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LEICESTERSHIRE  
COUNTY COUNCIL

CHIEF EXECUTIVE'S  
DEPARTMENT

JOHN SINNOTT, MA, Dipl. PA.  
CHIEF EXECUTIVE

*Meeting*                    **Scrutiny Commission**

*Date/Time*                **Wednesday, 26 June 2002 at 2:30 pm**

*Location*                 **Sparkenhoe Committee Room, County Hall, Glenfield**

*Officer to contact*      **Mr. M.I. Seedat (Tel: 0116 265 6037)**

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## Membership

Mr. N. J. Brown CC (Chairman)

Mrs. V. P. Bill CC	Mrs. C. E. Brock CC
Mr. B. Chapman AE, CC	Dr. R. K. A. Feltham CC
Mr. S. J. Galton CC	Mr. Mike Jones CC
Mr. D. J. Knaggs CC	Dr. M. O'Callaghan CC
Mr. P. C. Osborne CC	Mr. M. B. Page CC
Dr. D. Pollard CC	Mr. J. B. Rhodes CC
Lt. Col. P. A. Roffey DL, CC	Mr. N. J. Rushton CC

## AGENDA

<u>Item</u>	<u>Report by</u>	<u>Marked</u>
1. Appointment of Deputy Chairman for the period ending with the date of the Annual Meeting of the County Council in 2003.		
2. Minutes of the meeting of the Commission held on 8 May, 2002.		A
3. Questions asked by electors under Standing Order 35.		
4. Questions asked by members under Standing Order 7(3) and 7(5).		
5. Any other items the Chairman has decided to take as urgent elsewhere on the agenda.		
6. Any other items which the Chairman decides are urgent.		

7. Declarations of interests in respect of items on this agenda.
8. Declarations of the Party Whip in accordance with Overview and Scrutiny Procedure Rule 16.
9. Presentation of Petitions under Standing Order 36.
10. Highways Network Management Best Value Review. B

*A copy of the Executive Summary of the Final Report of the Best Value Review Panel has been sent to all Members of the County Council and to the Press. For additional copies of Executive Summary, the Full Report, or the Appendices and Figures to the Report, please contact Committee Services (tel: 0116 265 6225).*

*The Highways, Transportation and Waste Management Scrutiny Committee is considering this report at its meeting on 19<sup>th</sup> June. Their views will be reported at the meeting.*

11. Annual Report on behalf of Overview and Scrutiny Bodies. C
12. Work Programme. Chief Executive D
13. Community Strategy. Five Member Panel Terms of Reference. Chief Executive E

14. Date of next meeting.

Following consultation with the Chairman and Spokesmen it is suggested that the next meeting be held on Wednesday, 4 September at 2.30 p.m.

15. Any other items the Chairman decides are urgent.



Minutes of a meeting of the Scrutiny Commission held at County Hall, Glenfield on Wednesday, 8 May 2002.

PRESENT

Mr. N. J. Brown CC (in the Chair)

Mr. D. C. Bill CC	Mrs. V. P. Bill CC
Mr. P. D. Boulton TD, CC	Dr. R. K. A. Feltham CC
Mr. S. J. Galton CC	Mr. P. A. Hyde CC
Mr. D. Jennings CC	Mr. Mike Jones CC
Mr. A. M. Kershaw CC	Mr. P. C. Osborne CC
Mr. M. B. Page CC	Mr. J. B. Rhodes CC
Mr. N. J. Rushton CC	Mr. S. D. Sheahan CC

99. Minutes

The minutes of the meeting held on 17 April, 2002 were taken as read, confirmed and signed.

100. Questions asked by electors under Standing Order 35.

The Chief Executive reported that no questions had been received under Standing Order 35.

101. Questions asked by members under Standing Order 7(3) and 7(5).

The Chief Executive reported that no questions had been received under Standing Order 7(3) and 7(5).

102. Any other items which the Chairman has decided to take as urgent elsewhere on the agenda.

There were no urgent items for consideration.

103. Declarations of interests in respect of items on this agenda.

All members serving on governing bodies of schools and other institutions declared non-prejudicial personal interests in all matters relating to those institutions.

Mrs. Bill, Mr. Bill and Mr. Jennings declared a non-prejudicial personal interest in relation to the report of the five member review panel on recruitment and retention of teachers.

104. Presentations of Petitions under Standing Order 36.

The Chief Executive reported that there were no petitions to be presented

under Standing Order 36.

105. 'Better Access to Better Services' - Policy Statement and Initiative.

The Commission considered a report of the Chief Executive concerning the 'Better Access to Better Services' Initiative and accompanying Policy Statement. A copy of the report marked 'B' is filed with these minutes.

In the ensuing discussion the following points were made:

- (i) the focus of this Initiative should be on services provided to the public and that this should be the uppermost consideration, the Initiative should not be technology driven;
- (ii) whilst noting that the 20 additional access points being developed with the Leicestershire Rural Partnership would involve Parish and Town Councils, the policy would benefit from an explicit statement/commitment to work with Parish and Town Councils;
- (iii) it would be necessary in undertaking joint ventures with District Councils and other partners to ensure that there was some compatibility between the systems and processes being developed;
- (iv) given the enormity of the undertaking and the fact that to be successful the Initiative would need to change the culture of the organisation the Cabinet should be asked to consider:
  - the appointment of a Chief Officer and Cabinet Lead Member to drive forward the Initiative;
  - the establishment of clear project management arrangements;
  - the use of external consultants/secondments from other bodies to deal with issues requiring specialist approach;
- (v) there should be an understanding that the costs of delivering the Initiative both in terms of buildings and equipment and staffing resources would be significant if the Initiative is to be rolled out successfully across the County.
- (vi) whilst welcoming the proposals to work with local Post Offices, concern was expressed that the present policy of Consignia may not accord with the proposed direction of the County Council approach. It was noted that there was a process for discussion with representatives of Consignia at officer level and that the Scrutiny Reference Group would be considering possible member discussion with Consignia regarding their current strategy on sub post offices;

RESOLVED:

That the Cabinet be advised that the Commission broadly supports the Better Access to Better Services Initiative subject to the points set out above.

106. Leicestershire, Leicester and Rutland Record Office.

The Commission considered a report setting out the findings of the five member review panel established to examine the difficulties being experienced at the Record Office. A copy of the report marked 'C' is filed with these minutes.

RESOLVED:

- (a) That the findings of the five member review panel established to consider the problems being experienced at the Leicestershire, Leicester and Rutland Record Office be endorsed;
- (b) That the findings of the Panel be referred to the Cabinet for consideration;
- (c) That the response of the Cabinet be reported to a future meeting of the Commission.

107. Operation of the Review Panel on Recruitment and Retention of Teachers.

The Commission considered a report of the Chief Executive concerning the conclusions drawn from the experience of the five member panel established to review policies and strategies for recruiting and retaining teachers. A copy of the report marked 'D' is filed with these minutes.

The Commission was advised that Education and Heritage Scrutiny Committee at its meeting on 1<sup>st</sup> May had considered the Panel's final report. The draft minute setting out comments made and the decision of that Committee was circulated at the meeting and a copy is filed with these minutes.

RESOLVED:

- (a) That the report of the five member review panel on recruitment and retention of teachers be noted;
- (b) That experience gained from the operation of the Review Panel as set out in paragraphs 9 to 16 of the report, be noted and that the lessons learnt should inform the work of future panels.

10.30 a.m. – 11.50 a.m.  
8 May, 2002.

CHAIRMAN



# *Highway Network Management*

# ***Best Value Review***

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## ***Report of the Member Panel Executive Summary***

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*Leicestershire County Council  
April 2002*





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B	Review Protocol
C	Service Vision
D	Schedule of Key Review Documentation
E	Panel Members and Contributors to the Review



## 1 INTRODUCTION TO THE REVIEW

1.1 The Best Value Review of Highway Network Management has been a major undertaking for the County Council involving the collection, analysis and consideration of an extensive range of information. The scope of the Review is wide, comprising the complete range of highway network management functions but excluding public transport services which has been the subject of a separate Review. The functions reviewed included:

- Transportation Policy and Strategy
- Development of Highway Network Improvements
- Traffic Management
- Travel and Road Safety Management
- Street Lighting
- Highway Development Control
- Highway Maintenance and Administration

1.2 The Member Panel comprised:

- Professor Preston CC (Chair)
- Mr Galton CC
- Mr Jennings CC
- Mr Perkins CC
- Mr Sprason CC

1.3 These services have significant implications either directly or indirectly for residents, communities, commerce and industry. Considerable priority has accordingly been given during the Review to the need for obtaining, understanding and so far as possible responding to the views of those using and affected by the Service. Methods used, which are detailed in the Review documentation have included:-

- Facilitated community meetings
- Stakeholder meetings
- Community and employee questionnaires
- User and Members surveys undertaken by MORI

1.4 The terms of reference for the Review, attached as Appendix A, established a framework of Key Tasks to be addressed through the defined Best Value process of Challenge, Consultation, Comparison and Competitiveness, and a wide range of consultative and comparative information has been obtained and analysed. In addition valuable experience and outcomes associated with a number of operational trials undertaken throughout the Review has been assessed. The Key Tasks as agreed by the Panel are set out in the initial Position Audit and progress against them monitored through the regular meetings of the Panel.

- 1.5 As indicated earlier the scope of the review was very broad indeed and, with the exception of public transport covered the whole of the highways and transportation function. As such the key tasks and issues identified were evaluated to a level consistent with the emerging analysis of information and potential for improvement.
- 1.6 Present service delivery arrangements include support from District Councils through Agency Agreements and in the case of Harborough District Council, a partnership scheme and it was agreed at the outset to that District Councils should be constructively involved in the process. Regular meetings and informal discussions with District Council officers have therefore been held at intervals during the review, including the circulation and opportunity to comment on drafts of key documents as they have been developed. These arrangements were set out in an agreed Protocol for the Review, attached as Appendix B of this report.
- 1.7 A joint meeting was also held, prior to the completion of the Review, with representative Members of District Councils to present the emerging conclusions, discuss their implications and listen to any concerns raised by them. District Councils were subsequently invited to submit a co-ordinated response and this response, together with other issues arising from the meeting, have been considered by the Panel and taken into account in developing the recommendations confirmed in this report.
- 1.8 A crucial issue for the Panel was to define a future 'Vision' for the Service, establishing a robust framework against which subsequent aspirations and options could be evaluated. This was, of course, informed by the early results of user, stakeholder, and community consultations and subsequently developed through workshops including a joint workshop of County and District Council officers and a workshop session of the Members Panel. The finally approved version of the 'Vision' is attached as Appendix C of this report.
- 1.9 It was considered important by the Panel that this 'Vision' should be applied consistently countywide against a framework of common standards and challenging targets. These to be based on emerging best practice, in particular the new national Code of Practice for Maintenance Management, and the pursuit of 'best quartile performance' for key indicators. Defined standards and targets are to be incorporated into a new Network Management Plan building on the present Highway Maintenance 'Green Book'.
- 1.10 There are potentially a wide range of options for the future delivery of the Highway Network Management Service, ranging from alternative policies and strategies, changes in emphasis between various service elements and optional methods of service delivery. There are however certain key areas requiring consideration, which have been broadly categorised as follows:-

- Policy and Strategy
- Improving User Focus and Satisfaction
- Working with District and Parish Councils
- Organisation and Management
- Business Management and Procedures
- Service Design and Priority
- Procurement

1.11 These categories have been used throughout the Review as the basis for service assessment, option identification and assessment, and have also been used for the recommendations of the Panel set out in this report. Criteria for evaluation of service options within each of these categories inevitably vary to some extent and are dealt with in detail in the Options Identification and Evaluation Report, but have been based broadly upon the following:-

- Contribution to Service Vision
- Contribution to expressed user priorities
- Potential for improvement of Best Value or local Performance Indicators
- Potential for community cost reduction or added service value
- Contribution to continuous improvement

1.11 The output from the Review is contained in 4 main sections:-

- Service Assessment Report (Views of users, employees and others together with other information to compare aspirations with present arrangements)
- Options Identification and Evaluation Report ( Review of possible changes to aspects of service delivery)
- Service Improvement Plan (Intentions for service improvement)
- Implementation Plan (Plan for action with priorities, programmes, resources and contribution to outcomes)

1.12 These reports, together with Appendices, other supporting documentation and references are listed, for convenience in Appendix D of this report. A wide range of relevant information has been considered by the Panel, and particular account has been taken of:-

- MORI user and Member survey results
- Output from Stakeholder, community, employee and District officer meetings
- Information from local authority and other service providers
- Best Value and other performance and cost information
- Department for Transport for Local Government and the Regions (DTLR) responses to Local Transport Plans (LTP)
- Report of the Highway Maintenance Review
- Report of the Public Transport Best Value Review
- Departmental Information Communications Technology (ICT) Strategy

Contributors to the Review are detailed in Appendix E.

- 1.13 The process, information obtained, key issues identified, options considered and conclusions reached by the Panel are set out in detail in the above reports but are summarised for convenience in Section 2 of this report.
- 1.14 The recommendations of the Panel are included as Section 3 of this report and have also been incorporated into the Service Improvement Plan. The key priorities from these have been taken forward into the recommended Implementation Plan.
- 1.15 The recommended Implementation Plan sets out a balanced programme of initiatives intended to achieve the service improvements identified by the Review and recommended by the Panel.
- 1.16 The scale and breadth of the Review has led to 65 recommendations covering a variety of actions. The financial information used to develop the Improvement Plan is based on broad cost and savings bands. Table 1 provides a summary expressing each action within the framework of a five year plan, indicating the financial profile both for each action and for the overall programme.

## **2 SUMMARY OF THE REVIEW**

### **Fundamental Service Challenge**

- 2.1 Highway Network Management comprises a wide range of services, including information, regulation, maintenance and improvement, as summarised in the Review Position Audit. Many of the regulatory and maintenance functions have a statutory basis but this does not usually define the expected quantum or standard of service to be provided. These tend to be influenced by other factors including emerging legal judgements and Codes of Practice, together with cost considerations.
- 2.2 The Service is provided from a combination of Capital and Revenue funding, summarised in Local Transport Plan guidance. This has been subject to significant change over recent years including special challenge funding initiatives from time to time. This funding regime is intended to and does influence on the balance of service priorities provided by the Council.
- 2.3 With the varied statutory, non-statutory and funding basis of the services it might be reasonably assumed that there would be significant scope for considering deletion of some services or reduction in standards. There however some very real constraints to such a course of action, as follows:-
  - Overall funding for highway network management services has been declining in real terms for many years, a trend that has only relatively recently been reversed. Services have been consequently reduced over a long period, limiting the scope for further reductions. This situation is common to many authorities

- User service expectations are generally high and some cases exceed realistic levels of provision. These were tested during the Review through consultations with Stakeholders and users and there was little support for reduction or deletion of services
- Some service standards within the County for highway maintenance, particularly those for safety and service inspections fall below those recommended by the new Code of Practice for Maintenance Management, and there are no areas where the Code recommendations appear to be exceeded

### **Policy and Strategy**

- 2.4 Policy for Highway Network Management is founded upon the Local Transport Plans (LTPs), which, for Leicestershire, comprises two documents, together with the Annual Progress Reports, developed through comprehensive consultation with Stakeholders, including District Councils.
- 2.5 The LTPs also provide the important link between transport and the wider framework of policies identified by the Best Value Performance Plan, identifying potential opportunities for added value, linked to relevant output measures. This wider policy linkage is also confirmed by the Medium Term Corporate Strategy 2001-2005 which sets out key County Council medium term transport and other policy objectives.
- 2.6 The Panel concluded that the LTPs provide a good basis of policy and generally meet good practice requirements. The assessment of DTLR is however crucially important as this affects directly and indirectly future funding and a number of improvements are presently in hand to ensure that issues arising from the most recent reviews by DTLR of both the Leicestershire and Central Leicestershire LTPs and APRs are effectively addressed.
- 2.7 Other policy and strategy issues have arisen from user stakeholder and employee responses to consultations undertaken during the course of the review. These include:-
- Increased priority for walking and cycling strategies
  - Increased priority for a new Road Safety Plan including a strategy for speed management
  - The need to revise the 'Green Book' comprising network management strategy to accord with the new national Code of Practice for Maintenance Management
  - The need to redefine traffic management standards and practices consistently with the review of the 'Green Book'
  - The need for a revised Highway Requirements for Development Design Guide
  - Review overall policy on parking in conjunction with District Councils to ensure arrangements are developing consistently with the sustainable travel agenda

- Review and update where necessary and gain acceptance for, priority ranking systems, and make widely available, in particular to Parish and Town Councils

### Improving User Focus and Satisfaction

2.8 The results of the user surveys undertaken during the Review suggest generally encouraging levels of the net satisfaction (difference between those satisfied and those dissatisfied) for the following services.

- Street lighting 81%
- Condition of road signs 81%
- Condition of road markings 78%
- Salting and gritting of main roads 76%
- Convenience of crossings 65%
- Road Safety in town centres 63%
- Cutting grass on verges 56%
- Condition of pavement surfaces 45%
- Killing weeds 41%
- Condition of road surfaces 39%
- Road Safety around schools 32%
- Enforcement of speed restrictions 26%
- Effectiveness of traffic calming 25%

2.9 There were however some key areas where net satisfaction levels appeared to be relatively low:

- Speed of repair to damaged pavements 22%
- Provision of cycleways 15%
- Speed and efficiency of completion 13%
- Speed of repair to damaged roads 10%
- Planning and co-ordination of works 1%
- Clearing snow from pavements -21%

2.10 Although levels of net satisfaction are relatively low for the provision of cycleways and clearing of snow from pavements these were also considered by users to be of lesser importance and would not therefore need necessarily to be considered a high priority for service improvement.

2.11 The surveys also identified significant differences in levels of net satisfaction levels between Districts of the County, the range varying between individual aspects of service. The widest range of differences were:-

- Condition of road surfaces 51% (9 % to 60 %)
- Cutting grass on verges 42% (42 % to 84 %)
- Speed and efficiency of completion 41% (-11 % to 30 %)
- Provision of cycleways 39% (-10 %to 29 %)
- Killing weeds 36% (28 % to 64 %)
- Enforcement of speed restrictions 32% (13 % to 45 %)
- Condition of pavement surfaces 28% (32 % to 60 %)



2.12 Two most important user concerns were identified during consultations where net satisfaction levels were especially low:-

- Informed about planned roadworks -26% (Range -13 % to -36 %)
- Informed about making contact -30% (Range -14 % to -40 %)

2.13 This suggests that on average two-thirds of people are not well informed about planned roadworks, or about how to make contact with the Service in respect of a query on roads or traffic issues and in some parts of the County this may be as high as 85%. This clearly needs to be a key priority area for service improvement and in order to address these concerns the Panel has identified a number of actions set out in Section 3 aimed at :-

- Strengthening User Focus
- Improving User Access and Information
- Improving User Response
- Improving User consultation
- Changes in Service Design and Organisation

#### **Performance Indicators and Targets**

2.14 In relation to Best Value Performance Indicators the Panel concluded that the Service is in the best-performing 25% of authorities with regard to:

- The low number of road casualties per 100,000 population, both slight injuries as well as those killed and seriously injured
- The low cost of street lighting as well as the high level of service provided

2.15 In other areas the Service performance is less outstanding but targets have been set for improvement:-

- Percentage of pedestrian crossings with facilities for disabled people, where performance was below average in 2000/01, but targets have been set to reach the performance of the best-performing 25% of authorities by 2002/03
- Performance (at 51%) was below average for the percentage of links of footpaths and other rights of way signposted where they leave a road. Many of these footpaths and rights of way are in urban areas where signposting is not considered to be necessary, however for rural areas targets have been set to ensure that over 80% of rights of way are signposted by 2003/04
- In 2000/01 90% of damage to roads and pavements was repaired or made safe within 24 hours. This performance was below average, but it is intended to raise performance to 97% by 2003/04, which will match the current performance of the best-performing 25% of authorities. Furthermore, performance might already be better than it appears since there are doubts that all authorities include as wide a range of defects as Leicestershire County Council does.

2.16 There are a number of areas where comparative performance appears to be poor, but where there are concerns about the accuracy of the comparisons:-

- Cost of highway maintenance per 100 vehicle-km on principal roads is 25% higher than the average but when account is taken of differences in authority approaches to Best Value accounting, the performance rises to about the average level
- Percentage of principal roads with negative residual life is 22% compared with the average of 7% but there are significant differences between authorities in the nature and analysis of data collection. Nevertheless, improvement to the average level has been targeted by 2011
- Percentage of non-principal roads with significant defects at 10% is higher than the 5% average but similar data collection and analysis differences exist
- Traffic controls and road closures where there were 1.1 days of temporary traffic controls or road closure on traffic sensitive roads caused by local authority road works per km of traffic sensitive road, which is average performance. There is a very wide range of performance between authorities on this indicator that is not easily explained and suggests differences in assumptions and data recording

2.17 The Panel has considered a wide range of local performance indicators primarily defined by the LTPs. Many of the targets have been met or exceeded. There are a few areas of apparent under performance where explanations are given in table 3 of appendix H. The DTLR have commented on the high proportion of indicators based on outputs rather than outcomes. In order to address these matters, steps are being taken to:

- a) Establish arrangements for more effective monitoring of all performance indicators and targets
- b) Undertake a review of all LTP performance indicators and targets with a view to simplifying the presentation of them and to ensure an appropriate focus on outcomes rather than outputs

### **Future County-District Council Relations**

2.18 The nature of future relationships between the County Council and District Councils in the delivery of Highway Network Management Services is a key issue for the Review, and one where user surveys confirm the need for significant improvements both in understanding and arrangements for access to services. Figure 1 shows the current service delivery arrangements. The Panel has also noted the outstanding concerns of District Councils about the financial structure of the present arrangements.

2.19 The Panel has accordingly given significant attention to this issue and in consultation with District officers considered three possible organisational options, the main attributes of which are as follows:-

### Modified Agency Model

This would be based upon the continuing involvement of District Councils broadly similar to the present Agency arrangements, but with the following important modifications:-

- The County Council more involved with employee matters
- Revised fee structure
- Winter maintenance to be managed directly by the County Council
- An improved performance management regime
- Consistent arrangements for recording user concerns, supported by an integrated ICT network, and a single number fault reporting service
- Contractual for a finite period with extension subject to performance
- Possible increased detailed scheme design and mainstream highway functions undertaken or procured directly by the County Council
- Possible transferred highway development control functions to the County Council

### Modified Partnership Model

This would be based upon arrangements broadly similar to those of the Harborough Partnership, but with the following important modifications:-

- All employees funded and employed by the County Council. Districts would meet the full costs of their staff employed on District funded highways or related technical work
- No fees payable, but the costs of premises, ICT and other agreed administrative support, would be shared on an agreed basis
- Arrangements would apply over whole District area
- Winter maintenance would be managed directly by the County Council
- An improved performance management regime
- Consistent arrangements for recording user concerns, supported by an integrated ICT network, and a single number fault reporting service
- Contractual for a finite period, with extension subject to performance
- Possible increased detailed scheme design and mainstream highway functions undertaken or procured directly by the County Council
- Possible transferred highway development control functions to the County Council

### Direct Service Model

This would effectively involve the termination of all present Agency and Partnership arrangements. All employees would be employed by the County Council directly and located either centrally or in local offices to provide the best practicable balance of economy, efficiency and effectiveness. The Model would however include arrangements intended to sustain strong information and operational links with District Councils including:-

- Development Control Officers continuing regular weekly visits to District Planning Officers as at present
- Area Network Teams responsible for ensuring effective information exchange, and to develop inter-authority co-operation

2.20 Under each of the above three Models all County Members, and other community representatives would receive regular and consistent work programmes and other relevant service information, relating to their respective community areas (District and Parish).

2.21 County and District Councillors would also be individually consulted on significant highway matters affecting their electoral division/ward areas in a similar way in which County Members, and those District Members involved in Agencies or the Harborough Partnership, are consulted at present. This would be supplemented by individual briefing and support as necessary.

Evaluation of Relationship Models

2.22 The three optional models were evaluated to assess their expected performance against the following criteria:-

- Contribution to delivery of the approved Vision for the Service
- Set-up and ongoing comparative costs
- Practicability and risk management

2.23 Evaluation against the approved Service Vision was undertaken jointly by officers from both County and District Councils. Each model was assessed against each of the seventeen principles of the Vision, with the opportunity for weighting to be applied if necessary to reflect each officers perception of the relative importance of each of the principle. In the event the weighting did not alter the relative scoring significantly. The unweighted and weighted scores were as follows with the lowest score being best.

	<u>Unweighted</u>	<u>Weighted</u>
Modified Agency	2733	1824
Modified Partnership	2050	1370
Direct Service	1791	1235

2.24 The results were also analysed to identify preferred choices for each aspect of the Vision for each option and in this case the differences between the options were even more pronounced. In this case the highest score is best.

	<u>Total Preferences</u>
Modified Agency	16
Modified Partnership	81
Direct Service	209

2.25 The outcome of this aspect of the evaluation suggests that the Direct Service option would contribute most effectively to the approved Service Vision, but the importance of County and District Councils continuing to work closely together in the spirit of partnership is also recognised.

2.26 To evaluate comparative costs, possible organisational scenarios for the three options were established against which to assess the implications of the main elements of cost - employees, information communications technology (ICT), accommodation and management support. It is stressed that the scenarios and working assumptions were used only to allow 'like for like' comparisons and evaluations to be made, and should not be taken to imply any approval of final organisational structure. This evaluation will also need to be considered together with other financial aspects of the Review in order to provide overall financial conclusions.

2.27 The main points of these working organisational assumptions are as follows:-

- For the Modified Agency Model, all agency staff would remain at Districts. There would be some increase in staff to achieve service consistency, but costs of this would be partially offset by two 'Whole Service Management Organisation' units (WSMOs) along the lines of the ongoing trial in Western Division
- For the Modified Partnership Model, staff dealing with highway maintenance and management and local traffic management and improvements would be co-located so far as possible with District staff in 6/7 local offices. There would be no WSMO operation. Development control staff would all be centrally located at County Hall. Increases in staff to achieve consistency would be offset to some extent, except in the case of traffic management where there would be dis-economies resulting from dispersal
- For the Direct Service Model three Area Offices would be provided incorporating three WSMOs and staff dealing with local traffic management and improvements. Development control staff would all be centrally located at County Hall. Increases in staff to achieve consistency would be offset by economies of scale

2.28 The financial implications of these assumptions have been evaluated by applying an average employee cost of £25,000. The estimated running costs/savings of ICT and accommodation, and also one-off costs, have been converted to annual costs for comparison purposes. The costs/savings for management and support have been applied as an on-cost on that of the technical employees. The financial evaluation indicates the following net changes in community costs, compared to the existing arrangements:-

- Direct Service Model                      - £120,000
- Modified Agency                            + £40,000
- Modified Partnership                      + £180,000

- 2.29 The overall conclusion of the evaluation, based on the identified assumptions, therefore suggested that the Direct Service Model would provide the lowest overall Community Cost.

Preferred Model

- 2.30 The conclusions of this evaluation process were then discussed at a joint meeting with representative Members of District Councils. A number of issues and concerns raised at the meeting and subsequently by District Councils were then considered by the Panel.

- 2.31 In order to provide a constructive response to the concerns raised by District Councils the Panel considered a further model for future County-District Council relationships, an 'Integrated Service' model, bringing together the preferred elements of Direct and Modified Partnership models to provide a balance of cost-efficiency and local involvement. It has not been possible to accommodate all of the concerns of the District Councils since many of them conflicted with the key conclusions of the Review, for example relating to the employment of staff and the best methods of service delivery. However, many of the points raised by Districts related to working in partnership with a focus on a "seamless" delivery of services for the benefit of local people, which the Review Panel found welcoming and was very happy to support. The key aspects of the option are as follows :-

- All employees would be employed by the County Council directly, and located either centrally or in local offices to provide the best practicable balance of economy, efficiency and effectiveness
- Three Area Network Teams based upon whole service management (WSMO) principles, responsible for delivering local services and for developing inter-authority co-operation and co-ordination. This would include regular meetings with appropriate District officers and Members as necessary to provide information and support and attendance at District Council Meetings, where this would be helpful. These arrangements would apply over the whole District Council area not just within present agency boundaries.
- Development Control Officers continuing to provide information and support to District Planning officers including regular weekly visits to as at present.
- Improved user contact arrangements including a single freephone telephone number. Also including, by agreement with District Councils arrangements for faults, enquiries or appointment requests either to be referred or processed directly by District Reception staff, including feedback on actions taken. All receptions would be provided with up to date information together with support and training where necessary
- Also by agreement with District Councils arrangements could be made for appointments with users in District Council premises

- All District and County Council Members would receive regular and consistent work programme and other relevant service information, relating to their respective community areas
- All County and District Councillors would be individually consulted on significant highway matters affecting their electoral division/ward areas including individual briefing and support as necessary.
- A District based Local Highways Forum for Members of County and District Councils. Details of role, frequency and attendance would need to be the subject of further consideration, but the Forums would:-
  - contribute collective local knowledge and experience
  - advise on priorities for services and schemes
  - advise on local perception of highway service performance in the area
  - advise on local implications and design considerations of significant or particularly sensitive schemes
  - facilitate joint working and funding of local projects and schemes

2.32 Evaluation of the initial three models also included consideration of the practicalities and risks that would need to be taken into account in planning for the implementation of each option. The Integrated Service model, in providing a constructive response to the concerns raised by District Councils, would also constructively address identified risks associated with changes to present service delivery arrangements.

2.33 Figures 2 and 3 show the proposed Integrated Service Model.

### **Service Organisational Structure**

2.34 The County Council is considering proposals for a review of Departmental organisational and functions. The nature and timing of any new organisational arrangements is presently unclear, but it has been assumed for the purpose of this Best Value Review that these will be confirmed in the near future, so that a detailed organisational structure for the Highway Network Management Service can be agreed during the summer 2002.

2.35 The principles considered essential to the new service structure are:-

- a) Strong central core of Policy, Strategy and Performance Branch, to ensure effective policy co-ordination and programme management both within the Service and corporately, to provide strategic capability to support strategic change, to underpin the drive for consistency and to manage a stronger performance management regime

- b) Strongly integrated Highway Network Services Branch, with an increased and more consistent user focus, able to manage the supply chain and use resources more flexibly and efficiently. This Branch would also have a strong central management core, which could support either a functionally based or an area based organisation at the operational level
- c) Engineering Services Branch, bringing together all technical scheme design and specialist technical services to support greater consistency and efficient use of resources. Work from Engineering Services Branch could be commissioned either directly by Policy Strategy and Performance Branch for major schemes or by Highway Network Services Branch for network schemes
- d) Business Management Services Branch, ensuring the timely and effective availability of financial, personnel and other relevant information necessary for efficient service delivery and business management. To ensure the effective utilisation of human resources, workspace and equipment. To manage the strategy and effective co-ordination of ICT investment. To co-ordinate financial planning and human resource strategies.

2.36 When looking later at procurement issues it will be convenient to consider the Highway Network Management Service as the following elements, each of which will need to be defined in the new organisational arrangements:-

- Essential 'policy core'
- Important 'client core' (including related support services)
- Integrated Highway Network Maintenance Units
- Specialist Construction and Works Services
- Specialist Professional and Technical Services

### **Business Management and Procedures**

2.37 The Panel has identified the potential for improvements in business management and procedures for the delivery of the Highway Network Management Service which fall broadly into the following categories:-

- Business and Service Planning
- Project and Performance Management
- Information and Communications Technology (ICT)
- Other Support Services



- 2.38 The most important area for attention, which the Panel concluded should receive the highest priority was the need for an improved regime of Project and Performance Management. This was identified by DTLR as a key area for improvement and also emerged from a number of other aspects of the Review. The Panel also identified opportunities for the Service to make better use of ICT, both for service management and for improving the quality of user and community information.
- 2.39 A range of other service improvements suggested by the Review are summarised in the Options Identification and Evaluation Report.

### **Service Design and Priority**

- 2.40 A wide range of potential options for detailed service redesign and priorities have been identified during the course of the Review in addition to those referred to earlier in this report, some of which take forward outstanding recommendations of the earlier review of Highway Maintenance. They are summarised in the Options Identification and Evaluation Report and have been broadly categorised in priority order as follows:-

- Potential for Cost Reduction, Increased Income or Efficiency
- High Priority to deliver policy and programme performance commitments
- Important but could be dealt with less urgently

### **Procurement Strategy**

- 2.41 Consideration of procurement strategy based on the need to demonstrate competitiveness has been a key requirement for the Review and one which has required particularly careful consideration both in term of content and timing. There are four key influences on the programme for procurement strategy.

- Nature of future County-District Relationships
- Departmental Organisational Review
- Policies, Standards and Performance Management Regime
- Present contractual arrangements

- 2.42 The Panel noted that the Leicestershire Highway Network Management Service started from a different position from many other authorities:-

- Many other authorities had externalised DLO services during CCT (Compulsory Competitive Tendering) either voluntarily or as a result of unsuccessful tenders
- Some authorities similarly externalised professional services
- Leicestershire DLO continued to be highly successful in competing for both in-house contracts and external work

- The DLO and Professional Services had uniquely secured the managing agent and contracting roles for the Highway Agency and had applied the commercial experience of this in delivering County Council services
- 2.43 With strong commercially driven internal service providers of proven competitive position, the KPMG external challenger to the Review, having considered the relevant information in the light of the market position advised that the potential benefits of further explicit competitive tendering were less clear cut than might otherwise be the case and would need careful consideration at the appropriate time within the implementation plan.
- 2.44 The Panel consulted widely during the Review with other local authorities, including visits and detailed discussions with officers, which are summarised in the Supporting documentation. Although these were helpful in developing an understanding of emerging procurement practice, they were less conclusive in confirming the extent of cost and efficiency improvements resulting from the process.
- 2.45 The Panel therefore considers that further more detailed cost comparison work needs to be undertaken prior to finalising procurement strategy. In order to enable effective comparison of the new Leicestershire organisation with other local authorities and potential private sector providers it will be necessary to allow the new organisation to stabilise and to establish a revised cost and performance framework on which to base the process of comparison. It will also be necessary for that part of the new organisation managing the procurement process to develop documentation, secure necessary approvals and initiate the process. It is assumed that this could proceed concurrently with the period of organisational stabilisation, from 1 April 2003 to 1 April 2004.
- 2.46 The changes to County-District relationships will take time to implement and it is assumed that these could be in place from 1 April 2003. It would be helpful if direct management of winter maintenance could be implemented from 1 October 2002 prior to the commencement of the gritting season.
- 2.47 The Panel consider that revised service procurement arrangements would preferably need to be in place sometime during 2004/05. In order to meet this timetable it would be necessary to develop a preferred procurement strategy by spring 2003. This would enable more detailed consultations to take place with employees and their representatives.

### **3 RECOMMENDATIONS OF THE PANEL**

- 3.1 The recommendations of the Panel are listed below, for convenience, within the categories defined for the Review. The Panel recommend that in order to meet the requirements of Best Value and establish the foundation for continuous improvement the Highway Network Management Service will need, in no particular priority order, to:-

**Policy and Strategy**

- Rec. 1**      **Resolve all outstanding DTLR concerns about the Leicestershire Local Transport Plans and Annual Progress Reports as expressed in their responses of November 2000 and December 2001.**
- Rec. 2**      **Complete the development of, gain acceptance for, and implement strategies for walking and cycling.**
- Rec. 3**      **Complete the updating of, gain acceptance, and implement a new Road Safety Plan including a strategy for speed management.**
- Rec. 4**      **Resolve outstanding problems in ensuring effective co-ordination with Leicester City Council in the development and implementation of local transport policy, including the reconciliation of performance and target information.**
- Rec. 5**      **Develop, gain acceptance for, publish and implement a revised Highway Network Management Strategy including consistent standards and procedures, based upon the recommendations of the new Code of Practice for Maintenance Management, to replace the present 'Green Book'.**
- Rec. 6**      **Review, gain acceptance for, publish and implement traffic management standards and practices. To be co-ordinated with the review of the Highway Network Management Strategy.**
- Rec. 7**      **Develop, gain acceptance for, publish and implement a revised guide to Highway Requirements for Development.**
- Rec. 8**      **Complete the development of, gain acceptance for and implement a travel plan for the County Council. Also review the present priority and resources assigned to the development and promotion of travel plans.**

**User Access and Satisfaction**

- Rec. 9**      **Implement and promote the new Service Vision to ensure widespread employee understanding and commitment to ensuring the highest possible levels of user and community satisfaction.**
- Rec. 10**     **Achieve a step change in the level of user satisfaction in making contact with the Service through establishing clear, consistent, easy and reliable contact arrangements. This will need to take account of any new service delivery arrangements resulting from this Review including a single contact telephone number backed up by a relevant management system.**

- Rec. 11** Establish consistent and co-ordinated regime of recording and monitoring all user service requests, compliments, complaints and claims together with arrangements for regular monitoring of user satisfaction by management to drive service excellence.
- Rec. 12** Maintain and improve present arrangements for regular and consistent engagement with users and stakeholders, in order to ensure that policies and services are designed so far as possible to meet their reasonable requirements.
- Rec. 13** Extend existing arrangements of sample surveys assessing user satisfaction with final product of improvement or maintenance scheme to all significant schemes.

#### **User Information and Consultation**

- Rec. 14** Achieve a step change in the level of user satisfaction with information on planned roadworks. This will need to take account of any new service delivery arrangements resulting from this Review.
- Rec. 15** Improve ease of use, quality and quantity of service information on the County Council website. This to include key contacts, timing and duration of schemes likely to affect network service, and relevant policies and standards including LTP and APR information.
- Rec. 16** Improve out of hours and emergency arrangements to address the concerns raised by the Police, including the introduction of an integrated 'duty officer' system, revision of the emergency telephone directory, and timely information on winter gritting actions.
- Rec. 17** Improve consultation arrangements with public transport operators on the timing and duration of highway works and information subsequently provided to public transport operators and users.
- Rec. 18** Extend the use of 'Templates' providing standard but personalised information and responses for use in correspondence or public information documents etc) on a wide range of highway network issues.
- Rec. 19** Provide relevant, consistent, and timely information for Members and other community representatives, to enable their constructive engagement in matters affecting their constituency. This to include information on highway implications of development proposals.

**Working With District Councils**

- Rec. 20** Implement the Integrated Service Delivery model to replace the established District Council Agency and Partnership arrangements, as an appropriate response which meets both the key conclusions of this Review and legitimate points presented by District Councils about the need for the County and District Councils to continue to work in partnership, and that this be the basis of further detailed discussions with District Councils.
- Rec. 21** Encourage continued co-operative working between County and District Councils for efficient management of user contacts and local services.
- Rec. 22** Establish a local Member Forum in each District to advise on local priorities, the design and performance of local schemes and services, and possibilities for joint initiatives.
- Rec. 23** Review the potential for increased delegation to District Planning Officers following consideration of conclusions from pilot scheme.
- Rec. 24** Review overall policy on parking in conjunction with District Councils to ensure arrangements are developing consistently with the sustainable travel agenda. This to include the need and priority for resources to address residents' parking schemes.

**Working With Local Councils**

- Rec. 25** Develop in consultation with representatives of local councils, gain acceptance for and publish a 'Local Highway Services Charter' setting out standards applying to both works and advisory services for users and stakeholders, including District, Town and Parish Councils.
- Rec. 26** Review arrangements for the development, design and programming of schemes including priority ranking. Make the information widely available, in particular to District, Parish and Town Councils to improve mutual understanding.
- Rec. 27** Improve community liaison on the nature and timing of maintenance and improvement works including the extension of arrangements developed in Western Division for regular programmed meetings with Town and Parish representatives.
- Rec. 28** Encourage greater participation by Local Councils in relevant aspects of service delivery, for example grass cutting and also improved co-ordination with such District Council services, especially in urban areas

**Organisation and Management**

- Rec. 29**      **Ensure that new organisational arrangements provide for clear accountability and are consistent with the need to achieve a step change in ease of access to services.**
- Rec. 30**      **Ensure new organisational arrangements provide for the necessary strategic capacity to manage performance and deliver continuous improvement.**
- Rec. 31**      **Ensure new organisational arrangements define the 'essential policy core' and the 'important client core' as a key aspect of future procurement strategy. This to take into account the need to resolve the position of public transport client services as referred by the Best Value Review of Public Transport.**
- Rec. 32**      **Establish a 'whole service' culture to deliver a step change in organisational cohesion.**
- Rec. 33**      **Achieve Investors in People recognition for the Service.**

**Employee Awareness Training and Development**

- Rec. 34**      **Improve employee understanding of and commitment to the delivery of integrated transport, and the importance of the LTP and Service Planning process in strategy development, project priorities and funding.**
- Rec. 35**      **Encourage the creative involvement and empowerment of employees, including those providing support services, in seeking opportunities for greater service cohesion, operational efficiencies or added value, and pursuing continuous improvement.**
- Rec. 36**      **Improve employee understanding of corporate administration and processes, in particular new constitutional arrangements and policies relating to customer care and complaints.**
- Rec. 37**      **Improve employee understanding of the maintenance implications of new design and introduce regime of sample audit as recommended by the new Code of Practice for Highway Maintenance Management.**

**Performance Management**

- Rec. 38**      Establish an improved performance management regime for projects, programmes and all strategic initiatives, incorporating challenging targets and regular management monitoring to avoid underachievement and drive continuous improvement. Incorporate the arrangements introduced specifically for managing the delivery of the capital programme and the outstanding requirement to produce an Annual State of the Network report.
- Rec. 39**      Undertake a review of all local performance indicators and targets with a view to simplifying the presentation of them and to ensure an appropriate focus on outcomes rather than outputs and consistency between LTPs, Business and Service Plans. In particular maximise contribution to corporate outcomes. Build upon the sustainability appraisal undertaken as part of the Review to establish greater employee involvement at the operational level and a targeted programme of improvements.
- Rec. 40**      Obtain membership of National Benchmarking Schemes for both Design and Works, in accordance with recommendations of new Code of Practice for Maintenance Management and use the information obtained to improve the continuing process of comparison.
- Rec. 41**      Ensure the ongoing delivery and monitoring of the Review Implementation Plan and the wider principles of Best Value, including the identification and sharing of best practice and active support for the Midlands Regional Best Value Group.

**Business Management**

- Rec. 42**      Establish a programme for delivering efficient and consistent and integrated financial, administration and business management systems including time recording throughout the service, including upgrading of back-office systems where necessary to support service integration, performance management and the pursuit of continuous improvement.
- Rec. 43**      Establish a relevant consistent regime of Quality management, including Quality Assurance (QA), building upon present systems within DLO and Design Services based upon ISO 9001:2000 to focus on the wider aspects of quality management throughout the service. Also build employee support for the regime.
- Rec. 44**      Review document management and retrieval arrangements and secure necessary investment to improve consistency and efficiency.

**Service Design and Priority**

- Rec. 45** Continue increased investment programme on principal roads in order to improve structural condition and movement towards best quartile performance.
- Rec. 46** Continue increased investment programme on non-principal roads in order to improve structural condition and movement towards best quartile performance.
- Rec. 47** Pursue approved targets for number of road casualties per 100,000 population (KSI and Slight injuries) to sustain best quartile performance.
- Rec. 48** Pursue approved targets for BV105 (Damage to roads and pavements) and BV 165 to achieve best quartile performance.
- Rec. 49** Pursue approved targets for BV100 (Traffic sensitive streets) to improve present level of performance.
- Rec. 50** Pursue approved target for BV165 (percentage of pedestrian crossings with facilities for disabled people to achieve best quartile performance.
- Rec. 51** Complete review and implement outcome of highway safety inspection regime based on pilot study in Northern Division.
- Rec. 52** Implement direct management arrangements for winter maintenance, to deliver improved operational efficiency in line with the conclusions of this Review, including detailed implementation plan to allow initial priority improvements to be in place Winter 2002/03.
- Rec. 53** Following the acquisition and commissioning of the improved street lighting inventory system, review frequency of bulk bulb changing arrangements.
- Rec. 54** Complete review and implement outcome of street cleansing enhancement trial undertaken in Harborough District.
- Rec. 55** Acquire and introduce a Highways Maintenance Management System to deliver improved resource allocation and management.
- Rec. 56** Improve consistency in design standards and application of traffic management policies. Also ensure that “as built” and traffic management records are consistent and up to date.



- Rec. 57**      **Ensure that the agreed timetable for the processing and delivery of accident data to the Police is complied with and that maximum use is made of the information in project and programme development.**
- Rec. 58**      **Ensure that safety audits are conducted on programme for all relevant schemes in accordance with service policy.**
- Rec. 59**      **Review arrangements for the provision of legal support to traffic management and network management activity, to ensure that this does not unreasonably constrain the effectiveness of the Service, particularly in the light of changes in County-District Council service delivery arrangements.**
- Rec. 60**      **Pursue opportunities for additional income from New Roads and Street Works Act (NRSWA) responsibilities identified by internal audit report.**
- Rec. 61**      **Secure commercial sponsorship for landscape maintenance of roundabouts, wherever possible.**
- Rec. 62**      **Pursue opportunities for additional income from highways development control regulatory activity including the use of commuted sums for future maintenance and a review of fees.**

**Procurement**

- Rec. 63**      **Develop, gain acceptance for, and implement a procurement strategy for the future delivery of Highway Network Management Services in 2004-05, following the completion and stabilisation of all new organisational arrangements. The strategy will need to be approved by spring 2003.**
- Rec. 64**      **Extend present contractual arrangements to secure continued delivery of capital programme commitments in the medium term pending the development and implementation of new procurement strategy.**
- Rec. 65**      **Develop routine monitoring of out-turn costs for all schemes and services against tendered costs as part of an improved performance management regime.**

## **4 CONCLUSIONS**

- 4.1 The recommendations of the Panel have been incorporated into a Service Improvement Plan and Implementation Plan. This identifies some 65 possible opportunities for improvement, many resulting from information provided by users, stakeholders and employees, ranging from quite small changes of minimal cost to larger more complex issues.
- 4.2 The recommendations of the Panel are included as Section 3 of this report and have also been incorporated into the Service Improvement Plan. The key priorities from these have been identified and taken forward into a recommended Implementation Plan, summarised in Table 1. attached.
- 4.3 The Panel greatly appreciates the constructive and helpful contributions made to the Review in particular by service users, stakeholders and community representatives. Also for assistance received from other local authorities, specialist advisors and not least Leicestershire County and District Council employees.

***Report of the Member Panel –  
Executive Summary***

***Figures, Tables &  
Appendices,***

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**Figures / Tables**

- Figure 1. Current service delivery arrangements / locations
- Figure 2. Proposed integrated service model arrangements / locations
- Figure 3. Integrated Service Model diagram
- Table 1. Summary Implementation Plan

**Appendices**

- A Terms of Reference
- B Review Protocol
- C Service Vision
- D Schedule of Key Review Documentation
- E Panel Members and Contributors to the Review

Figure 3

# INTEGRATED SERVICE MODEL

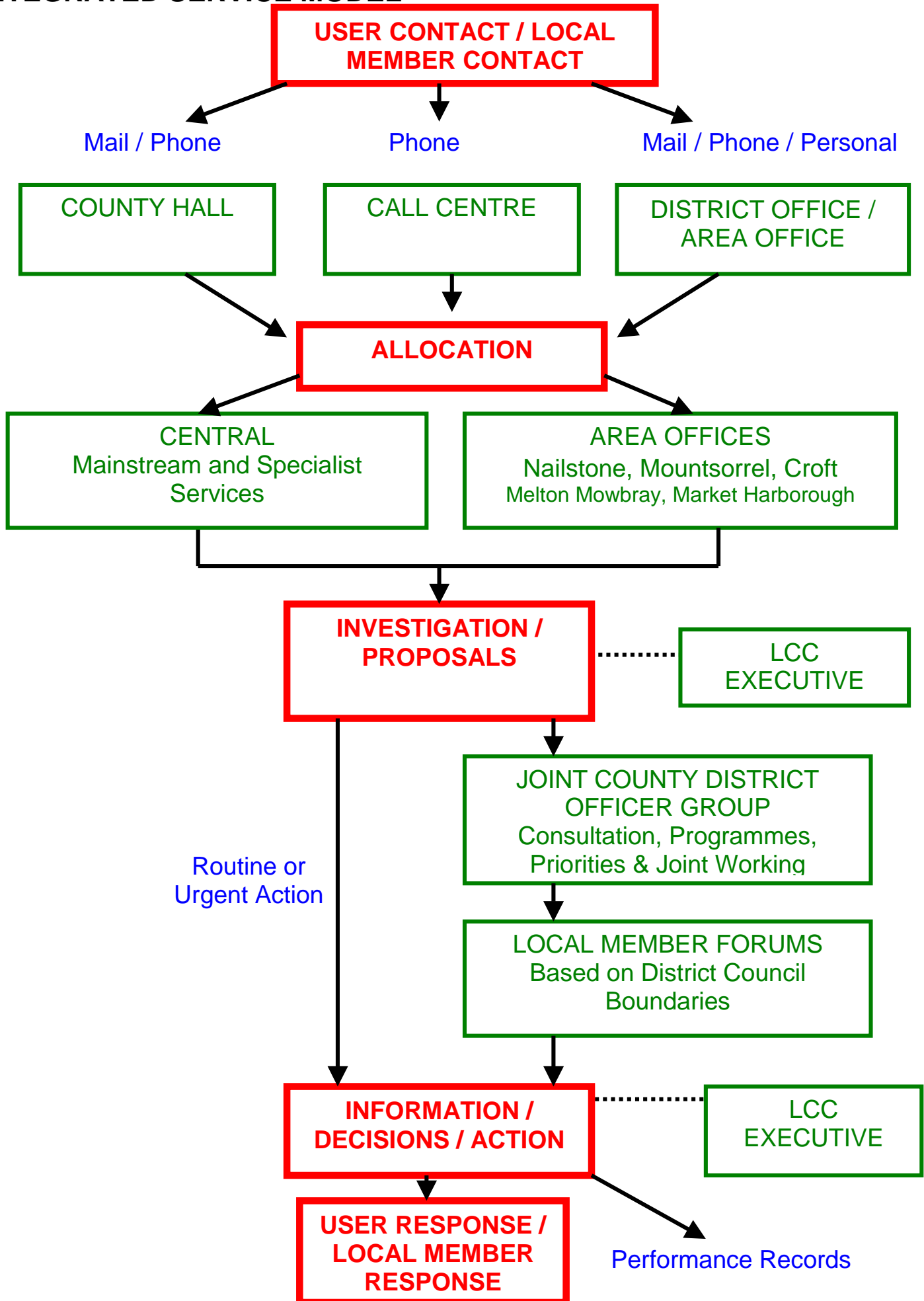




Table 1. Five Year Implementation Plan - Financial Implications Summary

No	Service Improvement	Category	Priority	2002-3	2003-4	2004-5	2005-6	Ongoing
1	Resolve DTLR concerns	b	HPIH	A	C	C	C	B
2	Walking and cycling strategy	b	HPIH	A	LTP	LTP	LTP	LTP
3	Road safety plan and speed management strategy	b	HPIH	A	LTP	LTP	LTP	LTP
4	Leicester City co-ordination	b	HPIH	A	C	C	C	B
5	Revised highway network management plan	d	HPIH	A	-	-	-	-
6	Review of traffic management standards and practices	d	HPIH	A	-	-	-	-
7	Revised guide to highway requirements for development	d	HPIH	B	B	-	-	-
8	County Council travel plan	b	HPIH	C	C	B	B	B
9	Implement and promote new service vision	a, d	HP	A	A	A	A	A
10	Step change in user contact arrangements	a, d	HP	C	D	C	C	C
11	Consistent monitoring and review of user requests	a, d	HP	B	B	B	B	B
12	Regular engagement with stakeholders	a, d	MP	C	C	B	B	B
13	Sample surveys of satisfaction with final product	a, d	MP	-	B	B	B	B
14	Step change in user satisfaction on roadworks information	a, d	HP	A	A	A	A	A
15	Improvements to County Council website	a	HP	C	A	A	A	A
16	Out of hours and emergency contact arrangements	a	HP	A	A	A	A	A
17	Consultation and information to public transport users	a	HP	A	A	A	A	A
18	Increased use of templates	a, d	MP	-	A	A	A	A
19	Information for Members and community representatives	a	HP	A	A	A	A	A
20	New District Council arrangements	a, c, d	HP	-	-D (E)	-D (D)	-D (C)	-D (A)
21	Continued co-operative working with District Councils	a, b, d	HP	A	A	A	A	A

Table 1. Five Year Implementation Plan - Financial Implications Summary

No	Service Improvement	Category	Priority	2002-3	2003-4	2004-5	2005-6	Ongoing
22	Members local forum	d	HP	B	C	C	C	C
23	Review delegation to District Planning Officers	d	MP	A	A	A	A	A
24	Review of Parking Policies	d	HP	-	C	B	-	-
25	Local Services Charter	a	MP	-	B	B	-	-
26	Review of scheme development and priorities	a, d	MP	-	B	B	-	-
27	Improved community liaison	a, d	HP	A	A	A	A	A
28	Improved arrangements for grass cutting	d	MP	A	A	A	A	A
29	Clear organisational accountability	a, d	HP	A	-	-	-	-
30	Increased organisational strategic capacity	b, d	HP	D	D	D	D	D
31	Definition of 'essential policy' and 'important client'	d	HPIH	A	-	-	-	-
32	Establish 'whole service' culture	d	HPIH	A	A	A	A	A
33	Investors in people	d	HPIH	A	A	A	A	A
34	Employee commitment to LTP and service planning	b, d	HPO	A	A	A	A	A
35	Creative involvement of all employees including support services	d	HPO	A	A	A	A	A
36	Employee understanding of corporate process	a	HPO	-	A	A	A	A
37	Employee understanding of maintenance implications	d	HPO	-	A	A	A	A
38	Improved performance management regime	b, d	HPO	C	C	C	C	C
39	Review all local performance indicators	b, d	HP	A	A	-	-	-
40	Membership of national benchmarking schemes	d	HPIH	B	B	B	B	B
41	Delivery of BV Implementation Plan	d	HP	A	A	A	A	A
42	Integrated financial, administration and business systems	d	HPO	-	C	C	B	A
43	Consistent QA regime	d	MP	-	B	C	-	-
44	Improved document management and retrieval	d	MP	-	B	C	-	-
45	BV 96 Principal road investment	b	HP	LTP	LTP	LTP	LTP	LTP



**Table 1. Five Year Implementation Plan - Financial Implications Summary**

No	Service Improvement	Category	Priority	2002-3	2003-4	2004-5	2005-6	Ongoing
46	BV 97 Non-principal road investment	b	HP	LTP	LTP	LTP	LTP	LTP
47	Investment in casualty reduction	b	HP	LTP	LTP	LTP	LTP	LTP
48	BV105 Target for dangerous damage repair	b	HP	A	A	A	A	A
49	BV100 Target for traffic sensitive streets	b	HP	A	A	A	A	A
50	BV165 Target for disabled facilities at crossings	b	HP	LTP	LTP	LTP	LTP	LTP
51	Highway safety inspection regime	d	MP	A	C	B	A	A
52	Efficiency improvements for winter maintenance	c, d	HP	-D	-E	-E	-E	-E
53	Bulb bulk changing arrangements	c, d	MP	A	-B	-B	-B	-B
54	Joint review of street cleansing	d	MP		A	A	A	A
55	Highways maintenance management system	d	HPIH	A	C	B	B	B
56	Consistency in design and traffic management standards	d	HPO	A	A	A	A	A
57	Processing and delivery of accident data	d	HPO	A	A	A	A	A
58	Programme for safety audits	d	HPO	A	A	A	A	A
59	Provision of legal support	d	HPO	A	B	C	C	C
60	NRSWA Additional income	c, d	HP	-B	-C	-C	-C	-C
61	Sponsorship of landscaping	c	MP		-B	-C	-C	-C
62	Development control income	c	HP	-C	-C	-C	-C	-C
63	Procurement strategy	d	HP	A	A	-	-	-
64	Extend present contractual arrangements	d	MP	A	A	-	-	-
65	Routine monitoring of out-turn costs	d	HPIH	A	A	A	A	A
	Broad Financial Implications (Community)			0	0	-100,000	-200,000	-250,000
	Broad Financial Implications (LCC)			0	300,000	125,000	-50,000	-125,000

**For Notes to the Table see over**

**NOTES**

**Categories of Improvements**

- a Improvements capable of delivering step change in user access or information
- b Programme development, delivery and performance management improvements critical to future funding of services
- c Improvements to deliver cost savings or income generation
- d Improvements to deliver greater service effectiveness or efficiencies

**Priorities**

- HPIH High Priority in Hand
- HPO High Priority Ongoing
- HP High Priority
- MP Medium Priority

**Cost and Savings Bands**

- A Resource implications small or within present budget provision
- B Resource implications £1000 - £15,000
- C Resource implications £15,000 - £50,000
- D Resource implications £50,000 - £150,000
- E Resource implications £150,000 - £250,000

Aggregated costs are based on the band average or estimated costs identified by the Review

- 1 Entries without brackets are community cost or savings implications
- 2 Entries with brackets are County Council budget implications
- 3 A minus figure indicates a saving
- 4 LTP indicates capital expenditure provided through Local Transport Plans

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***APPENDIX A***  
***TERMS OF REFERENCE***

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**APPENDIX A****TERMS OF REFERENCE****A. TOPIC**

Management and operation of the highway network including:

- Transportation policy and strategy
- Development of Highway Network Improvements
- Traffic management
- Travel and Road Safety Management
- Street lighting
- Highways Development Control
- Highway maintenance and administration
- Construction and maintenance works

The review would cover all aspects of the Highways and Transportation functions of the Department of Planning and Transportation except Public Transport.

The review will be expected to take as a starting point the agreed outcomes of the Highway Maintenance review, the information gathered during the course of the Highway Services Review and the approved Local Transport Plans.

In view of the expected duration of the review, the Cabinet will be asked to determine, in consultation with the Harborough District Council, interim arrangements for the operation of the Harborough Highways Partnership pilot project. This will be done as a separate exercise to enable the Review Panel to concentrate on the consideration of longer term options for the future management and operation of the highway network across the County. Any interim arrangements would not be expected to prejudice the outcome of the best value review.

**B. BUDGET PROVISION 2000/01**

	£
Revenue Budget	
Highways Design and maintenance	17,156,730
Transport Planning	<u>2,057,960</u>
	19,214,690
 Transportation Capital Programme	
	<u>7,640,000</u>
Total	<u>26,854,690</u>

The revenue budget indicated above, excludes management and departmental and corporate support costs.

**C. COMPARATIVE DATA**

Government and Audit Commission required performance indicators for 2000/01 are as follows:-

- |       |  |
|-------|--|
| BV99  | <p>(a) Number of road casualties per 100,000 population – killed/seriously injured. Leicestershire actual figure for 98/99 was 48.4, and for 99/00 is 52.4.</p> <p>(b) Number of road accident casualties per 100,000 population – slight injuries. Leicestershire actual figure for 98/99 was 374.5 and for 99/00 is 371.8.</p> |
| BV100 | <p>Number of days of temporary traffic controls or road closure on traffic sensitive roads caused by local authority road works per km of traffic sensitive road. Leicestershire actual figure for 1998/99 was 0.29, and for 99/00 is 1.0.</p>   |
| BV105 | <p>Damage to roads and pavements. Leicestershire figure for 99/00 is 91.6%.</p>  |
| BV93  | <p>Cost of highway maintenance per 100 km travelled by a vehicle on principal roads. Leicestershire actual figure for 98/99 was £0.26, and for 99/00 is £0.30.</p>   |
| BV98  | <p>Percentage of street lamps not working as planned. Leicestershire actual figure for 98/99 was 0.55%, and for 99/00 is 0.55%.</p>  |
| BV95  | <p>Average cost of maintaining street lights. Leicestershire actual for 1999/2000 is £34.27 and target for 00/01 is £33.60.</p>  |
| BV85  | <p>The cost per kilometre of keeping relevant land, for which the local authority is responsible, clear of litter and refuse.</p>  |
| BV96  | <p>Condition of principal roads.</p>   |
| BV97  | <p>Condition of non-principal roads.</p>   |
| F1    | <p>The percentage of pedestrian crossings with facilities for disabled people. Leicestershire actual figure for 98/99 was 71.3%, and for 99/00 is 75%.</p>   |
| F2a   | <p>The percentage of links of footpaths and other rights of way which were signposted where they leave a road. Leicestershire actual figure for 9899 was 64% and for 99/00 is 60%.</p>   |

F2b The percentage of the total length of footpaths and other rights of way that were easy to use by members of the public. Leicestershire actual figure for 98/99 was 82% and for 99/00 is 56%.

Local performance indicators are as follows:

LB11 The percentage level of casualty reduction (killed/seriously injured) related to average 1994-98 baseline: Central Leicestershire. Leicestershire actual for 99/00 is 12%. Target for 04/05 is 20%.

LB12 The percentage level of casualty reduction (killed/seriously injured) related to average 1994-98 baseline: Rest of Leicestershire. Leicestershire actual for 99/00 is 3%. Target for 04/05 is 22%.

LB13 The percentage of year 6 children (10/11 year-olds) receiving cycle training. Leicestershire actual for 1998/99 was 57% and for 1999/2000 is 50%.

LB14 The percentage of schools provided with road safety services. Leicestershire actual for 1998/99 was 72% and for 1999/2000 is 79%.

LB15 The number of schools committed to implementation of a travel plan.

LF8 Numbers of drivers attending improvement courses. Leicestershire actual for 1998/99 was 128 and for 1999/2000 is 169.

LC7 Length of cycleway network. The network was increased by 8 kilometres in 1999/2000.

Performance measurement framework, indicators and targets are included in the Local Transport Plans.

Performance Indicators are currently being developed by the Midlands Regional Benchmarking Group.

Some comparative data will be available from the Harborough Highways pilot project and the information from the Highway Services Review.

Consultation by the Audit Commission on proposed Best Value Performance indicators for 2001/02 suggests the deletion of indicators F2a, and F2b and BV98 and a slight modification to the wording of BV95.

Key Issues	Challenge	Compare	Consult	Compete
1. What are the key statutory responsibilities of the County Council and District Councils in relation to highway matters covered by this review? Which services are mandatory and which are discretionary?	✓	✓		
2. How is the demand for the services likely to change over the next five years? What are the implications of this for the organisation and delivery of the service in the longer term? How can the organisation and delivery of highway services best meet the policy framework contained within the Local Transport Plans?	✓			
<p>3. What is the purpose of the different arrangements for the management and delivery of highway services across the County – i.e. agency, partnership, direct provision?</p> <ul style="list-style-type: none"> <li>• What overall objectives should be set against which to evaluate future options for the delivery of the service in the longer term?</li> <li>• How do the different arrangements compare in terms of: <ul style="list-style-type: none"> <li>• value for money for the County Council and for Council taxpayers generally?</li> <li>• contribution to County Council objectives?</li> <li>• efficient and effective working between the County Council and District Councils and with other agencies?</li> <li>• ease of access to the services by the public?</li> <li>• democratic involvement and accountability?</li> </ul> </li> <li>• Do the current arrangements result in differing levels of service across the County? If so are any such differences justified in terms of need?</li> </ul>	<p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p>	<p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p>		



Key Issues	Challenge	Compare	Consult	Compete
<p>4. What options exist to reduce potential confusion amongst the public about responsibilities and promote ease of access to the service and effective and efficient working between the County Council and District Councils and other agencies?</p> <ul style="list-style-type: none"> <li>• To what extent would changes of structure and/or responsibilities within the County Council or changes of responsibilities between the County and District Councils be necessary to address these issues? To what extent would it be possible to address these issues effectively and efficiently without changes in structure or responsibilities?</li> </ul>	✓	✓		
<p>5. What options exist for management and co-ordination of the services at elected member level within the County Council and between the County Council and District Councils? What are the relative benefits and costs of these options?</p>	✓	✓		
<p>6. How do other local authorities arrange for the management and delivery of highway and related services?</p> <ul style="list-style-type: none"> <li>• How does the range of services, costs and quality of our services compare to other local authorities?</li> <li>• How well do we perform against any national and local performance indicators and targets set for the services?</li> <li>• What would be the implications of setting targets to be in the best performing 25% of authorities?</li> <li>• Are current performance indicators still appropriate or should others be used?</li> </ul>		✓		
<p>7. What are the views of the public and other stakeholders on the services provided?</p>			✓	
<p>8. What options exist for alternative methods of working with other service providers? Are there any ways in which partnership working with other bodies (in addition to any partnership working between County and District Councils) could provide better quality and value for money in delivering the services?</p>	✓	✓		✓

Key Issues	Challenge	Compare	Consult	Compete
<p>9. In what ways is competition used at present as part of the delivery of services?</p> <ul style="list-style-type: none"> <li>• To what extent would a competition for those elements of the service not previously subjected to competition be likely to result in lower costs and/or better quality of services?</li> <li>• Following the abolition of compulsory competitive tendering what options exist for alternative packaging of services which might offer opportunities for better quality and/or reduced costs?</li> <li>• Would there be any benefit in joint tendering of highway and related services by the County Council and District Councils (and other agencies)?</li> </ul>	<p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p>	<p>✓</p>		<p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p>

**E. TIMETABLE**

Start date:	September 2000
Suggested finish date:	December 2001
Interim Reports:	December 2000 and June 2001

The key factors will be consultation and discussions with the District Councils.

**F. EXTERNAL INVOLVEMENT**

The following bodies will be consulted as part of the review:

District and Parish Councils  
Leicestershire Association of Parish and Local Councils  
Rural Community Council  
Leicestershire Health Authority  
Highways Agency  
Statutory Undertakers  
Emergency Services  
Other local highway authorities through benchmarking activities

The approach to wider consultation has not yet been decided, but it is expected that consultation can go ahead in parallel with the early stages of the review.

**G. REVIEW METHODOLOGY**

The review will be carried out in accordance with the County Council's guidance on the conduct of reviews and guidance on communication and consultation with employees and trade unions on best value and competition.



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***APPENDIX B***  
***REVIEW PROTOCOL***

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**PROTOCOL FOR THE REVIEW**

**Focus on Service Users**

Maintain a consistent focus on the needs of service users and the community rather than the convenience of present service providers

**Open-mindedness**

Maintain an open-minded approach in considering issues, be open to persuasion and avoid inflexibility.

**Challenge and Change**

Accept that challenging present arrangements is an essential part of the Best Value process and to participate constructively in the process.

**Transparency**

Ensure that the review process is inclusive and transparent and that all information and reports considered by the review are available to all colleagues.

**Listening**

Consider carefully all contributions made by colleagues and respond to them as constructively as possible

**Seeking Consensus**

Seek consensus wherever possible. Where differences emerge ensure these are understood, recorded and agreement reached on a process for dealing with them

**Commitment to Review**

Maintain commitment to the review programme and ensure the efficient and timely provision of all necessary information.

**Reference to Members**

To undertake prior consultation with colleagues on any reports to County and District Council Members relevant to the review and having implications for its process, programme or outcome.

**Co-ordination**

To co-ordinate activities on reviews and related matters wherever possible and in particular to avoid duplication in public consultation arrangements.





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***APPENDIX C***  
***SERVICE VISION***

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**SERVICE VISION****Purpose of Highway Network Management**

To provide, maintain, and manage the highway network for the safe and efficient movement of people and goods, in accordance with the objectives and priorities of the Local Transport Plan and the wider corporate objectives of the Council.

**Policies, Objectives and Priorities**

- All aspects of service delivery should be designed to meet users' needs and the Council's legal obligations, in accordance with the principles of the new Code of Practice on Maintenance Management in respect of:-
  - Network Safety
  - Network Serviceability
    - a) Ensuring availability
    - b) Achieving integrity
    - c) Maintaining reliability
    - d) Enhancing quality
  - Network Sustainability
    - a) Minimising cost over time
    - b) Maximising value to the community
    - c) Maximising environmental contribution
- These policies and objectives and associated service delivery arrangements should be established and regularly reviewed in consultation with District Councils and Stakeholders, and published in a revised Highway Network Management Plan.
- All programmes and priorities established to meet service policies and objectives should be developed initially on the basis of the best available technical information. They should then be subject to consultation with District and Local Councils and adjusted so far as practicable to co-ordinate with local circumstances and priorities.
- All decision making processes should enable the maintenance and development of good quality local services, should be efficient, transparent and accountable

### **Information and Consultation**

- Clear information on programmes and priorities should be provided consistently and regularly to all County and District Council Members and to Local Councils
- Consistent standards of consultation and information should be provided to enable users and communities to understand and comment on proposals that may affect them, to mitigate potential inconvenience during the works, and to facilitate their safe use of the network.
- The service should provide simple clear contact arrangements, at all times, for users and other stakeholders, which avoid uncertainty and ensure consistently reliable standards of response.

### **Procurement, Quality, and Performance**

- The service should be specified, procured and delivered to provide a balance between price and quality. The basis of this to be further defined during the progress of this Review.
- The cost element of the service should be based upon the total cost incurred by Councils on behalf of the community, rather than the cost to the County Council or District Council individually.
- The service should deliver consistent standards of design and implementation throughout the County, reflecting the differing requirements and character of rural and urban areas.
- Design and delivery of all aspects of the service should be efficiently integrated to maximise added value and avoid waste or duplication. Arrangements should also maximise flexibility to respond to resource constraints, changing priorities or emergencies.
- All parts of the service should apply a consistent integrated performance management regime, utilising compatible information technology and management information, to monitor progress towards objectives and targets and to drive up standards.

### **Human Resource Management**

- The service should be managed to ensure the most efficient and flexible utilisation of all human resources, whether public or private, including effective training and development, based on the principles of Investors in People.

- Devolution of operational responsibility to front line employees should be encouraged within a clearly defined and consistent framework of policy and management support.
- Organisational and management arrangements should encourage a culture of openness, trust, and organisational learning rather than blame in order to support innovation and continuous improvement.



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***APPENDIX D***  
***SCHEDULE OF KEY***  
***REVIEW***  
***DOCUMENTATION***

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**SCHEDULE OF KEY DOCUMENTATION**

**1 Reports**

a) Report of the Member Panel - Executive Summary

Introduction  
Summary of Review  
Recommendations of the Panel  
Conclusions

Figures / Tables

Figure 1 Current service delivery arrangements / locations  
Figure 2 Proposed integrated service model arrangements / locations  
Figure 3 Integrated Service Model diagram  
Table 1 Summary Implementation Plan

Appendices

A Terms of Reference  
B Review Protocol  
C Service Vision  
D Schedule of Key Review Documentation  
E Panel Members and Contributors to the Review

b) Report of the Member Panel

Introduction  
Summary of Review  
Service Assessment Report  
Options Identification and Evaluation Report  
Service Improvement Plan  
Outline Implementation Plan

Figures / Tables

Figure 1 Current service delivery arrangements / locations  
Figure 2 Proposed integrated service model arrangements / locations  
Figure 3 Integrated Service Model diagram  
Table 1 Summary Implementation Plan

c) Appendices

- A Terms of Reference
- B Review Protocol
- C Service Vision
- D Schedule of Key Review Documentation
- E Panel Members and Contributors to the Review
- F Glossary of Terms
- G Consultation and Survey Information
- H Schedule of Comparative Performance Information
- I Summary DTLR Assessment of Transport Policies
- J Evaluation Summary of County-District Relationship Options
- K Conclusions of the Highway Maintenance Review Panel
- L Whole Service Management Organisation Trial in Western Division
- M Safety Inspection Trial in Northern Division
- N Street Cleansing Trial in Harborough
- O Schedule of Contracts
- P Winter Maintenance Analysis and Action Plan
- Q Capital Programme Delivery Arrangements
- R Key Tasks Summary of Progress

**2 Supporting Documents**

- Position Audit
- Member Panel Papers
- Project Plan
- District Officer Forum papers
- Joint response of District members and Officers to the County Council – April 2002-04-23
- Comments on joint response from District Councils – April 2002
- Stakeholder meeting notes
  - 31 May 2001
  - 22 February 2002
- Notes of meetings with one to one consultees
  - Police
  - Leicester City Council Area Traffic Control
  - Rutland County Council
  - Insurance Section
  - Education Department
- Notes of meetings with comparator authorities
  - Northamptonshire County Council
  - Hertfordshire County Council
  - Derbyshire County Council
  - Suffolk County Council

- Community Consultation meeting notes
- Rural Community Council
- Whetstone Parish Council
- Hathern Parish Council
- Bottesford parish Council
- Witherley Parish Council
- Thringstone Village Appraisal Group
- Lubenham Parish Council
- Melton Town Forum
- MORI Surveys
  - Residents Survey
  - Survey of County and District Members
- Local Transport Plan (LTP) and Annual Progress Report (APR)
- LTP & APR settlement letters 01/02 and 02/03
- Employee workshop notes
- Sustainability Audit
- Highways Maintenance – Objectives and Policies (Green Book)
- Key Tasks schedule
- Competitive Assessment
- Market Comparison of Local Authorities
- Midlands Regional Best Value Group documentation
- Best Value Performance Plan
- Services Plans

### **3 References**

- Delivering Best Value in Highway Maintenance
- Code of Practice for Maintenance Management DTLR (2001)
- Road Lighting Maintenance Code of Good Practice
- CSS -TAG (1999)
- Local Transport Plan Submissions
- Transport Research Group -University of Southampton (2001)
- Evaluation of Road Safety Provisions in Leicestershire Schools
- Ross Silcock (2001)
- Report of the Accident Reduction Working Group
- East Midlands Regional Transport Partnership (Annual)
- Rethinking Construction
- Report of the Construction Task Force -The Egan Report DETR (1998)
- Recycling in Transport Infrastructure
- Transport Research Laboratory (2001)
- National Road Maintenance Condition Survey DTLR (Annual)



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***APPENDIX E***

***PANEL MEMBERS AND  
CONTRIBUTORS TO REVIEW***

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**PANEL MEMBERS AND CONTRIBUTORS TO THE REVIEW**

**Member Panel:**

Professor Preston CC (Chair)  
Mr Galton CC  
Mr Jennings CC  
Mr Perkins CC  
Mr Sprason CC

**Project Manager / Independent Consultant:** Mr M Kendrick

**External Challenge:** Mr J Leaper, KPMG

**Steering Group:**

Mr B Jamieson (Acting Director)  
Mr M J Kendrick (Project Manager)  
Mr D Pitt  
Mr D Frederick  
Mr E P Gould  
Mr S Marsh  
Mr H Merritt  
Mr P Deacon

**Core Working Group**

Mr M J Kendrick (Project Manager)  
Mrs K Preston  
Mr E P Gould  
Mr H Merritt  
Mr J Cowley  
Mr D Frederick  
Mr J Leaper (KPMG)

**District Councils – District Officers Forum**

Blaby District Council  
Charnwood Borough Council  
Harborough District Council  
Hinckley and Bosworth Borough Council  
Melton Borough Council  
North West Leicestershire District Council  
Oadby and Wigston Borough Council

**Key Comparator Authorities**

Surrey County Council  
Northants County Council  
Hertfordshire County Council  
Derbyshire County Council

**Stakeholders**

**Community Meetings**

Rural Community Council  
Whetstone Parish Council  
Hathern Parish Council  
Bottesford parish Council  
Witherley Parish Council  
Thringstone Village Appraisal Group  
Lubenham Parish Council  
Melton Town Forum

**MORI**

**One to One Consultees**

Police  
Leicester City Council Area Traffic Control  
Rutland County Council  
Insurance Section  
Education Department

**Service Employees**

**Employee Workshop Facilitators**

Mrs K Preston  
Mr M Kendrick  
Mr A Yeomanson  
Mr J Ball  
Mr J Gibson

**Key Service Contacts**

Mr J Bennett  
Mr D Bradbury  
Mr S Brown  
Mr K Chamberlain  
Mr M Hay  
Mr S Kuziara  
Mr D Needham  
Mrs K Notman  
Mr D Reid  
Mr G Reid  
Mr N Rowe  
Mr P Sheard  
Mr P Staples  
Mr A Warrington



**COMMENTS AND RECOMMENDATIONS OF THE HIGHWAYS,  
TRANSPORTATION AND WASTE MANAGEMENT SCRUTINY  
COMMITTEE AT THE MEETING ON 19 JUNE 2002, CONCERNING:**

**HIGHWAYS NETWORK MANAGEMENT BEST VALUE REVIEW**

In addition to the Executive Summary of the Review, the Committee considered an explanatory note of the Chief Executive and Acting Director of Planning and Transportation on liaison with elected members on highway matters. A copy of the note is attached. The note had been prepared at the suggestion of members at the seminar on the matter held on 17<sup>th</sup> June, 2002, to clear up any misunderstandings about what the Review Panel was proposing.

During the ensuing discussion the following comments were made:-

**Financial Evaluation**

The Review had not involved the preparation of detailed costings because this was not practical, rather a financial evaluation had been undertaken so as to allow a like for like comparison of the community costs of the respective options against the cost of the existing arrangements. The Review's focus was therefore at a strategic level and the preparation of detailed financial implications of the chosen model would form a major part of the 5 year implementation plan. However, a summary of the financial implications broken down into broad cost and saving bands had been prepared for illustrative purposes and was set out in Table 1 appended to the Executive Summary.

**District Council involvement**

District Council officers had been kept fully informed about the progress of the review and had received all the information which had been made available to the Review Panel. However, the Review Panel had recognised the need for further detailed discussion with the District Councils on the proposed strategic model (Recommendation 20 of the Final Report). It was appropriate that this take place following a decision by the Cabinet on the outcome of the Review and possible Implementation Plan, although the Districts had been given the opportunity to make comments before these decisions were taken.

Members expressed concern about the apparent lack of responses to the Review to date on the final report from District Councils.

The Acting Director stressed that District Council officers had on two occasions been invited collectively to discuss findings emerging from the Review, but had not availed themselves of the opportunity. However, initial individual meetings had recently been arranged with both Oadby and Wigston Borough Council and Charnwood Borough Council (to take place in the week commencing 24 June). Meetings with other District Councils would follow.

### **Staffing issues**

Concern was expressed that Highways staff currently working for District Councils faced some uncertainty over their future employment, with the proposed cessation of agency agreements and proposed changes to working arrangements throughout the County.

The Acting Director said that efforts had been made to ensure that all staff had been kept informed throughout the progress of the Review, and this would continue. Following the ending of two agency agreements the previous year (in Hinckley and North West Leicestershire), the staff concerned had transferred to the County Council without any particular difficulties. In view of the volume of highways work taking place throughout the County and the present demands within the economy for skilled staff in the field, there was no question that any reduction in staffing would need to be contemplated.

### **Agency Agreements**

In response to a question, the Acting Director explained that as a result of Government Regulations the Agency Agreements entered into had ceased to have effect once the County Council had adopted its new Constitution. However, it had been agreed by all parties that the arrangements contained in those agreements should continue to be followed pending the outcome of the Review.

### **Role of elected members**

The Acting Director explained the current consultation arrangements for the Harborough Highways Partnership (detailed in the briefing note), which it was being proposed would form the model for Local Highways Forums. Under such an arrangement the local community and councillors could have considerable influence on the priorities for their area. The majority of decisions with regard to detailed works to be carried out were taken under delegated powers of Chief Officers and budgets included some unallocated funds to give flexibility in responding to local requests. Where decisions were not within officers delegated powers these were dealt with through the County and District Council as appropriate. The Acting Director assured members that the County Council had a good track record of responding to the views of local communities and that the Harborough Partnership had proved to be an effective way through which local issues and opinions could be highlighted and taken into account.

It was commented that District Councils would also have the opportunity to use the proposed Local Highways Forums to consult members on the exercise of some district functions for example car parking, and street cleaning. It was also noted that some district authorities were satisfied with the current arrangements and might not necessarily press for the establishment of Local Forums.

**Timetable for the Review**

Acknowledging that the timetable for the review involved consideration by the Cabinet on 2<sup>nd</sup> July and by the full Council on 10<sup>th</sup> July, members expressed the view that because of the scale and significance of the Review the Committee should consider the matter further in the light of the Cabinet's decision and have a role in monitoring progress on the implementation plan.

RESOLVED:-

- (a) That the recommendations of the Final Report of the Member Panel be endorsed;
- (b) That the above comments be forwarded to the Scrutiny Commission at its meeting on 26 June 2002.

HTWM Cttee comments



**HIGHWAYS NETWORK MANAGEMENT BEST VALUE REVIEW**

**EXPLANATORY NOTE – LIAISON WITH ELECTED MEMBERS  
ON HIGHWAY MATTERS**

**Introduction**

Following discussions at the seminar for elected members held on 17<sup>th</sup> June, 2002, the purpose of this note is to explain the approach taken by the Review Panel to consultation on highway matters at elected member level.

**Background**

The Review had identified measures which would provide for support and services to elected members on matters relating to their electoral divisions/wards. It has also considered the wider involvement of members on a more collective basis given the interest local communities and their elected representatives have in Highways Network Management services, especially road safety, traffic management and the development of small improvement schemes.

The Review Panel has also acknowledged the value of contributions made by District Councils to standards in terms of funding.

**Present Arrangements (Harborough Highways Partnership)**

The present arrangements for consultation between the County Council and District Councils on highways and associated matters take the form of annual meetings between County Cabinet Lead Members and District Council Members, together with the appropriate officers. In addition, more specific joint member meetings are held as necessary (for example on LTP development). Only in the case of Market Harborough District Council is there any wider form of consultation.

The arrangements for the Harborough Highways Partnership involves a member forum known as the Partnership Management Group. This comprises 12 members 6 each from the District and County Councils respectively. The County Council representation is made up of those members representing the 6 electoral divisions in the Harborough District area. The County Council's Cabinet is not represented. The main features of the Group are:-

- It is an advisory body - it has no executive powers;
- Meetings are held quarterly and minutes are produced;
- Meetings usually last from one to three hours each dealing with 10 to 12 items of business - mainly concerning written reports on highway maintenance, minor improvements, traffic management and safety related matters as well as district matters with highway implications;

- The Group operates on the basis of consensus;
- The Chairmanship rotates between a County and a District Member, meeting by meeting;
- The vast majority of decisions are taken under delegated powers of Chief Officers;
- Where decisions are required at elected member level these are taken by the appropriate bodies within the respective Councils.

The Review Panel is aware that the elected members concerned with the Harborough Highways Partnership, both County and District, value having such a forum at which local issues can be raised, being part of a body which can act as an advocate for local people and having access to officers who can address their concerns and those of their electors.

### **The Panel's Proposals**

The Panel decided to confine its comments to the main points of principle. This was on the basis that the details would be addressed through the implementation plan, assuming that the Panel's recommendation was accepted.

The Panel believes that:-

- (a) District based Local Highways Forum for members of County and District Councils (similar to the present Harborough Highways Partnership) should be established to contribute in the following ways:-
  - contribute collective local knowledge and experience
  - advise on priorities for services and schemes
  - advise on local perception of highway service performance in the area
  - advise on local implications and design considerations of significant or particularly sensitive schemes
  - facilitate joint working and funding of local projects and schemes
- (b) Forums should be advisory bodies as is the Harborough Partnership. The establishment of an arrangement in which one authority in effect agrees to share its statutory functions with one or more other authorities who do not possess those same functions is not considered to be appropriate. Indeed, such an arrangement would not meet the test of accountability outlined in the Government's guidelines on new Council Constitutions.
- (c) The Forums should be supported by officers of both the County and District Council operating through a working group, along the lines of the existing Harborough Highway Partnership arrangements.

**Issues remaining**

If this approach is supported the details of the arrangement are matters for the Cabinet to determine in consultation with each District Council concerned. This will involve addressing the following issues:-

**Links with Cabinet**

For example, would it be appropriate for the relevant Lead Cabinet member to be an ex officio member of each of the bodies, given that the body would be advising on the exercise of “executive functions” of the County Council?

**Representation**

The Forums could comprise the local County Councillors representing the particular area concerned. They could also include District Council representation, as is presently the case in respect of the Harborough Highway Partnership, where representation of six County Councillors is matched by six District Council members.

District Councils could not be obliged to participate but where there is interest in the matter, and perhaps a wish to continue to provide support to enhance provision in their areas, it is believed that Districts will want to do so.

Other stakeholders could be invited to attend, for example representatives of public transport, the Police and special interest groups, as appropriate.

The following table shows the number of County Councillors who represent each District area which will presumably be the starting point for discussions regarding the membership.

<b>DISTRICT</b>	<b>COUNTY COUNCILLORS</b>
Blaby	8
Charnwood	14
Harborough	6
Hinckley and Bosworth	9
Melton	4
North West Leicestershire	8
Oadby and Wigston	5

The question of Chairmanship of the Forums will also need to be addressed.

**Terms of Reference**

In addition to consultation on County Council highway issues, where District Council representation is present on the body, the terms of reference could also include discussion of appropriate district functions such as car parking,

street cleaning, grass cutting and district funded enhancement of local highway services.

### **Frequency of Meetings**

The Harborough Highway Partnership meets on a quarterly basis. Meetings of any new bodies could be flexible having regard to the particular circumstances within the District at the time.

### **Administration of Meetings**

Meetings will need to have appropriate officer support. Not just in relation to immediate servicing arrangements, but also the resources which would be involved in the production of reports and attendance at meetings.

### **Conclusion**

This paper is intended

- (a) to outline the views of the Review Panel on consultation on highways matters at elected member level and
- (b) to set out the detailed issues which will need to be addressed in establishing Local Member Forums assuming that the recommendation of the Review Panel is accepted.

### **Officer to Contact**

Bruce Jamieson, Acting Director of Planning and Transportation ☎ 0116 265 7000  
David Pitt, Chief Executive's Department - ☎ 0116 265 6034





# LEICESTERSHIRE COUNTY COUNCIL

## SCRUTINY COMMISSION – 26<sup>TH</sup> JUNE 2002

### ANNUAL REPORT ON BEHALF OF OVERVIEW AND SCRUTINY BODIES

#### Introduction

1. The Constitution requires that an annual report should be submitted to the full Council by Overview and Scrutiny Committees (or the Scrutiny Commission in a single report on their behalf) on the workings of these Committees. The report may make recommendations relating to future work programmes and changes in working methods.
2. Debate at national level within local government associations and groups has highlighted the difficulties being experienced by all authorities operating the scrutiny process. Most of the problems encountered cannot be dealt with by formal rules as might be found in a Council's Constitution, but through the development of appropriate methods of working, guidance notes or protocols to assist members in undertaking what is a difficult task in the climate of the new constitutional arrangements.
3. This report outlines the work undertaken by the Scrutiny Commission and its Committees during the period June 2001 to May 2002. The report also discusses progress on working methods. A protocol on the 'Exchange of Information between the Executive and Overview and Scrutiny' has been agreed. A 'Practical Guide to Overview and Scrutiny' guidance notes on five member panels, and checklists for challenging reports and service plans are currently the subject of discussion. These documents should be finalised and circulated to members in the near future.

#### Background

4. The role and functions of overview and scrutiny were set out in the Constitution adopted by the Council in April 2001. This, together with the earlier report to the County Council on 10<sup>th</sup> January 2001 entitled 'The Future Shape of Scrutiny' approved at that meeting defined the key functions of the scrutiny process (and hence the work programme). These were:-

- considering the Executive's proposals for changes to the Policy Framework;
- considering the Executive's proposals in relation to the Budget;
- scrutinising decisions of the Executive;
- receiving and commenting on the outcome of Best Value reviews;
- commenting on matters referred from the Executive;
- requesting reports on matters identified and of concern to scrutiny members;
- initiating and conducting its own policy reviews;
- providing a forum for members of the public to raise issues of concern (by presenting petitions and asking questions).

#### **Developing the work programme**

5. Following the County Council elections in June initial meetings of each of the Scrutiny Committees were arranged. Scrutiny bodies were then advised to consider and develop their work programmes having regard to the Constitution and the report to the Council on 10<sup>th</sup> January 2001 which made it clear that there should be a priority approach to the allocation of the finite officer and member resources available. A summary of the approach which was agreed is as follows:-
  - a) pre-eminence should be given to the reviews included in the Best Value Review Programme on the basis that these are a statutory requirement on the Authority and there are consequences for the Authority of failing to do them. In addition, the Best Value Review Programme has been compiled jointly between Scrutiny and the Executive and approved by the Council and, as such, should reflect the key priorities for the Council. This was on the understanding that resources must be adequate to allow examination of service areas identified by Scrutiny itself and approved by the Council.
  - b) the second priority should be the review and roll-forward of the Plans forming the Policy Framework. One of the consequences of the Local Government Act 2000 is that, in future, most of the County Council's activity will need to be considered from a Plan-based perspective. One of the major roles of the Council is to approve plans forming the Policy Framework. Detailed scrutiny of such Plans is important because the Plans, once approved, will in effect determine the scope of the Executive powers. (The Plans, when agreed, can be implemented by the Executive without reference to the Council).

- c) Review activity undertaken by Scrutiny should be carefully planned and focussed to ensure that it is achievable in the light of resources available. It should also seek not to duplicate the work of Best Value Review Panels or 'other reviews' in the Cabinet work programme.
6. Committees were also asked to have regard to advice prepared by the Scrutiny Reference Group which had been discussing the operation of Scrutiny. The key conclusions arising from these discussions were:-
  - a) Identification of issues for the work programme is a matter for members of the Committee and, in particular, the Chairmen and Spokesmen of the Committees, who are in a position to influence how proactive each Committee should be.
  - b) The content and delivery of targets and commitments in the Best Value Performance Plan, Medium Term Corporate Strategy and the outcome of the Comprehensive Performance Assessment should influence the identification of issues to be considered. Members should also have regard to other sources of information that may be relevant to judging the performance of the Authority e. g:
    - any available analysis of trends in complaints by service users;
    - concerns/views expressed by service users/public obtained through consultation exercises;
    - information arising from an external examination of the Authority's performance e.g. National Performance Indicators, District Audit Reports/reviews, or inspections carried out by the SSI or OFSTED.
  - c) In setting a work programme Committees needed to be aware that they might, from time to time, be asked by the Cabinet to comment on key policies or plans, consider outcomes of Best Value reviews, etc. The view was that this in turn suggests that each Committee should seek to identify no more than two items at any one time in their annual work programme. The Committees were also reminded that under the Constitution the Commission is responsible for oversight and co-ordination of the work of the Overview and Scrutiny Committees and approval of the annual work programmes of all scrutiny bodies.
7. The Reference Group was of the view that Scrutiny Committees should have particular regard to current or planned review activity when considering their work programme. In addition Committees should maintain a focussed approach, at the outset, to their work programme by:

- identifying clearly the scope of the issue to be the subject of scrutiny;
- setting clear objectives for the exercise;
- establishing the method of working (reports to the Committee or establishing a Panel);
- identifying the type of advice and support it would require.

### **Work undertaken during the year**

8. Set out as an Appendix to this report are schedules showing the work undertaken by Scrutiny bodies over the course of the year. The Schedules have been arranged to reflect the different categories of work undertaken.

### **Lessons Learnt**

9. The key lessons learnt during this first year of operating the new scrutiny structure are:-
  - a) Plans in the Policy Framework
10. It is not practical to subject every aspect of every plan to detailed scrutiny. A selective approach is required. Some plans will not require any detailed scrutiny.
11. As far as the timetable allows, the Executive should be encouraged to allow scrutiny bodies sufficient time to carry out their functions having regard to the nature of the particular plan concerned and recognising that often they are lengthy and complex documents.
12. Scrutiny bodies should take time to examine the Plan Roll Forward Timetable and Forward Plan of Key Decisions to identify well in advance whether there are particular issues which they wish to examine in detail over a number of meetings (i.e. in a manner which will not be possible within the 4 week period specified within the Constitution). Reports on the contents and purpose of plans may need to be called for to enable the committee to determine those plans on which they wish to concentrate their efforts. (By way of an example, the Education and Heritage Scrutiny Committee considered reports giving data on school effectiveness and the result of consultations with headteachers to help it identify priorities to be addressed in the Education Development Plan.)
13. It is probably not practical to determine the approach for each plan in advance until more experience of the process has been gained. The issue should be considered again after a reasonable period of operating the new arrangements has elapsed.

14. Recognising that it is not always possible to produce an executive summary of a plan or a list of principal recommendations, officers should be encouraged to do this whenever possible and at the very least to ensure that the intention or purpose of the plan and the main issues covered by it are readily identifiable. The Scrutiny Reference Group has also asked for officers to consider and report back on other methods of presentations such as discussion groups which could be used to convey the key messages in plans within the policy framework.

b) Best Value Reviews

15. The role of scrutiny is to consider the response of the Executive to the conclusions and recommendations of Panels as well as to consider whether the key issues have been addressed in the review. A two stage process has been adopted in relation to Best Value Reviews
- Presentation of the issues considered and the key findings of the Panel to which all members of the Council are invited [in some cases it has not been considered necessary to arrange a presentation; in all cases efforts have been made to arrange early distribution of the Panel report];
  - The relevant Scrutiny Committee to consider and comment on the findings and respond to the Executive.
16. Such an approach has enabled wider dissemination of the findings of review panels and allowed issues to be explored in a more open way without the restrictions of the formal committee process.
17. A number of major reviews have been reported to Scrutiny and have been commented upon. The next stage of the process, to consider and monitor at regular intervals progress of reviews against targets, has yet to be undertaken. This will be a key area for future scrutiny activity.

c) Referrals from the Executive and Chief Officers

18. During the course of the year a number of issues have been referred from the Executive, including a number of consultation papers. Most, if not all, have been considered by the relevant committees. This has kept members informed of key developments being progressed during the year.
19. Practice has shown that there are occasions when such referrals result in lengthy agendas and make it difficult for effective and detailed scrutiny. Committee Chairmen and Spokesmen have therefore been urged to look critically at such referrals, particularly consultation papers, and determine whether detailed scrutiny of the referral is warranted, so that the Committee concerned can focus on key priorities. The practice adopted in some committees of agenda planning meetings has greatly assisted in this process.

d) Matters identified by Scrutiny

20. To be effective, Scrutiny must be a member-led process and members are encouraged to identify issues of concern to them for detailed examination. To assist in this process members, particularly Chairmen and Spokesmen, have been advised to keep in touch with service departments by maintaining contact with the relevant officers, keeping abreast of issues in the Forward Plan and other documents and studying available information on the performance of relevant council departments.
21. This area of scrutiny activity needs to be developed further and the Chairmen and Spokesmen of Committees will have a key role in ensuring its success.

**New Methods of Working**

a) Five Member Panels

22. The use of Review Panels set up by Scrutiny was envisaged in the report to the Council entitled 'Future Shape of Scrutiny'. Two panels were established, the first to investigate the problems at the Record Office and the second to consider the issue of recruitment and retention of teachers. Both Panels have completed their work and the findings of the Panels have been referred to the Cabinet for consideration. A response from the Cabinet is awaited.
23. The experience of members who served on these Panels has been positive. Members have reported a sense of satisfaction at being able to get to grips with the detail of issues and in being able to draw on the experience and expertise of people not working at County Hall in the centre of the of the Authority or indeed for the Authority at all. Officers who have given advice to the Panels or been questioned by members have also welcomed the opportunity to have a dialogue with members.
24. The Scrutiny Reference Group has been considering the lessons learnt from the conduct of these two review Panels and is developing guidelines for establishing of such Panels and setting out how the results of reviews should be conducted, reported and monitored. The experience of these reviews suggests that the County Council would benefit from making greater use of such Panels in the future.
25. The Commission has considered reports of the Chief Executive on the issue of Partnership working at meetings on 16<sup>th</sup> January and 17<sup>th</sup> April, relating to the lessons to be learnt from the investigation into the Early Years Partnership and the work being carried out by officers to review the Authority's involvement in partnerships.

26. The importance of these issues and their technical nature suggests that a five member panel could usefully examine the issue. However, in the light of detailed work being undertaken by officers, the Commission has concluded that it would be premature to set up a panel at this point and has requested that the Chairman and Spokesmen be kept informed of progress.
27. This approach does appear to have merit as a means of dealing with technical issues which are in a process of development at officer level and is being considered as a means of scrutiny of the implementation of the Better Access to Better Services Initiative.

b) Role of Committee Chairmen and Spokesmen

28. Throughout this report there are references to the key role to be played by Scrutiny Committee Chairmen and Spokesmen. This cannot be overemphasised. For scrutiny to succeed it is important that the Chairman and Spokesmen should be proactive and work together to identify issues of concern to members and the wider community and to ensure that scrutiny is indeed a member-led process. To assist in this, following consultations with all members, the Scrutiny Reference Group has agreed a document entitled 'A Practical Guide to Overview and Scrutiny'. The Guide deals with how to obtain information and keep abreast of developments, the planning of scrutiny meetings and the conduct of scrutiny meetings and it is hoped will this assist in improving the effectiveness of the scrutiny process.

c) The new Scrutiny structure and work programme

29. Following the introduction of the new scrutiny structure (approved by the County Council in May 2002) each Committee has been asked to consider its work programme for the forthcoming year. The outcome of their deliberations will be reported to the Commission and, following consultations with the Executive, a work programme will be agreed. Committees have been asked to have regard to the Comprehensive Performance Assessment of the Authority which may identify policies and strategies that will need to be monitored and potential topics/areas for in-depth examination.

**Conclusions**

30. The difficulties which beset the effective operation of the scrutiny process in Leicestershire appear to be experienced by the vast majority of authorities nationally. Many of the problems, such as encouraging members who are unaccustomed to the role of taking the lead in setting agendas, monitoring performance and conducting inquiries, will not be easily overcome and will require a change in culture over time. Difficulties of 'plan overload' can be overcome. This will require a more rigorous approach by members to scrutiny of plans, together with a

commitment from the Executive and officers to present information so that the purpose of the plan and key changes are clearly identified.

31. The early experience of five member panels has been positive and the future development of this process should offer opportunities for detailed scrutiny of key issues in an effective manner. The guidance and practice notes being produced should assist in providing greater focus to the work of overview and scrutiny committees.
32. There can be no room for complacency and there must be a commitment from all members involved in scrutiny to improve the process. However, recent experience suggests there are grounds to believe that the operation of scrutiny in Leicestershire is improving and providing that the current momentum is maintained that it will continue to do so.

**N. J. Brown**  
**Chairman of Scrutiny Commission**



## PLANS IN THE POLICY FRAMEWORK

PLAN	COMMISSION	EDUCATION & HERITAGE	HEALTH & SOCIAL CARE	PLANNING & ENVIRONMENT	FINANCE
Budget 2002/3 – Revenue and Capital	✓	✓	✓	✓	✓
Medium Term Corporate Strategy	✓	✓	✓	✓	
Best Value Performance Plan 2002/03	✓	✓	✓	✓	
Hinckley and Bosworth Community Strategy – Activ 8	✓				
Education Development Plan		✓			
Adult Learning Plan		✓			
Early Years and Childcare Development Plan		✓			
SEN Development Plan – Review		✓			
School Organisation Plan		✓			
Annual Library Plan		✓			
Youth Justice Plan	✓				
Single Capital Pot/Capital Strategy					✓
Food Standards Enforcement Plan			✓		
Sports Strategy			✓		
Waste Local Plan				✓	
Structure Plan – Modifications	✓			✓	

**BEST VALUE REVIEWS**

	COMMISSION	EDUCATION & HERITAGE	HEALTH & SOCIAL CARE	PLANNING & ENVIRONMENT	FINANCE
Domiciliary services			✓		
Public Transport	✓*			✓	
Industrial Properties	✓				
Financial and Information Services					✓
Library Services for Education		✓*			
Youth and Community		✓■			

- \* Scrutiny consulted on the findings of the Review panel recommendations prior to the Cabinet coming to a view. Scrutiny were then given an opportunity to comment on the Cabinet response to the Review findings.
- Scrutiny consulted on initial findings of the Panel – Panel has yet to come to a final view.

**CONSULTATION PAPERS**

	COMMISSION	EDUCATION & HERITAGE	HEALTH & SOCIAL CARE	PLANNING & ENVIRONMENT	FINANCE
Valuing People – A new Strategy for Learning disabilities			✓		
Establishment of Primary Care Trusts in Leicestershire			✓		
White Paper – Schools achieving success		✓			
New Code of Practice – SEN Disability Discrimination Act		✓			
Individual Schools Budget – Delegation Target		✓			
Children's Fund	✓				
Planning Green Paper	✓			✓	
Aggregates Levy Fund				✓	
M1 Multi Modal Study				✓	

**PERFORMANCE INDICATORS/EXTERNAL REVIEWS/PROGRESS AGAINST PLANS etc**

	COMMISSION	EDUCATION & HERITAGE	HEALTH & SOCIAL CARE	PLANNING & ENVIRONMENT	FINANCE
Half Year Review of progress against targets and commitments in the BVPP	✓	✓	✓	✓	
Social Services Performance Assessment Framework			✓		
Annual Review of Social Services Performance			✓		
SSI/Audit – Joint Inspection of Social Services – Progress against the Action Plan			✓		
Analysis of Data on effectiveness of schools		✓			
Progress on the Library Service Review and against the objectives in the Annual Library Plan		✓			

**OTHER MATTERS REFERRED FROM THE CABINET** (other than Plans/B. V. Reviews, Consultation papers and performance data)

	COMMISSION	EDUCATION & HERITAGE	HEALTH & SOCIAL CARE	PLANNING & ENVIRONMENT	FINANCE
Revised Estimates		✓	✓	✓	✓
Capital Programme Payments					✓
Standards in small primary schools		✓			
Extension of 4+ provision		✓			
Future of Ravenstone and Snibston Primary Schools		✓			
SEN provision in Melton, Thurmaston and Syston		✓			
Changes in the procedure for appointing LEA Governors		✓			
Concessionary travel	✓			✓	
The Carers Plan			✓		
Children's Residential Care - Blaby Community Home			✓		
Proof of Age Scheme			✓		
Overspend on the Museums Budget		✓			
Installation of 'Heritage Street Lighting				✓	
Better Access to Better Services	✓				
Enforcement of Children & Young Persons (Protection from Tobacco) Act and Adoption of new test purchasing arrangements			✓		

**ITEMS PLACED ON THE AGENDA BY CHIEF OFFICERS**

	COMMISSION	EDUCATION & HERITAGE	HEALTH & SOCIAL CARE	PLANNING & ENVIRONMENT	FINANCE
Leicestershire Healthy Schools Initiative			✓		
Leicestershire Care Online			✓		
Mental Health – National Service Framework			✓		
Treasury Management					✓

**ITEMS PLACED ON THE AGENDA AT REQUEST OF SCRUTINY COMMITTEES/MEMBERS**

	COMMISSION	EDUCATION & HERITAGE	HEALTH & SOCIAL CARE	PLANNING & ENVIRONMENT	FINANCE
Partnership Working	✓				
Implementation of Key Stage 4 Improvement Strategy		✓			
Income generation in Libraries		✓			
3+ Funding and Indices of Deprivation		✓			
Shire Grants				✓	
Park and Ride – Request by LCFC to use County Hall site				✓	
Corporate Parenting			✓		
Indices of Deprivation and co-ordination of Management Information	✓				
Review of Partnership Working	✓				
Recruitment and Retention of Teachers		✓			
Leicestershire Record Office	✓				
Scrutiny Working Methods -	✓				

**PETITIONS**

**PLANNING AND ENVIRONMENT**

Traffic Calming in Desford

HGV's using Wanlip Road, Syston

Residents Parking – Kirby Muxloe

Speed Restriction – A444 Acresford

Traffic Calming in Thurmaston

Speed Limits – Grantham Road, Bottesford

Right hand turn ban – B582 Whetstone

Pedestrian Crossing/Refuge – B676 Burton on the Wolds

Traffic Calming – Linkfield Road, Mountsorrel

Pedestrian Crossing – Melton Road, Queniborough

Traffic Calming – Epinal Way – Loughborough

Traffic Calming/Management in Elmesthorpe

Traffic Calming in Dunton Bassett

Speed Restrictions – A607 – Croxton Kerrial

Earl Shilton Bypass

Parking facilities – Sacred Heart School, Loughborough

Withdrawal of Access Bus Services – Loughborough

Disposal of Playing Fields – Tilton on the Hill

Speed Limiting Measures – Asfordby Road, Melton

A6004 Epinal Way, Loughborough, - Safety Measures

Elgin Drive Junction, Melton Mowbray – Narrowing of Junction

Groby Road, Main Street, Markfield and Danemill – Ratby – Traffic Calming

Bus Services between Kibworth and Fleckney

**EDUCATION**

Behaviour on school buses

3+ - Allocation of Grant

Best Value Review – Youth and Community Education





# LEICESTERSHIRE COUNTY COUNCIL

## SCRUTINY COMMISSION – 26<sup>TH</sup> JUNE 2002

### REPORT OF THE CHIEF EXECUTIVE

#### WORK PROGRAMME

##### Purpose

1. The purpose of this report is to:-
  - i) ask the Commission to give initial consideration to developing its work programme;
  - ii) inform the Commission of advice given to Scrutiny Committees regarding their work programmes, the outcome of which will be reported to the next meeting of the Commission.

##### Background

2. In considering their work programmes, Committees have been asked to have regard to the following elements of the Constitution and the report agreed by the Council in January, 2001, on the future shape of Scrutiny.
3. The relevant sections of the Constitution are:
  - The Scrutiny Commission shall approve an annual overview and scrutiny work programme, including the programme of other overview and scrutiny committees, to ensure that there is efficient use of the Committee's time and that the potential for duplication of effort is minimised. (Overview and Scrutiny Rule 2(1)).
  - Overview and scrutiny committees shall obtain the prior approval of the Scrutiny Commission for their work programme and in formulating their work programme they shall take into account wishes of members on that committee who are not members of the current political administration of the County Council. (Overview and Scrutiny Rule 7).
  - The role of Scrutiny Reference Group will be considering matters relating to the overall management and operation of overview and scrutiny and the work programme of the Scrutiny Commission.
4. The report to the County Council on 10<sup>th</sup> January – The Future Shape of Scrutiny made particular reference to the need to ensure that the finite amount of resources, both officers and elected members, are used

effectively. The report argued that there should be a priority approach to the allocation of resources and the County Council in endorsing the report supported a priority approach a summary of which is as follows:-

- (i) pre-eminence should be given to the reviews included in the Best Value Review Programme on the basis that these are a statutory requirement on the authority and there are consequences for the Authority of failing to do them. In addition, the Best Value Review Programme has been compiled jointly between Scrutiny and the Executive and approved by the Council and as such should reflect the key priorities for the Council. This was on the understanding that resources must be adequate to allow examination of service areas identified by scrutiny itself and approved by the Council.
- (ii) the second priority should be the review and roll-forward of the Plans forming the Policy Framework. One of the consequences of the LGA 2000 is that, in future, most of the County Council's activity will need to be considered from a Plan-based perspective. One of the major roles of the Council is to approve plans forming the Policy Framework. Detailed scrutiny of such Plans is important on the basis that the Plans, once approved, will in effect determine the scope of the Executive powers. (The Plans, when agreed, can be implemented by the Executive without reference to the Council).
- (iii) Review activity undertaken by Scrutiny should be carefully planned and focussed to ensure that it is achievable in the light of resources available. It should also seek not to duplicate the work of Best Value Review Panels or 'other reviews' in the Cabinet work programme.

#### **Views of the Scrutiny Reference Group**

5. Scrutiny Committees have also been advised of the conclusions arising from the discussions discussions at the Scrutiny Reference Group as follows:-
  - a) Identification of issues for the work programme was a matter for members of the Committee and, in particular, the Chairman and Spokesmen of the Committees who are in a position to influence how proactive each Committee should be;
  - b) The content and delivery of targets and commitments in the Best Value Performance Plan, Medium Term Corporate Strategy and the outcome of the Comprehensive Performance Assessment should influence the identification of issues to be considered. Members should also have regard to other sources of information which may be relevant to judging the performance of the Authority e.g:
    - any available analysis of trends in complaints by service users;
    - concerns/views expressed by service users/public obtained through consultation exercises;

- information arising from an external examination of the Authority's performance e.g. National Performance Indicators, District Audit Reports/reviews, or inspections carried out by the SSI or OFSTED.
- c) that from time to time Committees might be asked by the Cabinet to comment on key policies or plans, consider outcomes of Best Value reviews, etc. Therefore each Committee should seek to identify no more than two items at any one time in their annual work programme.
6. Committees were further advised to have regard to current or planned review activity when considering their work programme and to maintain a focussed approach, at the outset, to their work programme by:
- identifying clearly the scope of the issue to be the subject of scrutiny;
  - setting clear objectives to the exercise;
  - establishing the method of working (reports to the Committee or establishing a Panel);
  - identifying of the type of advice and support it would require.
7. The Education, Health and Social Care and Highways, Transportation and Waste Management Scrutiny Committees have meetings arranged to consider their work programme and the outcome of their deliberations will be reported at the next meeting of the Commission. The Resources Committee is meeting on 21<sup>st</sup> June and has been asked to authorise its Chairman and Spokemen, in consultation with the Director of Resources to consider and recommend a work programme. A meeting of the Chairman and Spokesmen of the newly established Community Services Committee has been arranged to give initial consideration to a potential work programme.

### **Developing the Commission's Work Programme**

7. Appendix 1 sets out the list of items the Scrutiny Reference Group has identified as potential topics together with areas of work already under consideration by the Commission or Scrutiny Reference Group.

### **Recommendations**

8. The Commission is asked to:-
- a) note the advice given to Scrutiny Committees in developing their work programme;
  - b) consider and comment the potential topics already under considerations together with those proposed by the Scrutiny Reference Group and indicate any other topics it consider merit scrutiny;

- c) note that a detailed report on work programmes for all Committees and the Commission will be submitted to the next meeting.

**Equal Opportunities Implications**

None.

**Background Papers**

Constitution of the County Council.

Report to Council on 10<sup>th</sup> January 2001 – Future Shape of Scrutiny.

**Officers to contact.**

Mr. M.I. Seedat      Tel 0116 –265 – 6037

**Issues identified by Scrutiny**1. Partnership Working and Governance

This has been identified as a potential topic for scrutiny by a five member panel. Work is being undertaken at officer level and the Chairman and Spokemen have been kept informed of progress. A further report on this matter will be made to the Commission and/or Scrutiny Reference Group during the summer.

2. Community Strategy

A five member panel has been established to undertake this work. A report on this appears elsewhere on the agenda.

3. Community Safety

This is the subject of a best value review the outcome of which will be reported to the Commission in September/October.

4. Post Office Closures

Concern has been raised by a number of members about the difficulties being experienced by Cosignia/Royal Mail PLC and the impact on local communities of any closure of sub post offices. Consideration is being given to an appropriate way of addressing this issue through the scrutiny process and a report will be submitted to the Scrutiny Commission or Scrutiny Reference Group in the near future.

5. Better Access to Better Services Initiative

It has been suggested that the implementation of this Initiative should be monitored either through regular reports to the Commission or by a five member panel. The Commission may wish to consider whether this issue should be examined by the Resources Scrutiny Committee.

**Issues in the current Forward Plan**

Race Equality Scheme	September/October
Local Public Service Agreements	September/October
Community Strategy	September/October

**Other issues**

Half Year Performance Indicators against BVPP targets and commitments	November/December
Outcome of the Comprehensive Performance Assessment	November/December
Budget and Capital Programme	December/January





## LEICESTERSHIRE COUNTY COUNCIL

### SCRUTINY COMMISSION - 26<sup>th</sup> JUNE 2002

#### REPORT OF THE CHIEF EXECUTIVE

#### COMMUNITY STRATEGY – FIVE MEMBER PANEL TERMS OF REFERENCE

##### Purpose

1. This report sets out the suggested terms of reference of the review panel established to look at the development of the Community Strategy in Leicestershire.

##### Background

2. The Commission at its meeting on 5<sup>th</sup> September considered a report in relation to its own work programme. The Commission decided to establish two five member panels, the first to examine issues relating to the difficulties in connection with the Leicestershire Record Office and the second to monitor the development of the County and District Community Plans/Strategies. With regard to the Panel on Community Strategies the Commission decided that the Panel should be established following approval of the Medium Term Corporate Strategy which in turn would inform the development of the Community Strategy.

##### Terms of Reference

3. The Scrutiny Reference Group at its meeting on 27<sup>th</sup> May was advised that work had progressed on the development of the Strategy to the point where it would be appropriate for a Panel to be established. Following discussions at the Reference Group the following terms of reference are suggested:-

On behalf of the Scrutiny Commission:-

- a) To examine the actions of the Executive with a view to assisting in the development of a Community Strategy for the County of Leicestershire;

- b) To consider the District community strategies and strategies of other agencies in terms of their compatibility with the Community Strategy for the County with a view to assisting the Executive in formulating a response to these documents;
- c) To examine and comment upon proposals of the Executive that advance the implementation of the Community Strategy;

and to report on regular basis thereon to the Commission.

### **Membership**

4. The Group Whips have been consulted and the following members have been nominated to serve on the Panel:-

Mr J. B. Rhodes	Labour nominee	Dr D. Pollard
Mr P. C. Osborne	awaited	
Dr R. K. Feltham		

The Constitution sets out the nomination process for Chairmanship of Review Panels. On this occasion the Chairmanship of the Panel is a matter for the Labour Group.

### **Conclusion**

5. The Commission is asked to:-
- a) agree the scope of the review panel as proposed by the Scrutiny Reference Group and to consider whether it has any further advice it wishes to offer the Panel;
  - b) note the appointment of the members referred to in paragraph 4 on to the Review Panel made through the political group processes.

### **Equal Opportunities Implications**

None arising from this report.

### **Background Papers**

Report of the Chief Executive to the Scrutiny Commission on 5<sup>th</sup> September, 2001.

### **Officers to contact**

Mr. D.K. Morgan Tel. 0116 265 - 6007  
Mr. M. I. Seedat Tel 0116 –265 - 6037