

8. Use of resources

8.1 Progress 2006-2008

Capital spending

Our second Derbyshire LTP set out a fairly detailed and realistic investment programme for the five-year period 2006 to 2011 and was judged to deliver our transport priorities, objectives and targets. The delivery programme was based upon funding guidelines from the Department for Transport and therefore contained no 'wish lists'. The Plan acknowledged in the chapter relating to 'adaptation of resource levels' that funding during the five-year period could go up or down. During the first two years our delivery has had to cope with both extremes.

Additional funding - overall, through a combination of performance related monies (+25% due to LTP2 and LTP1 delivery being judged excellent), additional bids for funds (former trunk roads, Primary Route Bridges and South East Manchester Multi Modal Strategy) and changes to the maintenance funding formula, the authority received a higher level of funding to those guidelines that the plan was originally based upon. Table 8.1 shows the first two years allocations. In addition to this, funding was also received for the Derbyshire element of the Derby Joint LTP; this is reported through that Progress Report.

Reduced funding - although the DfT provided additional funding, changes to central government support for debt charges incurred on borrowing meant that we were unable to take up our full local transport allocation in 2006/07. Our authority assessed its ability to repay debt charges and found that borrowing the full amount would not give value for money. We therefore deferred £6 million from our Derbyshire LTP and Derby Joint LTP programmes. However, because our authority is committed to delivering the Plan's aims and objectives in that it provides essential transport improvements, it has pledged to ensure that the £6 million will be found from its own resources across the five-year period. To date £4,863,000 has been found from council resources. Recognising the effect the changes to debt support had across the country, central government again changed its methods from 2007/08 and we have since been able to take up the full funding allocations.

Table 8.1 Derbyshire LTP Capital Allocations 2006-2008

Allocation	2006/07	2007/08	Total
Maintenance Allocation	£11,617,000	£14,521,000	£26,138,000
Former Trunk Road Allocation	£1,000,000	£1,290,000	£2,290,000
Primary Route Structures Allocation	£930,000	£1,250,000	£2,180,000
Integrated Transport Allocation	£6,753,000	£7,880,000	£14,633,000
Total	£20,300,000*	£24,941,000	£45,241,000

*Full Allocation - actual allocation was subject to deferral of funding described above.

Table 8.2 Derbyshire LTP Capital Allocations 2008-2011

	2008/09	2009/10	2010/11	Total
Maintenance Allocation	£14,376,000	£15,813,000	£17,310,000	£47,499,000
Former Trunk Roads Allocation	£569,000	*	*	*
Primary Route Structures Allocation	£0	£600,000	£0	£600,000
Integrated Transport Allocation	£7,772,000	£8,408,000	£9,069,000	£25,249,000
South East Manchester Multi Modal	£1,032,000	£1,060,000	£1,061,000	£3,153,000
Road Safety Grant	£352,000	*	*	*
Total	£24,101,000	£25,881,000	£27,440,000	£76,501,000

* Allocations for future years to be published by DfT in January 2009.

How are we dealing with the funding issues?

Although our LTP2 delivery has been complicated by the deferral of £6 million; over the course of the five years we will have received additional funding over and above what the Plan was originally based upon. Because our Plan was based upon sound analysis and that our experience during LTP1 showed that keeping our spending profiles as close as possible to our planned spend and spent wisely it would bring about achievement of our aims and objectives. Therefore we are fully committed to our five-year allocations against each of our programmes and are ensuring that by 2011 we will have spent what we said we would.

Flexible plan

However, we did recognise in the Plan that our spending profile has to be flexible in order to be able to adapt to circumstances appropriately. We had to deal with this in the first year of the Plan when £6 million was required to be deferred due to changes in borrowing support. In doing so we followed our Plan in ensuring that our casualty reduction programme would take highest priority and was therefore delivered in full. Bearing in mind our ability to deliver an enhanced programme in later years as funding was reallocated back from council resources, we examined areas which were more easily deliverable and therefore the majority of deferment came from the efficient maintenance and management strategy. In addition to this the delay to Clay Cross town centre redevelopment meant that £1 million required deferment in any case (see page 8-4).

We set out in the Plan what we would do with any additional resources. We said that we would ensure that resources were used efficiently and to help achieve the mandatory targets that were also key goals for the authority. The casualty reduction programme was to receive the highest priority. Therefore in 2007/08 our road safety programme was boosted significantly using our performance related monies. Over the five-year period we expect this programme to take the bulk of our performance monies as we strive to meet our challenging LAA target. We will also put additional resources to our other LAA priorities such as improving accessibility.

The change to the maintenance formula has also increased the level of funding above what the Plan was based upon. In the first two years of the Plan we used additional monies to again target our key goals, which was to improve the condition of our principal road network. This has enabled us to improve the condition significantly. In the remaining years we will increase funding for

targeting an improvement in the condition of non-principal roads (classified) which is one of our LAA targets. We are also putting resources to maintaining the asset better as we develop our Transport Asset Management Plan, such as maintaining street lighting, pedestrian crossings and safety fencing.

We have also been successful in achieving additional funding for the maintenance of former trunk roads and for strengthening and maintenance works on structures/ bridges on the Primary Route Network. These programmes support what works we are undertaking through the other LTP programmes.

Within the LTP2 document we made a bid for funds to deliver transport improvement to help improve travel to Greater Manchester by non-car modes to help reduce congestion. We were successful in receiving £3.153 million between 2008 and 2011. The first years' programmes are underway focussed on improving access to public transport along the A6/ Buxton Rail line corridor being driven along by two project officers.

Are we going to deliver what we said we would?

The paragraphs above set the philosophy of where we will be at the end of the five-year LTP period. We have described the significant issues that we have had to deal with (£6 million deferment and additional monies). The first two years of the plan have been turbulent in funding terms, but the remaining three years provide more stability and we have set our remaining programme allocations using our flexibility to ensure that we deliver what we said we would and ensure that the additional resources we have received have been targeted at our priority areas. Table 8.3 below shows where we are at the end of the first two years of the Plan and shows quite clearly the degree to which we have had to use our flexibility in moving resources around.

As can be seen from the Table there are a number of key issues at the end of 2007/08 spend:-

- **Efficient Maintenance and Management Strategy** - this programme took the bulk of cuts in 2006/07 following the £6 million deferment because of our ability to deliver an inflated maintenance programme in future years. The principal road maintenance programme took the majority of this because we were well on track in achieving an improved network. Our future allocations will ensure that our programmes are balanced at the end of the five-year period with any further council resources being targeted towards non-principal road maintenance.
- **Accessibility and Healthier Travel Choices Strategy** - again this programme took some cuts in 2006/07 due to the deferment. This was mainly from the public transport elements whilst the Punctuality Improvement Partnerships are developed so that we can target our spending where most impact could be made. Our future allocations will ensure all of our programmes are at least balanced. The first two years show that we have put some of our performance monies towards improving the pedestrian network and this is likely to be where we will put future performance monies within this programme.
- **Safer Roads and Communities Strategy** - Being our highest priority strategy we could not justify reducing the amount of spend on this programme. Indeed we also ensured that this programme took the bulk of any performance funding. Table 8.3 shows that we have already allocated additional resources and that we are likely to put further additional resources to casualty reduction in future years.
- **Congestion and Economy Strategy** - This programme took significant

cuts in the 2006/07 deferment. This was generally due to the delay in the redevelopment of Clay Cross town centre which subsequently delayed our works. A further reduction was made because funds planned for working towards Civil Parking Enforcement were not required in full. The five-year balance will be made as Clay Cross town centre redevelopment is now planned to go ahead in 2009/10 and the underspend on parking management will be transferred to congestion reducing schemes which are being investigated.

- **Air Quality and Environment Strategy** - this programme was fully deferred in the first year whilst environmental projects were developed. With no air quality management areas being declared due to local authority traffic, funding was deferred to help fund measures later in the LTP period because of emerging air quality problems in Chesterfield. Again our 5-year programme for this strategy will balance by the end of the LTP period with a significant allocation likely in 2010/11.

Table 8.3 Comparison of Planned and Actual Expenditure 2006-2008

	LTP2 Planned 2006/07	LTP2 Planned 2007/08	Actual Spend (£000s)	Actual Spend (£000s)	Total Planned (£000s)	Total Actual (£000s)	Difference (£000s)
Efficient Maintenance and Management Strategy							
Maintenance of principal roads (Carriageways)	5280	5605	4157	5257	10885	9414	-1471
Maintenance of former trunk roads	1000	1290	655	1483	2290	2138	-152
Maintenance of non-principal roads (carriageways)	3355	3560	2855	3706	6915	6561	-354
Bridge and structures maintenance and strengthening	2150	2190	1731	2911	4340	4642	+302
Maintenance of footways	1560	1620	1931	1532	3180	3463	+283
Maintenance of rights of ways and cycleways	200	250	206	243	450	449	-1
Asset management	0	0	0	699	0	699	+699
Total	13545	14515	11535	15831	28060	27366	-694
Accessibility and Healthier Travel Choices Strategy							
Public transport infrastructure improvements	881	814	550	826	1695	1376	-319
Provision of public transport information	259	239	160	92	498	252	-246
School travel plan initiatives	41	38	38	0	79	38	-41
Strategic cycle network	124	115	71	104	239	175	-64
Community transport vehicles	82	76	109	121	158	230	+72
General pedestrian improvements	335	310	606	229	645	835	+190
Rights of way improvements	166	153	98	138	319	236	-83
Other accessibility initiatives	40	37	3	38	77	41	-36
Total	1928	1782	1635	1548	3710	3183	-527
Safer Roads and Communities Strategy							
Safe routes to school	315	292	82	313	607	395	-212
Safe routes for vulnerable road users	546	504	493	451	1050	944	-106
Site specific treatments	601	554	616	933	1155	1549	+394
Route enhancements	1091	1009	1391	3489	2100	4880	+2780
County speed hierarchy	218	202	202	810	420	1012	+592
Street lighting	109	101	295	504	210	799	+589
Road safety audit (incorporated into RCS3)	-	-	-	-	-	-	-
Community safety initiatives	109	101	0	72	210	72	-138
Total	2989	2763	3079	6572	5752	9651	+3899
Congestion and Economy Strategy							
Traffic signal refurbishment	218	202	166	370	420	536	+116
Infrastructure to support regeneration/ sustainable tourism	1091	198	41	42	1289	83	-1206
Parking management	55	757	64	280	812	344	-468
Junction improvements/ traffic control/ road space reallocation	105	202	84	816	307	900	+593
Total	1469	1359	355	1508	2828	1863	-965
Air Quality and Environment Strategy							
Air quality	185	185	0	30	370	30	-340
Other environmental mitigation measures	150	150	0	248	300	248	-52
Total	335	335	0	278	670	278	-392
Grand Total	20266	20754	16604	25737	41020	42341	+1321

Revenue funding

Table 8.4 below highlights revenue funding that we have spent within the Environmental Services Department which has been used to support the aims and objectives of the LTP.

Table 8.4 Environmental Services Department Revenue Outturns 2006/07 and 2007/08

	2006/07 Outturn (£000s)	2007/08 Outturn (£000s)
Highways		
Transport Planning, Policy & Strategy (Highways and Transport)	1,313	1,039
Traffic management and road safety	1,630	3,888
Structural maintenance of principal roads	299	176
Structural maintenance of other roads	5,380	6,916
Routine maintenance of principal roads	2,904	2,577
Routine maintenance of other roads	13,915	12,328
Public lighting of roads	5,084	5,003
Winter maintenance	4,461	4,513
Structural maintenance and strengthening of bridges	309	328
Construction roads and bridges	6,257	-3,226
School crossing patrols	793	764
Highways Sub Total	42,345	34,306
Public Transport		
Expenditure on bus services	7,952	7,586
Payments on local rail services	62	35
Concessionary fares	2,718	3,592
Other public transport	1,115	1,145
Public Transport Sub Total	11,847	12,358
Environmental		
Waste collection	21,364	24,068
Planning	6,908	6,398
Environmental Sub Total	28,272	30,466
Grand Total	82,464	77,130

8.2 Efficiency and Value for Money

Scheme selection process

The LTP2 document set out our initial ideas for collating information on how schemes will help achieve the aims and objectives of the LTP. Following this we undertook a wide-ranging review of how this information was being used alongside technical and other evidence for prioritising schemes. This process was completed by the end of 2006. This incorporated an audit into the way we select schemes across the board and to look at whether there were better ways of doing this. In doing this we also examined what processes other authorities used to select and develop schemes. The outcome was that there was confidence in our current techniques because we had achieved good outcomes using our resources effectively across our strategies during the delivery of LTP1. The reasons for this was the wealth of experience within the Environmental Services Department in developing solutions, knowing what does and doesn't work and that we had a wide-range of technical and other evidence to assist us in making professional judgements on our delivery programmes e.g. our

use of Scanner defect data has revealed a correlation between ride quality and localised surface deterioration, including reinstatements and this is changing our solutions from wide-spread resurfacing to targeted improvements which are delivering efficiency savings. A further review of our working processes during the Highways Review (see section 8.3 below) is making changes to further improve our scheme selection and development.

As described in the second LTP, because we take a flexible approach to ensure value for money, our detailed delivery programmes are developed on an annual basis. The requirement to issue notices under the Traffic Management Act three months prior to work taking place means that we are bringing forward the process to develop schemes. This is incorporating a schemes panel to act as an audit process in assessing the effectiveness of schemes in meeting LTP aims and objectives, before they move to the next stage of development.

Collaborative working

Efficiency savings are being made through joint working. A key example of this is the 3 Counties Alliance. In July 2007 we joined forces with Nottinghamshire and Leicestershire County Councils and consultants Scott Wilson in an innovative partnership to deliver better and more efficient transport solutions across the three counties. During the first year we have managed to achieve savings across the board including policy and planning, operation and management, engineering design, monitoring and surveying. An analysis of the alliance by the East Midlands Centre of Excellence indicates that it is projected to deliver efficiency savings of £600,000 a year until 2009/10 rising to £900,000 by the end of the LTP2 period. Total cashable savings will be around £2.7 million during the second LTP period. The alliance is also investing in staff development and training to tackle the skills shortage. The alliance's first year has been a success but it is firmly focussed on making further improvements over the next three years and beyond and is now featuring as a model for regional partnership working.

Asset management

The development of our Transport Asset Management Plan is focussed on using our resources efficiently and developing whole life costings. A good practice case study on page 3-6 describes our progress in this. This work is already achieving efficiency savings such as the review of our County Roads Hierarchy which has seen safety inspection routes being rationalised, achieving savings of 30%; whilst use of Scanner surveys has changed the way we target solutions, bringing about further efficiency savings. We are also making a bid to the DfT's Asset Management funding to take forward projects designed to create further efficiency savings in the future.

Performance management

Performance of all Environmental Services measures is now scrutinised on a quarterly basis at the Performance Clinic. The Performance Clinic, which was established in September 2007, consists of all members of the departmental management team, with senior managers from each of the divisions being required to attend for their area of responsibility.

Information is provided on the statutory national indicators and local performance measures affecting the work of the department together with attendance, complaints and health and safety issues relating to each division. Each senior manager is held to account for the work of their section with an in

depth examination of the areas of poor performance and review of corrective action or recovery plans. The Clinic also provides a forum for acknowledging good performance. The notes of the Performance Clinic detail discussions held and any corrective actions required and are reviewed at the subsequent meeting.

Examples of how performance information has been used to drive service improvements for the residents and visitors to Derbyshire are as follows:

BV165 Pedestrian crossings - this was identified as an area of concern and not achieving the target, particularly as it was a CPA indicator; additional funds were identified to address a number of crossings to improve performance.

BV223/BV224(a and b) road condition indicators (now replaced with NI 168 and 169) - performance information in relation to the condition of our roads has been used to help identify the areas that require maintenance. Using the SCANNER results those carriageways that are in need of maintenance have been mapped, which has seen improvements in the condition of road and pavements as a result of a targeted programme of works. The percentage of the principal road network needing repair has reduced from 7% in 2006/07 to 4% in 2007/08. During the same period, non principal classified and unclassified roads have seen similar improvements from 19% to 12% and 16.7% to 15% respectively. Footway condition has also improved, with only 8% of the network in need of maintenance in 2007/08 compared with 16.7% in the previous year.

BV178 Ease of use of footpaths - Performance in relation to the ease of use of the county's footpaths highlighted an issue in relation to signposting and obstructions caused by ploughing and cropping. Again, funds were diverted to install additional signposts, with over 5000 being installed since 2000. A key priority within the Rights of Way Improvement Plan was to divert resources to those paths in need of repair or considered difficult to use. Ongoing investment in the signposting of Public Rights of Way has resulted in more footpaths being assessed as easy to use; 70.6% compared to 67.7% in 2005/06.

Casualty Indicators - the number of casualties for the various modes of travel have been used to help formulate the priorities for the new Derbyshire Road Safety Partnership. Motorcycle casualties are a prime example of this, with the various campaigns and events being co-ordinated by the Road Safety Partnership.

School travel plans - issues regarding the production of school travel plans and the planning process for building new schools for the future were identified as part of the Performance Clinic and resolved following discussions with the key parties.

Street lighting - Following a shortfall in performance relating to the time taken to repair a streetlight, a review of the street lighting section was undertaken. This included all staff in the service and resulted in the development of a 22 point Action Plan in December 2006. As a result of implementing the recommendations of the plan there has been an improvement in the time taken to repair a street light from 7.3 days in 2006 to just 5.16 days in 2008. The improvement has resulted in the service being nominated for the APSE (Association for Public Service Excellence) best performing local authority in December 2007.

Improvement and scrutiny reviews

There is an ongoing programme of improvement and scrutiny reviews of relevance to transport, forming part of the authority's Service Improvement Programme. This is additional back-up to ensuring that the various elements of Traffic Management Act duties are being effectively addressed and monitored:

Examples of previous reviews:

- Home to school transport
- Road safety
- Motorised vehicles in the countryside
- County transport.

Since LTP2 or current:

- Review of section 106 planning agreements
- Review of street scene (South Derbyshire)
- Blocked gullies
- Rural bus services/community transport (linked reviews)
- Motorcycle accidents
- Review of blue badge parking scheme
- Rights of Way Implementation Plan.

A scrutiny review on the impact of, and preparedness for, climate change on the Derbyshire highway network will be undertaken in the light of the 3 Counties Alliance project on the effect of climate change on highway network policies and standards (see also asset management and climate change on page Annex 1-7), and the proposed Floods and Water Bill.

This process ensures that resources are available internally to carry out in-depth studies of highlighted issues relating to transport, with associated action plans for improvement.

8.3 Looking Forward 2008-2011: the 2008 Highways Review

A major review of highways and transport services was carried out during 2008 in order to meet the changing demands of customers, partners and Central Government. In parallel, the LTP self-assessment process (see Annex 4) helped to confirm and re-inforce some of the changes which have been made. A new structure has been developed in order to be more flexible and responsive, making more efficient use of staff and resources (see Table 8.5 below).

Table 8.5 Key Capabilities of the Highways Review

Section	Key Functions	Changes from Present
Highways Area Management	<ul style="list-style-type: none"> • Budget-holders for area-based activities • Decision-making focus for main highway assets and infrastructure • Commissioning design and construction services as appropriate • Focus on customer liaison 	<ul style="list-style-type: none"> • Switch to two areas from three • Design and highway care capabilities centralised in Consultancy and Contracting • Focus on high level outcomes and targets • More opportunity for proactive role
Consultancy and Contracting	<ul style="list-style-type: none"> • All in-house design and construction capability • Procure external services to supplement in-house resources • Coordination of planned and emergency works • Vehicle procurement and fleet management 	<ul style="list-style-type: none"> • Incorporating area team design and highway care teams • Establishment of Control Centre to improve responsiveness of emergency service and other highways management
Integrated Transport	<ul style="list-style-type: none"> • Strategic transportation and road safety advice • Public transport operations • Focus on data-led decision-making 	<ul style="list-style-type: none"> • Establish accessibility and sustainability responsibilities • Enhanced road safety strategy
Technical Policy and Highways Information	<ul style="list-style-type: none"> • Asset management • Technical policy advice • Coordination of street works and other traffic management duties 	<ul style="list-style-type: none"> • Development of Confirm and back office systems • New Traffic Management Act policies and support

Design and construction services will be commissioned through a single section that can procure in-house and external resources as appropriate, and there will be a focus on strategy, data-led programmes of work and on managing the transport assets. A Control Centre will improve co-ordination of planned and emergency works. This will be achieved by effective use of capital and revenue budgets that will result in improved services while still achieving efficiency targets.

Key issues taken into account during the review have been partnerships, performance, planning (land use and cross-boundary), asset management, legislation, procurement, public perceptions and technology. The review has provided for additional future capability in delivering accessibility and sustainability. Data collection and analysis will better inform transport decisions, whilst a focus on Local Development Frameworks will influence local planning proposals and land use developments to reduce dependence on the car. A revised road safety strategy team will provide a county-wide accident analysis service, developing and co-ordinating a robust strategy that links all aspects of road safety work with area teams and the Derbyshire Road Safety Partnership. The new function of civil parking enforcement will be introduced and managed; there will also be a Traffic Network Management Duty Plan developed by the end of 2008.

The review is therefore designed to enable responsiveness to the future demands of cross-boundary planning, data and customer-centred delivery, efficient use of resources and performance. This, combined with the arrangements through the 3 Counties Alliance, will ensure an appropriate good-value mixture of staffing skills through consultancy and in-house resources. The implementation of the Highways Review will improve service delivery for all network users - hence meeting the objectives of the Traffic Management Act 2004.