotments.		
Public Utilities	Affected Utilities		
Residents of directly affected parishes	Impact on their property through issues such as noise pollution and traffic implications.		
Secretary of State	Power to authorise stopping footpaths and bridleways		
Transport groups (bus companies, freight associations)	Interest in issues surrounding transport companies such as route changes, route hierarchy changes and implications for railway bridges.		
Greater Norwich Development Partnership	Development options in and around the Norwich policy Area.		
Objectors	Include organised groups such as Norfolk and Norwich Transport Action Group, as well as individual objectors or possible objectors, such as landowners, etc. Interests include objections to road building, impacts on individual properties or communities.		

4.5.2 Description of public consultations already carried out

The council is committed to involving the public in the decision making process and communicating the progress of the project regularly to all stakeholders.

The extensive consultation into the NATS in 2004, which included the NDR scheme as an essential element, indicated strong local support for an NDR with 78% of respondents in favour. Support was also given by Broadland District Council, South Norfolk Council and Norwich City Council, although the latter's support was linked to implementation of complementary traffic management measures in the City Centre alongside the other elements of the NATS.

This consultation also drew out the concerns of both statutory and non-statutory environmental organisations over the impact of an NDR on both the Tud and Wensum Valleys to the west of Norwich.

The consultation involved all of the following:

- the circulation of a brochure and questionnaire to approximately 132,000 households and businesses in the Greater Norwich area
- the circulation of a brochure and questionnaire to local authorities, including all Norfolk Parish and Town Councils, statutory bodies, utility companies, local interest groups, schools and other stakeholders.
- a copy of the brochure plus supporting information on the Norwich Area Transport website with the facility for online completion of the questionnaire.
- a dedicated telephone number to the Council's Customer Service Centre for inquiries about the NDR.
- a series of six public exhibitions, staffed by personnel from the P&T partnership, held at locations around Norwich.
- a series of eight static, unstaffed exhibitions held in Market Towns in Norfolk.
- attendance at twelve Parish Council Meetings around the northern fringe of Norwich from Weston Longville in the west to Postwick in the east.
- presentations to various interest groups.

4.5.3 Stakeholder Support

A number of stakeholders have shown their support for the NDR scheme by writing letters to the Director of Planning and Transportation at Norfolk County Council and these are shown in Appendix 4.E.

4.5.4 Plans for future consultation and stakeholders management

The following table highlights the key stages of public involvement from July 2008 throughout the duration of the project. While certain methods such as exhibitions and newsletters have set timescales, these are flexible and may depend on what is happening with the scheme at the time.

Communication method	Action	Timescale	Responsibility
Exhibitions	Formal exhibitions based on requirement at public inquiry	Aug/Sept 2008	Project co- ordinator
		Apr 2010	
NDR Newsletter	Draft, publish and	July 2008	Project co-
	distribute newsletter.	Feb 2009	ordinator
		July 2009	
		Feb 2010	
		July 2010 (continue into construction phase)	
Website	Update, refresh and publish latest news on website.	Weekly check required	Project co- ordinator
Your Norfolk	Draft and publish news for Your Norfolk magazine for the March edition.	December 2008	Project co- ordinator
		December 2009	
Telephone Hotline	Deal with formal and informal requests for information.	As and when required	Project team
Email Hotline	Deal with formal and informal requests for information.	As and when required	Project team
Letters and personal visits	Deal with formal and informal requests for information.	As and when required	Project team
Press releases	Draft and publish appropriate press releases	As and when required	Project co- ordinator
Other publications	Draft, publish and distribute information to appropriate publications	December 2008	Project co- ordinator
		December 2009	

Table 4.2	List of	communication	methods with	stakeholders
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Communication method			Responsibility
		As and when required	
Reports	Formal - draft and publish reports for Committee		Project manager/ Project co- ordinator
	Informal - draft and publish progress	As and when required	Project manager
Internal Meetings	Co-ordinate and facilitate internal meetings.	Weekly	Project manager
External Meetings	Co-ordinate and facilitate external meetings.	As and when required.	Project manager and project co- ordinator
Correspondence	This includes general correspondence received through letters, phone calls, emails and visitors.	As and when required	Project team

4.5.5 Evidence of consultation with Statutory Bodies and their responses

The following table shows the consultations undertaken with Statutory Environmental Bodies regarding the Environmental Statement.

Date	Form of consultation	Consultee				
Pre Scopir	Pre Scoping					
07/04/05	Meeting to discuss Environmental Issues following Stage 2 Report	English Nature, Environment Agency				
12/07/05	Meeting to understand EN's requirements for Appropriate Assessment	English Nature				
05/07/05	Letter with consultation document on Stage 2.5 Assessment	English Nature, Environment Agency, English Heritage, Countryside Agency				
11/08/05	Letter extending deadline for consultation	English Nature, Environment Agency, English Heritage, Countryside Agency				

 Table 4.3 List of consultations with Statutory Environmental Bodies

Date	Form of consultation	Consultee
28/08/05	Letter of thanks	English Nature, Environment Agency
01/09/05	Letter regarding point of contact	English Heritage
Scoping		
13/12/05	Scoping workshop	Environment Agency, English Nature invited and attended
		Countryside Agency, English Heritage invited did not attend
19/12/05	Letter to EH with draft Scoping Report for comment	English Heritage
Post Scop	ing	
12/04/06	Meeting to discuss need for Appropriate Assessment	English Nature, Environment Agency
04/05/06	Meeting to discuss requirements of species surveys	English Nature, Environment Agency
15/05/06	Letter regarding need for Appropriate Assessment	English Nature
20/02/07	Meeting regarding scope Appropriate Assessment	English Nature, Environment Agency
17/05/07	Meeting to discuss bats	Natural England
18/06/07	Letter from JM referring to April meeting	Environment Agency (David Seccombe)
10/10/07	Meeting to discuss drainage	Environment Agency
07/12/07	Letter with species surveys for comment	Environment Agency, English Nature

4.6 Evaluation

4.6.1 Statement of core evaluation objectives

The NDR is the key piece of major infrastructure necessary to secure implementation of the agreed NATS strategy. It will also be an essential component for the successful delivery of the significant growth in jobs and housing planned for the Norwich Area in the period to 2021 and beyond. The recently agreed East of England Plan (EEP) allocates a minimum of 33,000 additional dwellings to the Norwich Policy Area (NPA) 2001-21 The emerging Local Development Framework Joint Core Strategy looks forward to 2026 and therefore includes a further 9,000 dwellings. Of the 35,000 additional jobs targeted by the EEP at the wider Norwich area, the vast majority are expected in the NPA. Two of the strategic employment locations identified in the EEP, Norwich Airport and Thorpe St Andrew, are directly served by the NDR.

The scale of proposed growth has resulted in Norwich's designation as a Growth Point by central Government. The economic potential and regional significance of Norwich is recognised by its designation as one of the as an "engine of growth" in the regional economic strategy (RES). Norwich's success as an "engine of growth" is critical to the RES as the main driver of growth in the north-east of the region. The City's success is, in turn, dependent on the NDR scheme.

Development of the evidence base for the greater Norwich Joint Core Strategy (JCS) has confirmed the importance of the NDR scheme in delivering growth. The Growth Infrastructure Study, produced by the Greater Norwich Development Partnership provides a high level analysis of the infrastructure requirements of planned growth in the NPA. It concluded that the NDR scheme:

- should be delivered as soon as possible in the medium term (after 2011)
- "is needed to ensure that traffic in the northern part of the NPA can be removed from unsuitable local roads and thereby provide efficient access and movement, including meeting the needs of planned development over the wider area" and
- with other strategic improvements, is required to provide better accessibility to employment locations.

The Greater Norwich Employment Growth and Sites & Premises Study (by Arup) confirms the importance of Norwich International Airport to the local economy. In order to cater for employment growth it recommends (*inter alia*) a new business park location at the airport (approximately 35ha) and an extension to the business parks at Thorpe St Andrew. It also predicts significant growth in employment in the City Centre. The NDR scheme is critical to the viability of each of these sites as locations for significant employment growth.

At present transport problems are causing access constraints for businesses in the Norwich area, and in particular those situated close to Norwich International Airport. An NDR scheme implemented as part of the NATS strategy and alongside complementary measures will also enable the removal of through traffic (around 19,000 vehicles per day) from the city centre, and allow access improvements by all modes that will benefit city centre businesses and their employees.

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The high level of housing provision required by the EEP makes further significant allocations in Broadland inevitable. Indeed, the Issues and Options consultation, carried out over the winter 2007/08, highlighted a large urban extension north east of Norwich as one of the better opportunities for large-scale growth. A major development of over 6,000 houses in the north-east of Norwich is included in all options being considered. The proposed growth cannot be delivered in any practicable way without building the NDR, as part of implementing the NATS strategy.

4.6.2 Benefits Realisation

As part of the Norwich Area transportation Strategy, the NDR scheme is essential to:-

- o relieve the northern suburbs and adjacent of villages of traffic,
- o relieve congestion on the inner and outer ring roads and key radials,
- create capacity on the existing network in Norwich for a further phase of bus, cycle and pedestrian prioritisation,

Part of the process of developing NATS has been to identify interventions that will ensure these objectives are fully achieved. Interventions can be categorised into those that are independent of the NDR and those that require the NDR to be in place before they can be implemented. Eventual implementation of this second group is consequently significant to realising the full benefits of the NDR scheme. NATS interventions have been identified as strategic aims. In many cases, detailed projects for their achievement are still being developed and programmed, but dependant interventions are included in the realisation plan in Appendix 4.F.

Full realisation of benefits for the NDR scheme is also dependant on ensuring traffic does not revert to existing inappropriate routes through the outer suburbs and through villages on the northern fringe of Norwich. The County Council sees three parts to achieving this objective.

Firstly, the traffic model is being used not only to design the NDR but also to identify potential adverse demand on inappropriate routes on the rest of the network.

The modelling shows that some interventions will be necessary on minor and suburban roads to address these problems, after the NDR has been opened. These are likely to include Junction and other improvements, traffic management measures and possibly spot closures on some roads. The initial stages of modelling include a simulation of the effects of such measures rather than specific measures themselves. This ensures that the full potential traffic flow on the NDR is being assessed for the design and in particular, that junctions are designed to sufficient capacity.

Identification of specific measures will continue during the detailed development of the scheme, but these are to some extent dependant on other factors, such as the identification of the preferred option for the JCS. Thus firm detailed proposals for these interventions cannot be developed fully until later.

Funding and programming of detailed schemes will also be independent of the NDR and will be carried out as part or the County Council's Local Transport Plan (LTP). The early identification of the probable need for measures is being allowed for in preparation of the next Council's LTP.

The second part or the process to achieve this objective will be monitoring of traffic on the network, after the road has been opened to traffic. This will be aimed particularly to where problems have been predicted in the modelling work. This will not only verify the modelling, but ensure that any interventions are appropriate. The Council's experience is that the public acceptance of measures is often better after the actual scale of the problem is known.

The third part is public information. This includes adequate permanent signing and possible publicity at the time changes to the network are introduced. This includes the opening or the NDR itself and also any subsequent traffic management measures. The Council is also making provision of VMS at certain key junctions along the route. In most cases, these will be facilities for mobile VMS, although the possibility of some permanent sites is being examined. VMS will allow better utilisation of the whole network by giving drivers advance warning of conditions and problems.

4.7 Assurance

It is essential that large, complex and long running projects are monitored effectively. All major transport schemes have to demonstrate that a system for monitoring progress is part of the management structure and plan. The Gateway review process is a formal assessment of the progress of a project at key stages in its development. The Gateway Review process is owned and administered by the Office of Government Commerce (OGC).

4.7.1 Confirmation of date that Gateway Reviews were carried out

A Gateway 0 Review was carried out on the 11 -13 of December 2006 followed by Gateway 1 on the 13 - 15 May 2008. The resulting Project Assessment Spreadsheets can be found in Appendix 4.G.

In December 2006, the project was the subject of a 4Ps Gateway 0 Review. The conclusions of the Review Team were that:

"There is considerable support for the scheme within Norfolk County Council and neighbouring councils. The justification appeared to be based on a sound analysis of the benefits to be realised from a transport perspective and indeed many of those interviewed have advised of the social and economic benefits that will be derived from the implementation of the scheme. Good progress has been made and the Review Team assessed the scheme to be beyond that typically expected at Gateway 0 stage." The Review Team also considered that the scheme was a medium risk project technically and despite the risks inherent in any scheme of this size were impressed by the commitment to see the scheme come to fruition.

The Gateway Review Team has asked the Council to develop an Action Plan, which was then submitted to 4Ps for their acceptance. The Action Plan is included in Appendix 4.H and shows the Council's willingness to take on board external advice in order to ensure that the project does provide value for money.

In May 2008, the project underwent the Gateway 1 review, which concluded that the Business Case should be amended to reflect fully the importance of the NDR scheme as a key delivery project for local, county and regional plans/policies to maintain the current 1A priority status. This work has already been undertaken to reflect the key importance of the NDR and its strategic importance in delivering growth in the East of England Plan and the JCS.

The review team recommended a refinement of the risk register for the scheme by involving people with a wider ranging perspective of the strategic risks associated with the project. As recommended by the team, we will be reviewing this in line with best practice as set out in the OGC Management of Risk guidance.

The next Gateway Review Stage 2 is provisionally programmed for December 2008 and will focus on the Delivery Strategy for the scheme.

4.7.2 Supplementary Assurance Mechanisms

The Council recognises the need for a robust project management process to ensure successful delivery of the project. A Critical Friend was appointed to the project.

The role of Critical Friend is an independent role to support the Project Manager in his decision making in taking forward the NDR through to Public Inquiry. It is envisaged that this role will involve providing advice about the processes and timescales in taking the project forward.

Schedule of Appendices to Section 4

- 4.A Senior Responsible Officer Role
- 4.B Roles and Responsibilities
- 4.C Risk Management Strategy
- 4.D Communications Strategy
- 4.E Letters of Support
- 4.F Benefits Realisation Plan
- 4.G Project Assessment Spreadsheets for Gateway Zero and Gateway One
- 4.H Post Gateway Review One Action Plan