

**AGENDA MANAGEMENT SHEET**

**Name of Committee** Communities Overview and Scrutiny Committee

**Date of Committee** 22 December 2010

**Report Title** Concessionary Travel Project and Risk Management

**Summary** The Concessionary Travel project commenced in May 2010. This report sets out the project management and risk mitigation processes and invites Members to comment.

**For further information please contact** Sara-Louise Board  
Concessionary Travel project manager  
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**Would the recommended decision be contrary to the Budget and Policy Framework?** No

**Background Papers** Cabinet reports: 22/7/10 and 18/11/10

**CONSULTATION ALREADY UNDERTAKEN:-** *Details to be specified*

- Other Committees  .....
- Local Member(s)  .....  
(With brief comments, if appropriate)
- Other Elected Members  .....
- Cabinet Member  Councillor A Cockburn  
(Reports to The Cabinet, to be cleared with appropriate Cabinet Member)
- Chief Executive  .....
- Legal  I Marriott  
P Fairweather  
B Jukes
- Finance  Robert Philips

- Other Chief Officers  .....
- District Councils  .....
- Health Authority  .....
- Police  .....
- Other Bodies/Individuals

**FINAL DECISION**                      **YES/NO**      *(If 'No' complete Suggested Next Steps)*

**SUGGESTED NEXT STEPS :**

*Details to be specified*

- Further consideration by this Committee  .....
- To Council  .....
- To Cabinet  .....
- To an O & S Committee  .....
- To an Area Committee  .....
- Further Consultation  .....

**Communities Overview and Scrutiny Committee –  
22 December 2010**

**Concessionary Travel Project and Risk Management**

**Report of the Strategic Director for  
Environment and Economy**

**Recommendation**

That the committee considers the content of this report and if appropriate makes recommendation to Cabinet.

**1. Background**

- 1.1 The management and administration of concessionary travel for older and disabled passengers in England has undergone major changes throughout the last ten years. During this period the scheme has evolved from a local half fare to a national free scheme. Significant changes in passenger transport legislation and provision are outlined below.

Table 1:

Pre-1985	Ad-hoc arrangements for concessionary travel available at local authority discretion in England.
1985	Buses de-regulated outside London. Local Authorities able to make concessions available on operator-run services.
2001	Statutory half-fare minimum concession introduced on off-peak local bus services for pensioners and the disabled.
2002	Eligibility extended to men aged 60 to 64 thus harmonising age threshold with women.
April 2006	Statutory minimum concession increased to free off-peak local travel.
April 2008	Statutory minimum increased to free off-peak national travel on local buses in England.
April 2010	Age of eligibility aligned with changes to the female state pension age, which is set to increase to 65 by 2020.
April 2011	Responsibility for management of free concessionary travel to transfer to upper tier local authorities (eg county councils, unitary councils and Passenger Transport Executives PTEs).

1.2 Consequently, in April 2011 Warwickshire County Council will become the Travel Concession Authority (TCA) and will be responsible for the management and administration of free concessionary travel in Warwickshire

1.3 The administration of the scheme broadly forms three areas:-

(i) **The issue and management of passes and other concessions**

- (a) Validation of initial applications;
- (b) Collection and storage of customer data to enable pass encoding and production;
- (c) Distribution of concessionary passes;
- (d) Renewal of expired concessionary passes;
- (e) Dealing with returns, cancellations, lost or damaged passes, and other concessions;
- (f) Provision of statistical data.

(ii) **Reimbursement Administration**

- (a) Capture of journey and fares data for bus operators;
- (b) Audit of data;
- (c) Calculation of payments due to bus operators;

(iii) **Management and Monitoring**

- (a) Collecting and collating relevant data for monitoring and management purposes;
- (b) Updating cost estimates;
- (c) Forecasting costs for future years;
- (d) Negotiating financial parameters;
- (e) Managing appeals and other legal actions including technical input and liaising with legal advisors;
- (f) Assessing additional capacity costs and other "special claims" made by operators.

1.4 These three operational areas of service formed the project parameters and guide the transition. management.

## **2. Transition and Project Management Processes**

2.1 In January 2010 a project briefing report was drawn up which identified the size and scope of the transition process needed. Following a number of internal meetings within the Environment & Economy Directorate a dedicated project manager and project resources were identified. The project has been undertaken using the Prince2 principles with a dedicated project manager in post since mid May 2010.

2.2 The objectives of the project are to deliver an effective transition from the current Borough and District management to the County Council with:-

- (i) A universal standard of service to users.

- (ii) Greater access to the service by utilising the network of One Stop Shops and increasing the number of locations where people can apply for a pass.
- (iii) Cost efficiencies and savings as per the Department for Transport (DfT) requirements.
- (iv) No compromise to the quality or security of the data.
- (v) An increase in cross directorate working and collaboration.

2.3 As part of the Prince2 methodology an elected member and senior officer board has been convened, this board meets quarterly. A wider technical officer working group was created to assist in the delivery of the objectives. (see **Appendix A** for membership). This group will meet three times during the life of the project, at the initiation stage, at the testing stage of the service and at the conclusion and closedown of the project.

2.4 The project is sub divided into five work phases, as detailed in Table 2 below:

Table 2

<b>Phase 1:</b>	<b>Initiation:</b> Set up governance arrangements Ensure senior buy in and support for the project Ensure relevant authorities for the project are in place	
<b>Phase 2:</b>	<b>Development:</b> Engage key directorates at an early stage Develop a working relationship and links in each key Directorate Ensure that technical and specialist skills are available to achieve the project outcomes. Scoping and design	
<b>Phase3:</b>	<b>Delivery &amp; Implementation phase; 2 parallel workstreams:</b>	
	Service design & development	
	Testing	Contracts and tendering for key suppliers
	Implementation and training	
<b>Phase 4</b>	<b>Service live from 1 April 2011</b>	
	Review and amendment as needed to improve the process	
<b>Phase 5:</b>	<b>Handover and closure</b> Handover of the service to the Concessionary Travel Manager, Project closure Lessons learnt on completion.	

2.5 There are a number of well established management tools in place for this project. This includes regular workstream meetings with the key contributors, particularly in the One Stop Shop (OSS) management team to develop the business processes and the County Council's legal team to oversee the contract arrangements with ESPO (Eastern Shires Purchasing Organisation), which is supporting the procurement process. The frequency and scope of these meetings will evolve throughout the project life depending on where the current

work priority sits. The large, diverse and fast moving nature of the project is such that a flexible approach is required to secure success.

- 2.6 In conjunction with the workstream meetings, there is a co-ordinated work and task programme for each of the nine key workstreams, with tasks and responsibility assigned to service managers and officers e.g. Communications, the lead on this workstream is the press officer for EED with involvement and support from the project manager.
- 2.7 Communication is paramount to the success of this project. Each workstream has a number of dimensions to it. The project manager regularly meets each of the lead officers from each of the nine workstreams to address issues and plan future activities.
- 2.8 There are 2 distinct groups who require particular consideration. A carefully prepared training and communications plan needs to be applied to both the OSS and Customer Service Centre (CSC) advisors as well as the 100,000 users. To meet this requirement a substantial communications exercise will be undertaken in the new year to ensure that users are clear on what changes are being made and how the changes will affect them. Internally a dedicated resource will be targeted at the OSS and CSC advisors to furnish them with the specialist knowledge and skills needed to provide the best customer service possible from the outset.

### **3. Risk Management Processes**

- 3.1 The corporate approach to risk management has been followed in this project to identify, assess and manage risks throughout the duration of the project. Risk Management is also a key component of Prince2. This is in recognition that the manager of a project must contain and control risks if a project is to be successful.
- 3.2 The Risk Team (from the Risk and Assurance Service in CWG) have provided advice to the project since its initiation in May 2010. This has included supporting the Project Manager with the development and ongoing management of a risk register, facilitating the identification of emerging risks, and acting as a critical friend by reviewing the appropriateness of actions that are being taken to manage risks.
- 3.3 The risk register has been listed on the corporate Risk Management system, Magique, where it is monitored and updated by dedicated project administration. The Project Manager also holds regular workstream meetings with the Risk Team to review the risk register and to identify any emerging risks that may arise during the different phases of the project. A copy of the risk register is attached as **Appendix B**.
- 3.4 The procurement process is a significant element in this project with the risks associated with major contracts significantly reduced through the use of ESPO as the lead agent on the procurement process. Their experience and expertise has been invaluable in the development of the specification. Their involvement has allowed the tender to be expanded to a national framework. One of the

advantages of this is that other local authorities in England will be able to maximise their purchasing power and economies of scale.

- 3.5 The co-operation of the borough and district councils, who currently manage the service has been invaluable. Their contributions and willingness to work towards a smooth transition have significantly reduced some of the reputational risks for the project.

#### **4. Financial Implications**

- 4.1 The potential financial risks to the County Council, are caused primarily through continued uncertainty regarding DfT grant allocation. These have been included as part of the 2011/12 budget planning process, DfT is expected to clarify its funding position in the new year. Through the maximising of utilisation of existing County Council resources the ongoing management and administration of the concessionary travel scheme will be as efficient and cost effective as possible.

#### **5. Next Steps**

- 5.1 The project management tools are in place, with a cross directorate commitment to each workstream. The project is entering Phase 3 which has a number of key milestones, namely:-
- (i) Tender responses for pass production and transport advice are due with ESPO on 22 December 2010.
  - (ii) Local Government finance settlement announcement due December 2010 and the implications for the WCC concessionary fare project will be analysed.
  - (iii) Contract Award is expected w/c 22 January 2011.
  - (iv) Data transfer, the first successful cleanse has been completed with a second to follow in late January 2011.
  - (v) Agreement to use the County Council logo and a new expiry date on all cards issued by the District and Borough Councils from 1 January 2011.
  - (vi) A concerted communications campaign to ensure the message gets out to users about the changes including. Press articles, website updates, radio interviews and banners on all major routes and buses in Warwickshire. This will commence in January 2011 and continue through to mid April.
  - (vii) Project closedown in April 2011.
  - (viii) Transfer of responsibility to the Concessionary Travel Manager towards the end of April.

## 6. Conclusion

- 6.1 This is a significant project, it has a number of complex interrelated workstreams and a very challenging timeframe to deliver in. The project presents a number of risks, the most important being the risk to the county council's reputation if difficulties or delays arise. The measures put in place by officers are sufficient to reduce the risks to a manageable level. Notwithstanding these constraints and uncertainties the Concessionary Travel Project has the capacity to deliver an improved service to the residents of Warwickshire and demonstrate cross directorate working at its best.

PAUL GALLAND  
Strategic Director for Environment and Economy  
Shire Hall  
Warwick

26 November 2010



**Communities Overview and Scrutiny Committee –  
22 December 2010**

**Concessionary Travel Project and Risk Management**

**Board Membership**

**Councillor Alan Cockburn** – Portfolio Holder

**Paul Galland** - Director, Environment and Economy

**David Carter** - Director, Customers, Workforce and Governance

**David Clarke**- Director, Resources

**Graeme Fitton** - Head of Service, Transport for Warwickshire

**Chris Jukes** - Group Manager, Projects, Resources

**Kevin McGovern** - Group Manager, Transport Operations, Environment and Economy

**Sara Board** - Project Manager.

**Technical Working Group:**

<b>Workstream</b>	<b>Lead</b>	<b>Support</b>
1. Authority	Sara Board	Kevin McGovern
2. Policy	Sara Board	Kevin McGovern
3. Legal	Suzanne Burrell	Paul Fairweather
4. Finance	Dorne Allen	Rob Phillips
5. Procurement	Paul White	ESPO – Kate Shaw
6. Risk and Assurance	Tania Kiff	Neil Ovard/Sara Board
7. Existing Services	Kevin McGovern	Sara Board
7.b New Service	Diana Wilkinson	Chris Elfwood Andrew Dudley David Hurst
8. ICT	Les Harlock	Andy McGarry Andrew Dudley
9. Communications	Christopher Cresswell	Sara Board

**Name of Area / Activity / Project:** Concessionary Travel

**Risk Register Lead:** Sara Board

**Date of Review:** 25/11/2010

Ref	Risk Description	Cause	Effect	Risk Owner	GROSS risk		Risk Level	Existing Actions (in place or completed)	NET risk		Risk Level	Further Risk Actions		
					Likelihood	Impact			Likelihood	Impact		Description	Action Owner	Target Date
1	<b>The project fails to meet its goals and objectives or meet legislative criteria.</b>	<p>New legislation is introduced or there are changes in government policy.</p> <p>Poor project management in the transition of concessionary travel from the district and borough councils.</p> <p>The aims and objectives of the project are unclear or poorly implemented.</p> <p>Creepage occurs in the project scope.</p> <p>Limited resources to manage and provide support to the project.</p> <p>There is poor project management and governance.</p>	<p>WCC will fail to meet statutory obligation.</p> <p>Negative publicity for WCC and criticism of management processes.</p> <p>Possible delays to the project.</p>	Paul Galland	2	4	8	<p>Robust project management processes are in place that follow Prince 2 methodology.</p> <p>Workstreams are in place from relevant sectors within the Authority.</p> <p>Cabinet have given approval on 18-11-2010 for the scheme of Concessionary Travel and discretionary elements.</p> <p>A project plan is in place that is monitored by the Project Manager and Board.</p>	1	2	2	Accept current level of risk.	Sara Board	31/03/2011
2	<b>Change in central government policy.</b>	<p>New government change in priorities or failure of coalition government.</p>	<p>Project becomes obsolete or project falls to WCC to fund and implement.</p> <p>Local concessions are reduced or abolished.</p>	Paul Galland	3	4	12	<p>Ongoing engagement with LGA to monitor any changes &amp; to provide feedback to any consultation.</p> <p>The Government as part of its Spending Review has confirmed that the scheme is to continue.</p>	2	4	8	Await spending allocation from central Government to determine what further action needs to be taken.	Rob Phillips	31/12/2010

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3	<b>Inter organisational politics over livery / image of service on passes if enhancements are still funded by districts &amp; boroughs.</b>	Localised politics and perception from District / Borough councils over loss of branding.  Some districts apply local enhancements which are not applicable in other areas. They may want local enhancements to remain which may conflict with countywide proposals.	Negative publicity for WCC and criticism of management processes.	Sara Board	3	2	6	Meeting held with Districts 13-08-2010 to identify and understand issues and potential areas of conflict.	2	2	4	Work with Districts to agree transition strategy and use of logos on new passes.	Sara Board	31/12/2010
4	<b>WCC is unwilling, unable to meet, or unable to allocate resources for enhancements e.g. 9am - 9.30 use of bus passes.</b>	Restricted financial position.	Reduction in service for Warwickshire residents.	Paul Galland	3	4	12	Budget pressures and change in services are notified early to Finance and Members.  Consultation results have identified overwhelming public demand for services between 9.00 and 9.30.  The Project Board has approved that a recommendation be made to Cabinet that the current 9.00 enhancement should remain.  Cabinet have given approval on 18-11-2010 for the scheme of Concessionary Travel and discretionary elements.	2	3	6	Await spending allocation from central Government to determine what further action needs to be taken.  A budget bid has been submitted to help address pressures. Approval of the bid is awaited as part of the overall budget that will be presented to the Council.	Rob Phillips  Sara Board	31/12/2011  15/02/2011

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5	<b>Inability to select a pass production contractor.</b>	There are a number of possible providers of this service in the UK, but due to the size of the contract EU procurement rules apply. However, potential contractors may show insufficient interest to enable a full and transparent procurement exercise to be completed.  Unforeseen delays in specification and procurement process.	Possible breach of EU procurement rules.  Appeals on contractor selection.  Delays in the production and issue of bus passes to the public.	Paul White	2	4	8	ESPO are managing the contracting process on behalf of WCC.  The PQQ process has been completed and a number of companies have been invited to tender.	2	2	4	The closing date for tenders is 22/12/2010. A decision will be made week commencing 24/01/2011	Sara Board	28/01/2011
6	<b>Bus operators are unwilling to work to an interim position if passes expire.</b>	Bus operators are not able to come to any agreement with WCC over changes to the scheme.	Reduced service for Warwickshire residents.  Negative publicity for WCC.  Criticism of management processes.  Bus operators use the situation to create leverage for the reimbursement process.	Kevin McGovern	2	4	8	Early dialogue with operators to ensure they are briefed on changes and WCCs position.  Cabinet have approved for the Scheme of Concessionary Travel and discretionary elements.	1	1	1	This is no longer a risk as existing bus passes will remain valid.		
7	<b>Loss of data in transit from host to awarded contractor.</b>	Poor data management and information security.  Poor project management.	Possible breach of Data Protection Act.  Reputation of WCC called into question.	Kushal Birla	3	4	12	Direct involvement with Les Harlock and Andy Morrall to ensure WCC security requirements for management of personal data are met.  Data security has been built into the specification of the contract.	2	4	8	A detailed data security questionnaire will be completed by the successful contractor and issues addressed to ensure that all data security requirements are met.  To ensure that WCC security requirements for management of personal data are met during the operation of the contract.	Les Harlock  Les Harlock	28/02/2011  Ongoing

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8	<b>There is limited project support in place.</b>	Unforeseen illness or absence of the Project Manager.	Possible delays to the project.  Additional pressure to catch up on return.  Additional duties on other group members.	Kevin McGovern	2	4	8	Prince2 methodology is being followed ensuring clear file management and regular updates of progress.  A Project Management Support Officer is in place to support the Project Manager.  The Project Manager discusses project progress with the Transport Operations Manager every month.	2	2	4	Accept current level of risk but monitor and review on an ongoing basis.	Sara Board	31/03/2011
9	<b>Poor consultation on proposed changes.</b>	An EQIA consultation strategy is not developed and implemented prior to policy decision.  The people and organisations that need to be consulted are not identified.	Ombudsman report challenges decision of WCC Cabinet and requires decision to be withdrawn and reviewed.  Possible claim from operator for loss of business from changes.  The needs of service users, WCC, other districts and boroughs, the pass production contractor and bus operators are not identified or considered.	Sara Board	4	4	16	The Equality and Diversity Team has provided support in developing the consultation Strategy and Equality Impact Assessment.  Consultation Strategy has been completed.  Equality Impact Assessment has been completed.  Public Consultation programme has been completed and results reviewed.	1	1	1	This is no longer a risk as the consultation process has been completed and findings from the process have been used to develop recommendations made to Cabinet.		
10	<b>Poor communication of changes to the scheme.</b>	The removal of enhancements or any other changes are not communicated sensitively or at an early stage.	Adverse public reaction to changes in the process.  There is confusion amongst the public and bus providers on the use of enhancements.  Reputational impact on the Council.	Sara Board	4	4	16	A communications strategy has been developed.	3	3	9	Clear, understandable messages to be developed to communicate changes.  Place Adverts for changes and disseminate strategy to staff.  Drip feed of FAQs and web improvement	Christopher Cresswell  Sara Board and Adrienne Bellingeri  Simi Braich	31/03/2011  31/03/2011  30/01/2011

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11	<b>The transition could represent a revenue liability to WCC.</b>	Additional financial burden on WCC to administer the scheme and provide enhancements.  DFT estimates may consider the need for efficiency savings as a % cut of cost at present.  Funding withdrawn from districts and boroughs by the DFT may not match the grant allocated to WCC.	Increased revenue budget liability and pressure.  Costs will have to be built into future budgets which could impact on funding for other services  Imposed savings targets are unrealistic or untenable to deliver.  WCC does not benefit from any economy of scale savings following the transition, instead savings may benefit districts and boroughs.	Dave Clarke	3	4	12	An early budget bid has been submitted to seek extra funding to manage the scheme.  Regular finance updates are provided through the highlight report to all relevant parties.  WCC has responded to government consultation with preference for Option 4 OSR.	3	3	9	Await spending allocation from central Government to determine what further action needs to be taken.	Rob Phillips	31/12/2010
12	<b>Pass production contractor is unable to deliver service.</b>	Bankruptcy.  Natural disaster.  A disruption event occurs.  WCC is unable to send data to the pass production contractor.	Delays in the production and issue of passes to the public.  Negative publicity for WCC.	Sara Board	2	4	8	Business continuity and financial evaluations are elements of the PQQ.  Redundant capacity is built into the process for the production and delivery of passes to manage the risk of any potential delays.  KPIs have been developed to monitor contractor performance.	2	2	4	Accept current level of risk but monitor and review on an ongoing basis.	Sara Board	31/03/2011
13	<b>Failure to negotiate acceptable operator reimbursement level.</b>	Contract negotiation fails.	Reduction in the level of local bus network provision.	Kevin McGovern	4	2	8	Following lobbying through the LGA, DFT have provided guidance and details on the national formulae to be used.  MCL carry out negotiations with operators on WCC's behalf.  The performance of MCL and negotiations they carry out are monitored.	3	2	6	Scheme for concessionary travel to be finalised and published.  MCL will confirm the draft scheme and carry out consultation with bus operators.	Sara Board  Sara Board	01/12/2010  31/01/2011

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14	<b>Bus Operators appeal against reimbursement terms applied by WCC.</b>	WCC fails to negotiate an acceptable operator reimbursement level as Bus Operators may disagree with how reimbursement payments are calculated by WCC using the DFT Reimbursement Assessment Tool (RAT).	Adverse decision on judicial reviews.  Significant financial liability to WCC and other 2 tier local authorities as a result of changes in case law.  Potential reduction in the level of local bus network provision.	Kevin McGovern	4	2	8	Co-operative arrangements are in place with other local authorities to monitor this position.  Expert Legal advice is obtained from FSI who are the national legal experts in this field.  MCL carry out negotiations with Bus Operators on WCC's behalf.  Following lobbying of the DfT via the LGA guidance has been provided on the national formulae to be used.	3	2	6	Accept current level of risk, but monitor.	Sara Board	31/03/2011
15	<b>Additional capacity claim (ACC) is made by bus operators.</b>	If there is an increase in passenger journeys made through the concessionary travel scheme there will be an impact on operational costs incurred by Bus Operators.	There will be an expectation by bus operators that increased overhead costs will be met by WCC.  This could also lead to an appeal being made against reimbursement calculations if operators do not agree with WCCs cost assessment for the additional capacity.  Potential reduction in the level of local bus network provision if costs are too high to support.	Kevin McGovern	4	3	12	Expert Legal advice obtained from FSI enables WCC to robustly challenge and negotiate claims.  Following lobbying of the DfT via the LGA guidance has been provided on the national formulae to be used.  Cabinet have given approval on 18-11-2010 for the scheme of Concessionary Travel and discretionary elements which both reduce the risk of ACCs.	3	3	9	Statutory draft scheme is published on 1st Dec, followed by 3 months of negotiation for rate levels in 2011/12	Sara Board	31/03/2011

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16	<b>The scope of the project is changed by Members.</b>	Financial constraints on WCC require earlier reduction to Statutory minimum service.	Project goals are changed or increased, but no extra time is given to deliver. As a result there may be Less time for testing and delivering the objectives on the project, which could lead to increased reputational risk.	Paul Galland	3	4	12	Cabinet have given approval on 18-11-2010 for the scheme of Concessionary Travel and discretionary elements.	2	3	6	Accept current level of risk.	Sara Board	31/03/2011
17	<b>Payments are unable to be accepted by Warwickshire Direct.</b>	Warwickshire Direct Partnership currently do not accept any payments for WCC services within their One Stop Shops, or accept electronic payments over the phone.  Incompatible systems to support different payment methods eg Agresso PCDISS	WCC are unable to deliver the same level of service that can be delivered by Districts.  Delays in the processing and delivery of replacement bus passes. Loss of revenue to WCC	Kushal Birla & Toninio Ciuffini	4	3	12		4	1	4	Currently looking into what the existing payment arrangements are within the OSS.  Work with ICT and Agresso Project Team to identify issues and how to work round them.  Look at alternative methods of receiving payments within Warwickshire Direct.  ICT are investigating the possibility of using wireless and payment machines	Sara Board  Sara Board  Adrienne Bellingeri and Sara Board  Sarah Randell	05/12/2010  31/12/2010  31/12/2010  31/1/2011
18	<b>IT systems for delivering concessionary travel services are not developed prior to the launch of the service.</b>	The most suitable ICT solution for elements of the Business process & storing of photos has yet to be finalised.	Delay in testing final solution.  Possible delay in delivering concessionary travel services via Warwickshire Direct.	Tonino Ciuffini	3	3	9	To mitigate risk and to avoid compromising ICT corporate architecture an alternative solution has been agreed avoiding the need for Singularity & SharePoint. 25/11/10.	2	3	6	Technical options are being discussed and a plan is in place to agree architecture by 3rd Dec.  ICT to develop and deliver solution prior to launch	Rob Godfrey	05/12/2010  31/1/2011