



Meeting **ENVIRONMENT & SUSTAINABILITY SELECT COMMITTEE**

Date **12 DECEMBER 2005**

From: **Director of Environment**

agenda item number

IMPLEMENTATION OF THE HIGHWAY SERVICES REVIEW IMPROVEMENT PLAN

Purpose of Report

1. To inform Members of the Environment Select Committee of the progress made in implementing the recommendations contained in the Highway Services Review.

Background

2. The Final Report and Action Plan relating to the Best Value Highway Services Review was approved by Cabinet on 4 June 2003 following progress reports to, and endorsement by, the Highway Service Review Ad Hoc Committee and the Overview Select Committee.
3. Subsequent reports plotting progress against the Improvement Plan have been presented to the Environment Standing Select Committee and the Environment Select Committee.
4. Although there are certain actions which could be classed as 'live' such as decriminalisation, asset management etc. these are long term development improvements and as such the action plan is at a stage when it is considered to be complete.
5. The service review generated 45 discrete actions in the areas of policy, investment, public access, road safety, technology, sustainability, procurement and performance management and the associated improvement plan is detailed in Appendix 1.

Key Areas of Interest

6. As previously reported the review had a very broad and strategic focus and delivered numerous improvements each itemised in the improvement plan. The following summarises the ongoing key areas of development which may be of significant interest to Members:-
 - A. Decriminalised Parking Enforcement (DPE)

Cabinet approved capital funding for the DPE project in Nottinghamshire at its meeting on 27 July 2005. Work is currently underway to review all Traffic Regulation Order (TROs) to ensure they

are fully enforceable. Negotiations with the District Councils over the Partnership Agreement which will detail how DPE will be managed have commenced and the principle areas of discussion cover how enforcement and ticket processing will be organised. A draft Special Parking Area application has been sent to the DfT which details how it is anticipated that DPE will operate and the County and District Councils are expecting to assume responsibility on 29 January 2007.

Detailed meetings have now taken place with all the District Councils at officer level to discuss the general concepts of the partnership agreement and the preferred way forward. This followed agreement by District Members to enter into negotiation with the County Council over DPE.

To date, four of the seven Districts have agreed in principle to support the contracting out of enforcement and the development of a central processing centre. The other Districts are also expected to agree to this proposal shortly. In order to ensure that the Authority can implement DPE to the agreed timescale Cabinet has approved the commencement of the preparation of contract documentation with respect to enforcement with the intention of going out to tender during 2006. Also the Head of Corporate Property has been instructed to identify and secure appropriate premises for a central ticketing processing centre.

B. Improved Roadworks Co-ordination

One of the outcomes of the Service Review public consultation exercise was the high priority and low satisfaction levels associated with the way in which roadworks were co-ordinated in order to reduce traffic congestion. In response, a revised policy and new set of procedures have been established which have been bolstered by the implementation of the Traffic Management Act (2004). The act places a statutory obligation on the Authority to "secure the expeditious movement of traffic on the road network" and to appoint a 'Traffic Manager' to champion this cause. The Department is currently in the process of recruiting to this newly established post.

C. Highways Operational Partner

Following a formal tendering process involving an OJEU notice the contracting arm of Tarmac Ltd has been selected as the preferred bidder for the Highways Operations Partnership to work alongside in-house operations.

The Partnership, intended to be a mutually beneficial relationship building on the principles of 'Rethinking Construction' and 'Construction Excellence' is worth a potential £80m over ten years for delivering highways related services. Following successful completion of final negotiations with the preferred bidder the new contract is anticipated to commence at the beginning of 2006.

D. Partnership Working with District Agencies

On 1 April 2005 the County Council entered into a new highways partnership with Mansfield, Ashfield and Broxtowe District Councils.

The new Manage and Operate Partnership (MOP) replaced the previous Agency agreements in order to modernise the highways services provided by the County Council in conjunction with the District Councils.

The Manage and Operate Partnership will ensure that consistent standards and high levels of service are in place throughout the County and that best practice is shared, along with a common performance management framework that will act as a catalyst for improvements in the management and maintenance of the network and provide better value for money.

There is a helpline telephone number for the public to call for enquiries or to report problems: 0845 330 4256.

E. Asset Management System

One of the main recommendations of the Highway Services review was to procure a Highways Asset Management System. Within the key strategic area of Transport Infrastructure the following issues were identified by analysis of the MORI "Best Value Survey for Nottinghamshire County Council"; condition of the road network, co-ordination of roadworks, access to the service and response times. In order to improve service provision in these areas the Department is currently procuring a fully integrated Highways Asset Management System (HAMS) that will provide facilities for the management of the entire highway network including all associated highway assets.

Following a formal OJEU tender process a contract has been awarded to SBS for the development and implementation of the HAMS system. The implementation programme will be a phased process, initially concentrating on three key modules:-

- *Customer Relationship Module (CRM)*
The purpose of the CRM is to record, monitor, track and manage all enquiries from members of the public and other highway users, on a co-ordinated countywide basis.
- *Inspection Management Module (IMM)*
The purpose of the IMM is to manage both routine safety inspections and inspections required as a result of a customer service request (ad hoc inspections). Inspections are also intended to give a general overview of highway condition and flag up potential sites for programmed works.

- *Inventory Management Module*

The purpose of the Inventory Management Module will be to store and manage inventory records of all highway assets, and maintain a complete maintenance history for each individual highway asset.

The following modules are also being considered for future implementation:-

- Street Works/Traffic Management (NRSWA/TM)
- Pavement Management (UKPMS)
- Street Lighting Management
- Bridges and Structures
- Workload/Resource Management

Conclusions

7. All the key recommendations made in the Highway Services Best Value Review have either been implemented in full or action plans are in hand for their implementation. In respect of the latter there will be separate reports on areas such as Manage and Operate Partnership, Highway Partners and Decriminalised Powers to the Select Committee/Cabinet during the development/implementation phases as appropriate. Accordingly, this report should be treated as a final report on the review.

Recommendations

8. It is recommended that:
 - i) Members note the progress made in the implementation of the recommendations made in the Highway Services Best Value Review.
 - ii) This report be treated as a final report on the review.

Peter Webster
Director of Environment

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(CommitteeReports)

HIGHWAY SERVICES REVIEW 2003/04 - IMPROVEMENT PLAN

	WHAT?	WHY?	WHEN?	WHO?	WHAT FOR?	PROGRESS/COMMENTS
	Action	Rationale	Target Date	Responsible Officer	Outcome	

POLICY CHANGES:

1	Review and update the NCC Highways Network Management Plan and establish a process for continuous update/ improvement including aligning policies and resources (long term)	The review has revealed the existing plan needs to be updated to incorporate the latest code of best practice and changing national and local priorities	MAY 03	Phil Rankin (Transportation)	Improvements to safety, serviceability, sustainability etc.	Complete
2	Review winter maintenance policies, standards and operations consistent with duties of Best Value	The review has revealed the need to clearly define the county's policy in its approach to winter maintenance as a result of pending legislation in this area. The operational restructure has allowed the opportunity to revise delivery practices to maximise the efficiency and effectiveness of the service	SEPT 03	Bob Hart (Highways)	Compliance with Statutory Duties under S.150 of the Highways Act and delivery of the most cost-effective Winter Maintenance Service	Complete
3	Respond to feedback from the Local Transport Plan assessment and address all specific recommendations	The Annual Performance Assessment of the County's Local Transport Plans provides specific recommendations to improve the effectiveness of the Plans. This will strengthen policy application to achieve the County's transport objectives as well as providing a robust bidding document for future investment	JAN 03	Ray Dunajko (Transportation)	Maintain Local Transport Plan status of "well above average".	Complete
4	Revise and update a drainage policy and produce a prioritised programme of works	Increased occurrences of weather extremes as a result of climate change has resulted in localised flooding problems at specific points on the network. The revised policy is required to counter these problems and deliver targeted improvement and maintenance schemes	Revised target date	Phil Rankin (Transportation)	Reduction in flooding in the highway, potential damage to adjacent property and litigation.	Partially complete <ul style="list-style-type: none"> Being taken forward in line with national guidance recently issued.
5	Produce and implement a Bridge Maintenance Policy document and prioritised programme of works	The review has revealed a lack of consistency in the County's approach to bridge maintenance	DEC 03	Phil Rankin (Transportation)	Improve and maintain the Bridge Network	Complete
6	Develop and implement a Commuted Sums Policy	The review has revealed that developers current contributions do not represent an equitable amount when considered in the light of long term costs of maintaining the highway infrastructure	Revised target date to be defined	Phil Rankin (Transportation)	The acquisition of Commuted sums from new development to ensure developers pay an equitable share for new infrastructure	Partially complete. <ul style="list-style-type: none"> Being taken forward on a regional basis.
7	Produce and implement a NCC Cycling Policies and Practices Guide to ensure consistency of approach	Policies relating to cycling are currently noted in a number of different documents. A single cycling policy document will generate consistency of application	JUNE 03	Phil Rankin (Transportation)	All cycling policies in one document for ease of use/reference by practitioners countywide	Complete

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					Greater consideration should be given to road space reallocation for cycle lanes and advance stop lines	
8	Complete the feasibility study for the extension of South Notts Rail Network to provide more suburban services and Rail Quality Partnerships	A feasibility study is required to establish a business case to form the basis of a bid to the Strategic Rail Authority	MAY 03	Ray Dunajko (Transportation)	Greater use of public transport in order to achieve modal shift objective	Complete
9	Review and consider implementation of decriminalisation of traffic offences and enforcement measures	The review has revealed that existing abuse of priority bus lanes reduces the effectiveness of this policy in order to achieve modal shift objectives. Changes to legislation provides an opportunity to tackle this problem	- commission feasibility study – FEB 03 Provisional Implementation 2006	Ray Dunajko (Transportation)	Improvements to Road Safety and reduce abuse of bus priority lanes.	Complete • Implementation approved and underway.
10	Develop and implement a policy guidance document for consistency of standards and provision at Park and Ride sites	The review has revealed there is a need for a composite guide on the provision of facilities for NCC sponsored Park and Ride sites	SEPT 03 Revised target date OCT 04	Phil Rankin (Transportation)	Consistent high standard of provision at Park & Ride sites	Complete
11	Revise Traffic Calming policies to ensure resultant schemes are justifiable and relate to areas of greatest need	The Review has identified the need to reassess the criteria for scheme justification on the basis of scheme outcome	APR 03	Phil Rankin (Transportation)	Consistent policy application and a prioritised programme of schemes based on outcomes	Complete

INVESTMENT:

12	Produce a planned maintenance strategy which maximises all funding sources and review annually	<ul style="list-style-type: none"> •MORI survey showing high importance and low satisfaction with condition of roads. •Survey of network revealed large backlog of repairs required to restore the network to an acceptable level (current backlog £31m) 	MAY 03 (followed by (Annual review)	Phil Rankin (Transportation)	Remove backlog of repairs on Principal Road Network by 2005/06 and deliver a steady state maintenance regime up to 2010 in order to maintain the structural integrity of the network	Complete
13	Produce an investment strategy, which maximises all funding sources (including PFI) and review annually	<ul style="list-style-type: none"> •MORI survey showing high importance and low satisfaction with condition of roads. •Survey of network revealed large backlog of repairs required to restore the network to an acceptable level (current backlog £37m) 	APRIL 03 Followed by (Annual review)	Phil Rankin (Transportation)	Remove backlog of repairs on non-Principal Road Network by 2010 in order to maintain the structural integrity of the network	Complete
14	Investigate funding options, including PFI, to address the backlog of street lighting renewal and implement a 5 year prioritised replacement programme	<ul style="list-style-type: none"> •Review of inventory revealed large replacement requirement •MORI survey and other review consultation revealed a high level of importance associated with street lighting (fear of crime and safety related) 	<ul style="list-style-type: none"> - Assess criteria March 03 - Express notification of interest April 03 - Develop business case July 03 	Malvin Trigg (Transportation) Brian Duff (Highways)	Implementation of most cost effective replacement regime for the Authority	Complete

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15	Develop and implement a Whole Life costing policy for reconstruction/new build works with a 40 year design life for carriageways and build in minimum maintenance cost for new schemes	<ul style="list-style-type: none"> Previous limited term investment strategies having resulted in maintenance costs in a relatively short period (invest to save) 	JULY 03 Revised target date DEC 05	Phil Rankin (Transportation)	To maximise the effectiveness of network investment	Complete <ul style="list-style-type: none"> Policy integral to the new Asset Management regime being established across the service.
16	Redirect cycling funds to corridors of highest potential usage and adjust annually as part of the budget setting process	<ul style="list-style-type: none"> Review revealed a disproportionate allocation of funding in relation to cycle usage on the cycle network 	FEB 03 (Annual review)	Ray Dunajko (Transportation)	To maximise the effectiveness of funds in order to achieve modal shift objectives of the Local Transport Plan	Complete
17	Increase the ratio of maintenance expenditure on footways/ carriageways to 30/70 (From 22/78) and review annually	<ul style="list-style-type: none"> MORI survey showing high level of importance and low level of satisfaction in relation to the County's footways Review of the footway network has revealed a need for greater investment/upkeep 	MARCH 03 (Annual review)	Phil Rankin (Transportation)	Improvement in the standard and safety of footways for public use	Complete
18	Broaden consultation on the policies and programmes which underpin the Local Transport Plans via Local Strategic Partnerships	<ul style="list-style-type: none"> Feedback from key stakeholders during review consultation requesting greater local input Feedback from Annual Performance Assessment of Local transport Plans recommending strengthening of consultation processes. 	SEPT/OCT 03	Ray Dunajko (Transportation)	Increase community participation in order to meet local aspirations	Complete
19	Develop and implement a Highway Maintenance Asset Management System with works ordering facility, customer interface, and pavement management	Review consultative (including MORI) revealed the provision of information, co-ordination of roadworks, ability to order works and response of repair were of key public concern. The ability to ascertain the quantum of the network, track works orders etc are essential to deliver customer requirements.	1. Tender Phase — JULY 03 2. Phase 4 Implementation — APRIL 2004 Revised target date - 2005	Malvin Trigg (Transportation)	To establish the full quantum and condition of highway assets. Development of a rolling programme of prioritised planned and routine maintenance work. Prompt ordering of work either from Inspectors or the general public. Ability to track progress of work and produce performance indicator information.	Complete <ul style="list-style-type: none"> Implementation underway.
20	Develop and implement partnership working with the Highways DLO embracing the Principles of Re-thinking Construction	Rethinking Construction principles identifies potential for savings and quality improvements arising from developing partnerships with contractors for the delivery of construction projects	Action Plan Project — MAR 2003 Revised target date early 2006	Brian Duff (Highways)	To create a more efficient and effective way of resourcing service delivery.	Complete <ul style="list-style-type: none"> Negotiations underway with the preferred tenderer.

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21	Implement revised operating structures in Transportation and Highways Divisions	<ul style="list-style-type: none"> The service has previously been structured around the requirements of Compulsory Competitive Tendering which generated a potentially adversarial client/contractor split. The revised structures will mirror the principles of Rethinking Construction by integrating teams/processes to minimise costs/maximise efficiency and effectiveness. 	SEPT 03 Phase in: a)Restructure b)Implementation c)Savings d)Operational improvements	Brian Duff (Highways)	Generate efficiency and effectiveness service improvements and minimise service costs	Complete
22	Define response standards and implement monitoring arrangements to generate response time improvement	<ul style="list-style-type: none"> MORI survey showing high levels of importance, low levels of satisfaction with speed of response for reported faults. 	SEPT 03 Revised target date JUNE 04	Brian Duff (Highways)	Raised public satisfaction with response repairs	Complete
23	Improve NRSWA co-ordination procedures and practices including in-house roadworks	<ul style="list-style-type: none"> Review consultation (MORI/stakeholders) revealed high level of importance – low level of satisfaction with the way in which roadworks were co-ordinated to reduce disruption to a minimum 	1.Procedures Document MAY 03 2.Implementation JUNE 05	Phil Rankin (Transportation) Brian Duff (Highways)	Reduction in disruption to the travelling public thereby reducing fuel costs/pollution/delays etc.	Complete
24	Produce a Mobility Audit checklist and procedures document for projects	<ul style="list-style-type: none"> Review revealed that although schemes were designed with DDA in mind, there was no formal audit checklist to ensure full compliance and consistency of approach 	SEPT 03 Revised target date MAY 05	Phil Rankin (Transportation)	Compliance with Disability Discrimination legislation (statutory requirement)	Complete
25	Finalise Bus Strategy and develop a programme of bus priority measures	<ul style="list-style-type: none"> Review revealed the effectiveness of these measures already in operation and a greater application will increase the effectiveness of this policy to generate modal shift away from car use. 	APRIL 03	Steve Calvert (Transportation)	Increase in public transport patronage to achieve modal shift objectives.	Complete
26	Develop a prioritised programme of pedestrian facilities on the highways	<ul style="list-style-type: none"> The MORI survey revealed high levels of importance – low levels of satisfaction in relation to pedestrian facilities. The Road Safety Business Plan, produced as a result of the review, identifies certain actions to improve the safety of pedestrians on and near the highway 	MAY 03	Phil Rankin (Transportation)	Improved and safer facilities for pedestrians	Complete
27	Work in partnership to implement a full Sunday timetable on the Robin Hood Line	<ul style="list-style-type: none"> Feasibility studies have revealed a strong public demand to extend the existing network timetable, particularly at weekends 	MAY 05 Deferred	Ray Dunajko (Transportation)	Improved public transport provision within the County.	Deferred due to Strategic Rail Authority's block on funding.
28	Negotiate and implement a Service Level Agreement with East Midlands Electricity for street lighting connections/disconnections	Review revealed problems with existing arrangements for connections/disconnections of the electricity supply.	OCT 03	Phil Rankin (Transportation)	Improvement in the efficiency and effectiveness of the street lighting service to the public.	Complete <ul style="list-style-type: none"> Currently being taken forward as part of a 6 month national trial.

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PUBLIC ACCESS:

29	Review arrangements for access to the service by the public covering fault reporting and the provision of information in line with the corporate development of the NCC Call Centre	<ul style="list-style-type: none"> •MORI survey revealed high levels of importance and low levels of satisfaction in relation to public's ability to report faults on the road network •An increase in the use of the internet by the public to communicate with service providers 	MAR 03	Chris Charnley (Highways) Christine Parker (Resources & Development)	Improved public access to the service	Complete
30	Develop and adopt a revised signing and advance publicity policy for the public at roadworks	<ul style="list-style-type: none"> •Review consultation revealed a high level of importance shown by the public for clear information regarding ongoing and future roadworks to enable alternative route planning for rescheduling of journeys 	1. Policy JUNE 03 2. Adoption JULY 03 Revised target date 2004/05	Phil Rankin (Transportation) Brian Duff (Highways)	Improved public information details to minimise disruption	Complete
31	Provide roadworks information on the NCC web site	<ul style="list-style-type: none"> •Review consultation revealed a high level of importance shown by the public for clear information regarding ongoing and future roadworks to enable alternative route planning for rescheduling of journeys 	1. New NCC website live MARCH 03 2. GIS application live AUG 03	Phil Rankin (Transportation)	Improved public accessibility to information	Complete

ROAD SAFETY:

32	Produce and implement a cross-service Road Safety Plan and monitor its effectiveness	The review revealed that the numerous activities carried out to improve road safety needed to be prioritised in terms of their relative effectiveness	MAR 03	Phil Rankin (Transportation) in conjunction with Highways	A co-ordinated and prioritised delivery of Road Safety activities to reduce accidents	Complete
33	Establish and implement a programme of mobility facilities at controlled pedestrian crossings.	It is a statutory requirement to update the network to achieve compliance with Disability Discrimination legislation	-programme produced MARCH 03 -implementation complete by MARCH 06	Phil Rankin (Transportation)	To achieve total compliance with DDA legislation in order to improve the network for use by the disabled	Complete
34	Review, implement and monitor a prioritised programme of enforcement cameras	The review revealed the effectiveness of this policy at targeted sites in reducing speed related accidents	- produce prioritised programme of works MARCH 03	Suzanne Heydon (Highways)	Reduction in speed related accidents at targeted sites.	Complete
35	Produce and adopt a policy for anti-skid surfacing (SCRIM) and a prioritised programme of works covering the whole of the County Network. Monitor the effectiveness of chosen sites	<ul style="list-style-type: none"> •Review revealed the effectiveness of this approach to accident reduction and the potential to extend its application of targeted sites on the network 	APR 03	Phil Rankin (Transportation)	Reduction in skidding related accidents on the road network	Complete

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36	Revise and adopt a policy for safety fencing and implement a programme of works. Monitor the effectiveness of the policy.	Review revealed the effectiveness of this approach to road safety and the potential to extend its use on the network (linked to the Road Safety Business Plan)	1.Policy MAY 03 2.Programme APRIL 04	Phil Rankin (Transportation)	Reduction in casualties on Nottinghamshire's roads particularly as a result of crossover accidents on dual carriageways	Complete
37	Introduce highway safety inspection to cover on-highway cycle tracks	Key stakeholder consultation revealed high levels of importance for safe cycling facilities on the highway network. The Highways Authority also needs to actively demonstrate its duty of care under the Highways Act	APRIL 03	Brian Duff (Highways)	Safer cycling facilities on the network	Complete
38	Produce an approved programme of travel and safety education and awareness projects	The review has revealed that a large proportion of accidents are a result of driver error which can't be eradicated by engineering solutions alone. Speed related accidents, particularly involving motorcyclists can only be controlled by changing driver habits through education initiatives	- produce prioritised programme of activities - MARCH 03 - implement programme - APRIL 03	Ray Dunajko (Transportation)	Reduction in road accidents	Complete.

TECHNOLOGICAL DEVELOPMENTS:

39	Review and implement specialist traffic control technology(SCOOT and MOVA)	<ul style="list-style-type: none"> The review has identified key junctions on the network where the application of new technology can increase the flow of traffic and reduce congestion/queuing time. Previous applications of this technology have generated delay savings in the region of 12% 	- evaluate business case JAN 03 - produce prioritised programme of works MAR 03	Kevin Aldridge (Highways)	Reduction in traffic congestion and contribution to road safety objectives	Complete
40	Trial, (and implement if successful) automated street lamp outage reporting/monitoring	<ul style="list-style-type: none"> Current arrangements rely on either public fault reporting or routine outage inspections. Consultation has revealed high levels of importance associated with street lighting by the public The application of new technology would reduce outage time per lamp as well as reducing inspection costs 	JULY 03	Phil Rankin (Transportation)	More efficient/effective service by reducing manual inspections	Complete

SUSTAINABLE IMPROVEMENTS:

	WHAT?	WHY?	WHEN?	WHO?	WHAT FOR?	PROGRESS/COMMENTS
	Action	Rationale	Target Date	Responsible Officer	Outcome	
41	Achieve second tier energy supply for NCC street lighting/illuminated signs utilising green energy	Securing energy supply via this route achieves both economic as well as sustainable objectives for the service	OCT 03	Phil Rankin (Transportation)	Energy cost savings and Sustainable Energy use and CO ₂ emission reduction	Complete
42	Review and implement the use of low energy (LED) signal heads	The use of such signal heads promote sustainable energy use as well as being economically viable	- evaluate business case MAR 03 - produce prioritised programme of works MAY 03	Kevin Aldridge (Highways)	Sustainable energy use.	Complete
43	Review current arrangements in terms of sustainability with a view to setting revised recycling targets	The County recognises that developing and maintaining the highway network is resource intensive. A number of innovative trials have been carried out to promote a sustainable service. A review of these trials will identify projects/practices which can be practically adopted as common practice	APRIL 03	Rob Crowder (Environmental Planning)	Increased contribution to sustainability	Complete

PROCUREMENT:

44	Negotiate and implement a Manage and Operate Partnership arrangement with the Highway District Agencies	The service is currently delivered by the District Councils as well as the County Council via Agency agreements. The review represents an opportunity to evaluate the effectiveness and efficiency of this arrangement with a view to generating improvement options	<ul style="list-style-type: none"> • Serve notification of termination by 31 Mar. 2004. • Develop, manage & operate arrangements during 2004 • Implement new framework arrangements April 2005 	Review Manager Brian Duff (Highways)	Efficient and effective service delivery	Complete
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PERFORMANCE MANAGEMENT:

45	Implement a Performance	In order to respond to the high expectations	APRIL 03	Review	Improved Perf. Man. of the service	Complete
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	WHAT?	WHY?	WHEN?	WHO?	WHAT FOR?	PROGRESS/COMMENTS
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	Management framework for the service	of both Central Government and the public it is essential robust performance management arrangements are in place		Manager		

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