

COMMITTEE: BEST VALUE SCRUTINY PANEL

DATE: 10th MAY 2005

SUBJECT: ENGINEERING & TRANSPORTATION BV REVIEW
PROGRESS REPORT AND DRAFT STAGE 3 (OPTIONS
ANALYSIS) REPORT

REPORT BY: HEAD OF ENGINEERING & TRANSPORTATION

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IMPLICATIONS:

LEGAL	✓	COMMUNITY SAFETY
EQUALITIES		ENVIRONMENT
FINANCIAL	✓	CONSULTATIONS
STAFFING	✓	OTHER

WARDS AFFECTED:

PURPOSE

To advise Scrutiny Panel of the progress of the Engineering & Transportation Best Value Review and present a draft Stage 3 (Options Analysis) report for approval.

RECOMMENDATION(S)

Best Value Scrutiny Panel Committee is recommended to:

- (i) Note the progress being made on the E&T BV Review and**
- (ii) Approve the draft Stage 3 (Options Analysis) Report**

BACKGROUND

1. The Engineering and Transportation Service Best Value (E&T BV) Review commenced in October 2004 using the Council's three stage, 26 week BVR Methodology.

2. A report was brought to this Panel on 12th October advising of the preparatory work that had been done up to that stage and presenting a draft Stage 1 report for approval which set out the range of services to be included in the Best Value (BV) review process together with a project plan against which the review would be delivered. Panel were asked to note the draft Stage 1 report and approve or amend the range of services and Key Issues that had been identified by the Best Value review team for inclusion in the review process. The Panel resolved that clarification was needed in relation to how cycling and traffic management matters would be dealt with in the review process and also how market testing measures would be taken forward.
3. A further report was brought to the Panel on the 11th January 2005 seeking approval of the amended Stage 1 report that incorporated the clarification on cycling and traffic management matters as identified in paragraph 2 above. The Panel resolved to note the progress being made on the review and to approve the Stage 1 report.
4. The Panel also resolved that two particular schemes, the town centre traffic management changes as implemented in August 2004 and the traffic calming project implemented in the Dallow area (namely in Wimbourne Road and Portland Road) be used to test the findings of the emerging BV Review.
5. A further report was brought to Panel on the 1st March that included a finalised Draft Stage 3 Report and the Reports reviewing the two projects referred to in paragraph 4. Best Value Scrutiny approved the Draft Stage 2 report and noted the findings of the project reviews.

REPORT

5. Considering the pressures that continue to bear upon the Engineering & Transportation (E&T) service, progress on the Best Value Review (BVR) has been good. The BV Review has been managed quite strongly and progress throughout the review has generally been quite good. Most of the primary review work is now regarded as completed in accordance with the scheduled completion date of April 2005. All that remains is for amendments and alterations arising out of references to CDMT and BVS Panel to be accommodated into the Stage 3 Options Analysis Report and subsequent Improvement Plans.
6. A draft Stage 3 (Options Analysis) Report has now been completed and is brought before the BV Scrutiny Panel for consideration and approval. The draft report is attached at Appendix _____. The draft Stage 3 report has been prepared in accordance with the June 2004 edition of the Council's Best Value Methodology and is accordingly structured in a manner consistent with that methodology.
7. The Director of Environment & Regeneration and the relevant Portfolio Holder have been consulted and their respective comments and observations incorporated into the draft Stage 3 Report. Consultation with CDMT and the Head of Policy & Performance is scheduled to take place after the preparation of this report and their comments and observations will be reported to Scrutiny Panel orally at the meeting.

The draft Best Value Review Stage 3 (Options Analysis) Report

8. The draft Stage 3 report has been produced in accordance with the Luton BC BV Methodology and consists of the following eight Sections:
 1. Introduction & Executive Summary
 2. Summary of key Issues from the Scoping and Vision reports

3. List of Targets arising from the Vision report
4. Market Analysis
5. Options
6. Recommendations
7. Improvement Plan
8. Implementation and Progress Monitoring

This Scrutiny report summarises the above issues.

Section 1: Introduction & Executive Summary

9. This section states the purpose of the report as being to:
 - Develop options for achieving the targets set in the Vision Report
 - Recommend preferred Options to Members
 - Develop a Service Improvement Plan based on the recommended options and the results of the Minimum Analysis process.
10. The information sources for the draft Stage 3 report are the “Challenge” and “Compete” sections of the Stage 2 (Vision) report together with information on how other local authorities and service providers have improved their services or reduced their costs. Information and advice has also been obtained through discussions with potential partners and from the departmental accountancy section and Corporate Procurement Unit.
11. This section also reminds readers that 10 key issues were identified in Stage 1. Options have been developed for addressing six of these key issues with the remaining four being addressed using existing policies and management action. Section 1.6 of the Stage 3 report lists the recommended option for each of the six key issues developed.

Section 2: Key issues for the review

12. The following ten key issues have been reviewed:
 - (i) Improve productivity, overall efficiency and effectiveness in parking enforcement to reduce illegal parking and improve highway network efficiency and access
 - (ii) Increase walking and cycling through Green Travel Initiatives, provision of facilities and better safety to improve air quality and community health
 - (iii) Improve road safety and parking congestion around schools through the provision of safety engineering, enforcement and training to reduce levels of actual and perceived risk and to encourage travel by more sustainable modes
 - (iv) Reduce speeding through the use of traffic calming, speed cameras and active signing, to reduce road casualties especially vulnerable users, to reduce real and perceived risks and to improve network efficiency
 - (v) Improve bus service punctuality through Quality Bus Partnerships including bus priority measures and Real Time Passenger Information, to encourage modal shift from cars and to improve air quality

- (vi) Increase user and community satisfaction with transportation policy and completed schemes through better consultation particularly following completion, to build support for transport policy and build confidence in the Council.
- (vii) Ensure the delivery of the Capital and Revenue Programme to a high standard of efficiency, economy and quality, to improve compliance with programme and improve user and community confidence.
- (viii) Improve management and working practices and processes, in particular the need for flexibility, recruitment and retention, and better internal communication, to increase efficiency, to facilitate staff development and morale and to meet corporate targets
- (ix) Achieve sustained improvement in LTP and APR scores to maximise government funding and to maximise CPA freedoms and flexibilities
- (x) Establish arrangements and systems to comply with the statutory duty under the new Traffic Management Act to secure the expeditious movement of traffic on the local road network, to ensure efficient network operation and to avoid government intervention

Section 3: Vision Targets

13. Section 3 of the Draft Stage 3 report identifies the following Vision Targets for the ten key issues:

(i) Parking Productivity and Effectiveness

- Reduce number of illegally parked vehicles per km of restricted street to 1.00 by 2005-06
- Reduce parking service sickness absence to 13 days per PA by 2005-06
- Achieve best quartile performance by 2005-06 for proportion of PCN overturned on appeal or not contested by Council

(ii) Walking and Cycling

- 70 of total 84 schools to have adopted travel plans by 2011
- Increase number of employers with travel plans to 25 by 2006 and 70 by 2011
- Achieve 70% of children walking to school by 2011
- Triple No. of children cycling to school to by 2011
- Double cycling mode share by 2010
- Reduce concentrations of NO₂ across 10 representative sites to 36µgm³ by 2010

(iii) Road Safety and Congestion around Schools

- Sustain best quartile performance for child casualties
- Achieve 80% schools with safer routes to school or appropriate traffic management scheme, 20 mph limit or signing in place by 2011 (based on priorities)
- Achieve 70% children over 5 receiving road safety advice by 2011
- Achieve 6% un-staffed SCP sites by 2011

(iv) Speeding

- Achieve 100% roads with appropriate speed limit by 2011
- Sustain 100 % priority camera sites with regular enforcement action (13 fixed and 15 mobile)

- Achieve 50% priority sites with traffic calming measures or active signing installed by 2011
- Achieve 85% speed compliance at 20 mph sites by 2011

(v) Bus Service Reliability

- Achieve best quartile performance for bus service punctuality by 2011 (based on new LTP indicator)
- Achieve best quartile performance for satisfaction with public transport information by 2011
- Increase public transport use to town centre by 15% by 2011 compared with 1999 levels

(vi) User and Community Satisfaction

- Achieve Corporate goal of 75% satisfaction with scheme development and delivery by 2011
- 100% of 'significant' schemes to be subject to public consultation by 2005 (significant to be defined)
- 30% of 'significant' schemes to have post completion surveys by 2006
- 100% enquiries responded to in 10 days by 2006
- 100 % complaints acknowledged in 3 days by 2006
- 100 % complaints with full response in 10 days by 2006

(vii) Capital and Revenue Programme Delivery

- Achieve Scheme design unit costs and productivity of industry standard greater than 80% standard by 2006
- 95% vacancies and posts filled or covered by contract arrangement by 2006
- Achieve sickness absence of 8 days per person by 2006
- Achieve 90 % schemes designed in accordance with approved capital and revenue programme by 2006
- Achieve 90% schemes constructed in accordance with published programme by 2006
- Achieve 90% client satisfaction with quality of design and construction by 2006

(viii) Working Practices and Processes

- Achievement of IIP by 2006
- 100% employees in post for 12 months to have annual appraisal by 2006
- Internal communication strategy in place by 2006
- Quality Procedures manual in place with regular review process to monitor non-conformances by 2006
- Achieve no process non-conformances by 2008
- Achieve corporate targets for disability and diversity by 2006

(ix) Quality of LTP and APR

- Achieve and sustain above average score by 2006
- Achieve 100% completion of key actions in DFT/Atkins report by 2005
- Achieve 100% compliance with LTP programme preparation in 2005

(x) Traffic Management Act

- Establish policy and organisational arrangements to meet statutory obligations to meet government requirements
- Meet performance requirements to avoid possibility of intervention

Section 4: Market Analysis

14. This section identifies the various methods in which market analysis has been carried out for each of ten key issues. It includes summaries of the outcomes with various organisations with comparison and challenge exercises have been carried out, including the British Parking Association, London Borough of Camden, London Borough of Hackney, South Bedfordshire Borough Council, Mid Bedfordshire Borough Council, Southend Borough Council, Bedfordshire County Council and Hertfordshire County Council. Other cognitive knowledge was also brought through networking with internal and external colleagues.

Section 5: Options

15. This is the main section of the Draft Stage 3 report and contains the various options for improvement for each of the key issues including the recommended options. This section also attempts to give a flavour for the financial implications that may arise from pursuing that option. These options are summarised below with the recommended option being shown in bold.

(i) Parking Productivity

Option A : Retain enforcement in-house

Option B : Retain in-house until April 2006 but review performance six months after the approval of this report (consider option E or F at that stage if necessary)

Option C : Implement resource sharing agreement with private sector

Option D : Collaborative partnership with South or Mid Beds Borough Councils

Option E : Contract out now (without an in-house bid)

Option F : Contract out now (with an in-house bid)

The recommended option (Option B) is based on the assumption that the Council is encouraged by the service improvements achieved but is yet to be convinced that these are sustainable in the longer term and is prepared to allow further time for the service to demonstrate this. This option would require robust on-going comparative performance monitoring provided through membership of the National Parking Benchmarking Initiative managed by the Transport Research Laboratory on behalf of the British Parking Association. Further details on this option are contained in paragraphs 5.2.9 - 5.2.12 of the Draft Stage 3 Report.

(ii) Walking & Cycling

Option A : Continue with present strategy of new and improved facilities and encouragement.

Option B : Introduce stronger LBC Leadership through a robust Green Travel Plan.

Option C : Introduce stronger deterrence to car use.

The recommended option (Option B) is based on the assumption that the Council is prepared to lead by example as a large employer in establishing and implementing a radical best practice authority wide Green Travel Plan. It would also include all aspects of Option A which consists of a continuation of the programme of new facilities, education and encouragement for the cycling programme, and an enhanced programme of improved facilities, education and encouragement for walking to meet new more specific Vision Targets. Further details on this Option are contained at paragraphs 5.3.10 - 5.3.13 of the Draft Stage 3 Report.

(iii) Road Safety and Congestion around Schools

Option A : Continue with present strategy of improvements, education and targeted enforcement.

Option B : Introduce video recording.

Option C : Introduce system of Rapid Response Parking Attendants.

Option D : Introduce permit scheme based on Camden Council initiative.

The recommended option (Option C) is based on the assumption that the only effective deterrent to unsafe parking is the physical presence of a uniformed officer. It would involve the establishment of Rapid Response Parking Attendants (RRPA) able to identify problem sites and deploy quickly to respond to them. They would have the full range of powers available to regular parking attendants including the issue of parking tickets. RRPA would be independently mobile with either small car or moped and would normally attend school sites on a rotational basis for more extended periods than that suggested for CCVT, subject to other priorities emerging, before moving on. Four RRPA could cover 40 sites on a ten weekly cycle and attendance at schools could be conditional on the school having a Transport Plan. This option would also include all aspects of Option A. Further details on this Option are contained in paragraphs 5.4.13 - 5.4.16 of the Draft Stage 3 Report.

(iv) Speeding

The Draft 2 (Vision) Report concluded that Luton applies best practice in speed management. It is a member of the Bedfordshire and Luton Casualty Reduction Partnership, undertaking camera enforcement at 13 fixed sites, 3 traffic signal sites and 15 mobile site in the Borough. Fatal and serious injuries have fallen by 79% since the start of the Partnership in 2002. No Options have been proposed for this service other than to continue with the programme as set out in the Strategy, which is consistent with best practice.

(v) Bus Service Reliability

Option A : Establish data and targets for the Local Transport Plan and pursue improvement.

Option B : Re-invigorate the Quality Bus Partnership with Arriva including joint Punctuality Improvement Partnership, shared information and improved enforcement.

The recommended option (Option B) is based on an assumption that the Council regards partnership with operators as crucial both in compiling the LTP and in delivering punctuality improvements. It involves genuine consultation, negotiation and information sharing. Further details on this option are contained in paragraphs 5.6.10 - 5.6.13 of the Draft Stage 3 Report.

(vi) User and Community Satisfaction

Option A : Improve user consultation and information and complaints management

Option B : Sustained and fundamental improvement in user and stakeholder engagement in town centre scheme

The recommended option (Option B) is based on all aspects of option A which are to continue the comprehensive consultation arrangements for Area Traffic management Schemes but also extended to post completion surveys together with a new system of complaint management and analysis. Option B develops theme by also extending these principles to cover all significant town centre schemes with the objective of providing sufficient detail to enable stakeholders and users to understand both the concept and sufficient detail of the schemes. Further details of this option are contained in paragraphs 5.7.10 - 5.7.13 of the Draft Stage 3 Report.

(vii) Delivery of Capital and Revenue Programme

Option A : All design in house

Option B : Continue with present approach of ad hoc consultant support

Option C : Extend 'walk and build' approach with street services

Option D : Collaborative partnership with Hertfordshire (top up, externalise or flexible)

Option E : Collaborative partnership with Bedfordshire (top up, externalise or flexible)

Option F : Free standing partnering contract based on Southend documentation (top up externalise or flexible)

The recommended option (Option F) is based on the development of a new partnering term contract specifically for Luton using a documentation developed and provided by Southend Borough Council. The potential benefits of this option are:

- Contract would be with Luton only and there should no problem in achieving priority
- The availability of the Southend documentation will minimise contract preparation costs and save time, possibly Band B savings
- The Southend contract is designed to be managed as a modern partnering contract with relatively simple clients controls which would suit the Luton arrangement

The possible disbenefits and risks are:

- The smaller contract might be less attractive to larger consultants who might not include their best rates

- Smaller consultants might not have the required degree of flexibility to deliver the full range of services

Further details of this option are contained in paragraphs 5.8.26 - 5.8.29 of the Draft Stage 3 Report.

(viii) Working Practices and Procedures

The Stage 2 report concluded that the Council had made some good progress in improving its working practices and procedures. It had satisfactorily addressed all relevant recommendations by internal audit, including the establishment of more robust procedures for procurement and evaluation. It had established a new process for prioritisation and consultation on Area based Traffic Calming schemes and streamlined processes for assured scheme delivery following concerns by the Department for Transport. There are, therefore, no strategic options for this issue, there is a list of actions to be taken and carried through urgently to meet the Vision Targets set by the Review. There are many examples of best practice in local authorities, which can be pursued, but it is not recommended that this be merely adopted as this would not build the required degree of employee commitment. Further information on this position is contained in paragraphs 5.9.1 - 5.9.4 of the Draft Stage 3 Report.

(ix) Quality of Local Transport Plans and Annual Progress Reports

This issue was included specifically as a result of the Council's third APR being rated 'weak' by the Department of Transport, a reduced position from the previous year. The Stage 2 report noted that the measures put in place following this result had been successful in improving the rating to 'above average' for the fourth APR. There are, therefore, no strategic options for this issue, there is a list of actions to be taken and carried through urgently to meet the Vision Targets set by the Review. Further information on this position is contained in paragraphs 5.10.1 - 5.10.4 of the Draft Stage 3 Report.

(x) Traffic Management Act

The Traffic Management Act 2004 imposed a wide range of new duties and powers on the Council, which are being implemented incrementally throughout 2005. The Stage 2 report noted that this issue was at an early stage and consultations on some aspects were still ongoing. There are, therefore, no strategic options for this issue, there is a list of actions to be taken and carried through urgently to meet the respective deadlines for the legislation. There are a number of workshops and seminars arranged by the Department of Transport, and authorities piloting aspects of the legislation. It will be important for the Council to take full advantage of these.

Section 6: Recommendations

16. This is section of the Draft Stage 3 report simply collects together all of the recommended options.

Section 7: Recommendations

17. This section of the Draft Stage 3 Report lists a series of Improvement Plans for the various improvement areas that are attached to the main report in the form of appendices. Each Improvement Plan identifies the necessary improvement arising from the adopting the

preferred option in that area and shows a matrix Improvement tasks, sub-tasks, critical success factors, resources, timescales and links to vision targets and PIs against which implementation, progress and improvement can be measured.

Section 8: Implementation and Monitoring Progress

18. This section of the Draft Stage 3 Report confirms that implementation of the Improvement Plan will form part of the divisional Service Plan and that progress will be formally monitored by reports to the Best Value Scrutiny Panel.

PROPOSAL/OPTION

19. None at this stage.

LEGAL IMPLICATIONS

20. There are no legal implications at this stage and this has been agreed with the relevant solicitor in Legal Services on 27 April 2005.

STAFFING IMPLICATIONS

21. None at this stage.

FINANCIAL IMPLICATIONS

22. None at this stage.

APPENDIX

Appendix 1: E&T BVR Draft Stage 3 (Options Analysis & Improvement Plan) Report

LIST OF BACKGROUND PAPERS **LOCAL GOVERNMENT ACT 1972, SECTION 100D**

None