

Governance, Risk and Best Value Committee

10:00am, Thursday, 20 April 2017

Edinburgh Road Services Improvement Plan

Item number	7.1
Report number	
Executive/routine	Executive
Wards	All

Executive Summary

The Roads Contract Management: follow up report which was presented to Governance, Risk and Best Value Committee on 9 March 2017, recommended that the outstanding actions from audit SFC 1505: Roads Contract Management be closed as they had been superseded by the Edinburgh Roads Service (ERS) Improvement Plan.

This recommendation was approved and Committee requested a report outlining the scope of the ERS Improvement Plan be brought to the meeting on 20 April 2017.

Committee also requested a report on the relationship between services based in the localities and services based centrally. This report outlines the scope of the Improvement Plan and the relationship between services based in the localities and services based centrally.

Links

Coalition Pledges	P27 , P29 , P30 , P44
Council Priorities	CP9 , CP13
Single Outcome Agreement	SO4

Edinburgh Road Services Improvement Plan

1. Recommendations

- 1.1 To note the scope of the Edinburgh Road Services Improvement Plan;
- 1.2 To note that the detailed Improvement Plan will be reported to Transport and Environment Committee in August 2017; and
- 1.3 To note the relationship between services based in the localities and services based centrally.

2. Background

- 2.1 In Audit SFC1505: Roads Contract Management, issued April 2016, Internal Audit reported the findings of a review of Council's controls over scheduling and delivering maintenance and improvement works. Testing during the audit was limited to work completed by the internal Edinburgh Roads Service (ERS), and commissioned by the West Neighbourhood Office. The auditor also considered the processes used by the Transport Design and Delivery team (TDD) to manage works carried out by ERS.
- 2.2 There were two high risk findings relating to budgetary control and quality assurance arising from the original review, and four medium risk findings. Both high risk findings and two of the medium risk findings remained open in December 2016.
- 2.3 The Roads Contract Management: follow up report, presented to Governance, Risk and Best Value Committee on [9 March 2017](#) recommended that the outstanding actions from audit SFC 1505: Roads Contract Management be closed as they had been superseded by the ERS Improvement Plan.
- 2.4 This recommendation was approved and Committee requested a report on the ERS Improvement Plan be brought to the Governance, Risk and Best Value Committee on 20 April 2017.
- 2.5 Following discussion with colleagues across the three service areas involved in these activities it has been agreed to prepare a comprehensive Road Services Improvement Plan which will be reported to the Transport and Environment Committee in August 2017.
- 2.6 This report outlines the scope of that Improvement Plan.

3. Main report

- 3.1 ERS, the 'operational arm' of the Council's Roads and Transport services, implemented a new organisational structure on 1 October 2016 as part of the Council's Transformation Programme. Transformation has removed costs from the service, delaying management and reducing front line staff numbers. Several key vacancies remained, particularly in the new Commercial Team.
- 3.2 ERS formerly operated as a Significant Trading Operation (STO) which required the service to operate on a profit and loss account basis and has led to several inefficient internal processes.
- 3.3 Internal Audit's findings in Audit SFC1505: Roads Contract Management, issued April 2016, focussed on many of these processes and identified budgetary control and quality assurance weaknesses. The report also confirmed the need for rationalisation and modernisation as identified in the review.
- 3.4 The Edinburgh People Survey for 2016 showed satisfaction with roads maintenance at 49% and pavement maintenance at 53%. While this is in line with the UK average it has dropped from 54% satisfaction with roads and 62% satisfaction with pavements in 2012.
- 3.5 Elected Members regularly raise concerns regarding the quality and responsiveness and this Committee highlighted its concerns in relation to these services during the meeting on 9 March 2017.
- 3.6 The ERS Improvement Plan will target the achievement of above average satisfaction levels, through effective and efficient delivery of services supported by additional investment in assets.
- 3.7 ERS will address the specific findings relating to its service operations and the changes required following Transformation, within a local Improvement Plan which will sit within the overall plan.
- 3.8 These plans will be submitted to Transport and Environment Committee in August 2017 with regular performance updates prepared thereafter. Initial actions will be identified and progressed in the interim period to ensure momentum continues.
- 3.9 It should be noted that a number of internal services have a role in maintaining our road network. These services also include ERS, the Locality Teams, Transport Infrastructure and Transport Network functions.
- 3.10 The ERS Improvement Plan, will:
 - 3.10.1 Improve the customer journey – making it easier for issues to be reported accurately and for the provision of feedback on progress.
 - 3.10.2 Improve responsiveness – confirm appropriate timescales to attend to actions and resolve issues within these times.

- 3.10.3 Improve quality of work – carry out maintenance and repairs in the most effective and efficient manner, only carrying out temporary repairs when necessary.
- 3.10.4 Improve defect ‘pot hole’ maintenance and information – with consistent and appropriate inspections, categorisation, recording, repair method and quality.
- 3.10.5 Review business processes – ensuring that use of IT systems and business processes are optimised for work flow, quality assurance and monitoring and to provide management and financial information.
- 3.10.6 Improve working relationships – ensuring that individual service team goals are better aligned.
- 3.10.7 Improve job costing and monitoring – embedding accurate design with commercially competitive cost estimating and outturn cost.
- 3.10.8 Improve workforce management and engagement – engaging staff to design, deliver and ‘own’ the Improvement Plan. Develop and train staff, providing career development opportunities and service succession planning as well as maintaining the levels of skills and competencies required across the service.
- 3.11 Appendix 1, Core Transport and Localities Relationships, outlines the relationship between services based in the localities and services based centrally. It describes the investment strategy for roads and pavements, developed using the principles within the Roads Asset Management Plan and the partnership working to plan, deliver and monitor the capital programmes. It will be noted that many of the action areas referred to above, especially 3.9. - 2, 3, 4, 6 and 7 are referenced in this Core Transport and Localities Relationships appendix.

4. Measures of success

- 4.1 The level of resident satisfaction with roads and pavements is a key measure of success.
- 4.2 The responsiveness of these services will be measured by performance indicators measuring the full-length customer journey.
- 4.3 The financial performance of these services will be measured through revenue and capital monitoring to ensure that best value is being delivered.

5. Financial impact

- 5.1 The majority of actions within the ERSImprovement Plan will be implemented from existing resources.

- 5.2 A number of planned improvements and business critical changes will require additional investment. A more detailed assessment of the costs and potential avenues for funding will be carried out as and when these are developed

6. Risk, policy, compliance and governance impact

- 6.1 The Council is required to ensure that it discharges its Best Value duty in all functions. Delivering a fit for purpose Roads service will contribute towards fulfilling this duty. The Council also has a legal duty to maintain the roads network within the city and ensure that it is safe for all users.

7. Equalities impact

- 7.1 Delivering improved roads maintenance activities will positively impact on all equality groups by improving accessibility and removing potential hazards.

8. Sustainability impact

- 8.1 The provision of an efficient and effective roads maintenance service will reduce the need for return visits to repair work, resulting in a correlating reduction in fuel usage. Better use of materials will also reduce waste.
- 8.2 The fleet rationalisation and modernisation programme will reduce harmful vehicle emissions and contribute towards improvements in air quality.

9. Consultation and engagement

- 9.1 Workshops have been held and consultation will continue between ERS, Trade Unions, Localities and Transport Design and Delivery to ensure this comprehensive plan addresses all of the issues previously outlined.

10. Background reading/external references

- 10.1 None

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11. Links

Coalition Pledges	P27 - Seek to work in full partnership with Council staff and their representatives P29 - Ensure the Council continues to take on apprentices and steps up efforts to prepare young people for work P30 - Continue to maintain a sound financial position including long-term financial planning P44 - Prioritise keeping our streets clean and attractive
Council Priorities	CP9 - An attractive city CP13 Transformation, workforce, citizen & partner engagement, budget
Single Outcome Agreement	SO4 -Edinburgh's communities are safer and have improved physical and social fabric
Appendices	Appendix 1 – Core Transport and Localities Relationships

Appendix 1 - Core Transport and Localities Relationship

Background

Traditionally the Locality Road Teams have controlled the roads revenue budget that deal with reactive repairs. This covers carriageway and footway defect repairs, carriageway lining, street furniture repairs and other roads maintenance. The localities also control several capital allocations. These include: Surface Enhancement, Dropped Crossings, Drainage Repairs and bus stop maintenance. In recent years a Neighbourhood Environmental Project (NEP) budget has been allocated for the roads capital budget which enables Locality Managers to respond to the local issues identified by the Neighbourhood Partnerships.

The centrally located Transport Infrastructure teams are responsible for capital investment. This is primarily the planning, programming, design and delivery of all major roads renewals including; carriageways, footways, structures, street lighting and traffic signals.

In the past there have been a lack of collaborative working between Localities and core Transport teams in the planning and delivery of both capital and revenue roads maintenance and renewals. Since Transformation, Localities and central Infrastructure have been working closer in order to achieve the desired improvements to the carriageway and footway network in Edinburgh. Revenue budgets, controlled by the Localities, and Capital budgets, controlled by Core Infrastructure Teams, will need to be better aligned to ensure that investment is being targeted into improvements and minimising duplication.

Roads Asset Management

The investment strategy for carriageways and footways has been developed, using the principles within the Roads Asset Management Plan and in line with the SCOTS RAMP project.

The Road Condition Index (RCI) consists of three categories of deterioration: Red, Amber 1 and Amber 2, with roads in the red category being in the worst condition. Roads in the Amber condition indicate that further investigations are required to establish if preventative treatments are viable and beneficial. Roads in the red category have deteriorated beyond preventative maintenance and will require more robust treatments in order to prolong their service life.

As part of the existing modelling work for the Roads Asset Management Plan (RAMP), alternative scenarios for capital investment were developed. These scenarios were predicated on a more preventative approach, aimed at roads that are in the Amber condition categories. Investment on these roads require less expensive treatments (eg surface dressing, slurry sealing), which improve the condition of the carriageway or footway and delay the need for more expensive resurfacing or strengthening treatments. Owing to the lower cost of the treatments required on Amber condition roads, more roads can be treated each year.

Monthly RAMP meetings have already been established between Locality Transport & Environment Managers and Infrastructure Managers. Improvements to the RAMP are discussed to ensure better co-ordination of schemes and where possible combining schemes for more efficient delivery. The RAMP meetings are also an opportunity for knowledge and skill sharing between the core and locality teams. All aspects of roads management are discussed, including improvements and innovation in road maintenance.

Locality Road Teams will also assist with improving the RCI. There are several areas of defects within the RCI that are too small to be considered for capital investment. These will be passed to Localities to be

repaired. This means that they will be able to plan more repairs throughout the year and be slightly less reactive. This will also ensure that how both revenue and capital budgets are delivered is scrutinised to ensure that both revenue and capital budgets support the improvements to the condition of Edinburgh's transport infrastructure.

Planning, Delivery and Monitoring

An annual meeting has now been established between all Transport teams responsible for capital delivery, Localities and Road Services to discuss future capital programmes. This gives the Localities the opportunity to feed into the programmes before they are finalised for committee approval.

The Transport Design and Delivery teams are responsible for the delivery of the capital schemes. Pre-construction meetings take place between core and Locality teams for all carriageway, footway and other infrastructure schemes. The extent of the scheme construction method, traffic management arrangements and the affect of other planned developments in the area that could affect the road network are discussed at these meetings. Once a scheme is complete a post construction meeting will take place. This includes a walk over of the scheme and gives the Localities the opportunity to raise any concerns they have with the scheme to ensure they are satisfied with the final scheme.

Monthly capital finance meetings have been held over the last year attended by the core Infrastructure team, Locality Roads teams and a representative from finance. Similar revenue finance meetings have been set up to start in April 2017. Revenue and capital budgets will be monitored in parallel to ensure, accurate forecasting and budget delivery. Capital and revenue budget monitoring spreadsheets have already been produced that will consolidate the financial information and budget spend from all the financial systems currently being used.

Roles and Responsibilities

A Roles and Responsibilities document has been produced, in collaboration with central Transport teams and Localities. The document sets out the assets and services throughout Edinburgh's transport and infrastructure network and details the ownership and responsibility for each of these assets and services. The document was completed in March 2017.

Other Collaboration

As well as carriageway and footway maintenance there are several other areas of existing collaborative working and knowledge sharing between the Localities and core Transport teams:

- Roads Framework Agreement – The existing roads framework, used by both core and locality teams, is currently being updated jointly for renewal in 2018. Collaborative working is essential to ensure that all Core and Locality teams' requirements are included in the new retendered Agreement.
- Quality Assurance (QA)-. Both the Core and Locality teams hold the same 3rd Party accredited. The QA procedures and records for the different teams share similar basic best practice principles and where appropriate joint documentation is produced. An example of this is the revised Construction Design and Management Regulations (CDM 2015) internal procedures for both the Core and Locality Road Teams.
- City Wide Traffic Management – Monthly meetings take place between core teams, Localities, Police, and bus operators to discuss future traffic management arrangements and co-ordination of Roadworks on the main arterial routes in Edinburgh.

- Local RAUC – The core team facilitate quarterly co-ordination meetings between Transport teams, Localities and utility companies.
- Specialised Advice – The core teams provide the Localities with specialised advice on structures, flood prevention, street lighting, drainage, road safety and active travel.
- As part of Transformation a number of staff moved from the Core teams to the Locality Roads Teams, hence distributing knowledge and experience,