

Y Pwyllgor Cyfrifon Cyhoeddus

Lleoliad:

Ystafell Bwyllgora 3 – Senedd

Dyddiad:

Dydd Mawrth, 24 Mawrth 2015

Amser:

08.30

Cynulliad
Cenedlaethol
Cymru

National
Assembly for
Wales



I gael rhagor o wybodaeth, cysylltwch â:

Michael Kay

Clerc y Pwyllgor

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SeneddArchwilio@Cynulliad.Cymru

Agenda – Dogfennau Ategol

Ymateb i'r Ymchwiliad Pecyn 2 – Werth am arian Buddsoddi mewn
Traffyrdd a Chefnffyrdd

Noder bod y dogfennau a ganlyn yn ychwanegol i'r dogfennau a gyhoeddwyd yn y
prif becyn Agenda ac Adroddiadau ar gyfer y cyfarfod hwn

**6 Ymchwiliad i werth am arian Buddsoddi mewn Traffyrdd a
Chefnffyrdd: Trafod y dystiolaeth (10:45–11:00) (Tudalennau 1 – 67)**

Y Pwyllgor Cyfrifon Cyhoeddus

Buddsoddi mewn Traffyrdd a
Chefnffyrdd: Gwerth am Arian

**Ymatebion i'r Ymgynghoriad – Part 2
Marwth 2015**

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Public Accounts Committee

Value for Money of Motorway and Trunk Road
Investment

**Consultation Responses – Rhan 2
March 2015**

Cynnws | Contents

*Ar gael yn Gymraeg | *Available in Welsh

Rhif Number	Sefylliad	Organisation
MTRI 07a	Asiant Cefnffyrdd De Cymru, Gwybodaeth Ychwanegol	South Wales Trunk Road Agent Additional Information
MTRI 12	Cymdeithas Llywodraeth Leol Cymru	Welsh Local Government Association
MTRI 13	Costain	Costain
MTRI 14	Archwilydd Cyffredinol Cymru	Auditor General for Wales
MTRI 15	Cyngor Bwrdeistref Sirol	Conwy County Borough Council
MTRI 16	Cymdeithas Syrfewyr Sirol Cymru	County Surveyors Society Cymru
MTRI 17	Ysgol Beirianeg Prifysgol Caerdydd	Cardiff University School of Engineering
MTRI 18	Sefydliad Siartredig Priffyrdd a Chludiant (Cangen De Cymru)	Chartered Institution of Highways and Transportation (South Wales Branch)
MTRI 19	Gwasanaeth Tân ac Achub De Cymru	South Wales Fire and Rescue Service
MTRI 20	Gwasanaeth Tân ac Achub Canolbarth a Gorllewin Cymru	Mid and West Wales Fire and Rescue Service
MTRI 21	Uned Cysylltu'r Heddlu ar ran pedwar Heddlu Cymru	Police Liaison Unit on behalf of all four welsh police forces
MTRI 22	Gwasanaeth Tân ac Achub Gogledd Cymru	North Wales Fire and Rescue Service

South Wales Trunk Road Agent

Managing and Improving
Motorways and Trunk Roads
through South Wales



Asiant Cefnffyrdd De Cymru

Rheoli a Gwella'r Traffyrdd
a'r Cefnffyrdd yn Ne
Cymru

National Assembly for Wales Public Account Committee Inquiry into Value for Money of Motorway and Trunk Road Investment

South Wales Trunk Road Agent
Supplementary Questions - Written Response

18th March 2015



National Assembly for Wales Public Accounts Committee: Inquiry into Value for Money of Motorway and Trunk Road Investment

South Wales Trunk Road Agent- Supplementary Questions: Written Response 18th March 2015

1. Introduction

- 1.1 Neath Port Talbot County Borough Council are appointed as Agents to the Welsh Government (WG) to act on their behalf in managing, improving and maintaining the strategic road network in South Wales on a day to day basis.
- 1.2 Neath Port Talbot operate under delegated authority from WG under the Highways Act 1980 and the required scope and service levels are as defined in the Welsh Government Management Agent Agreement (WGMA).
- 1.3 The role of Agent includes the following:-
 - Provision of technical advice
 - Operational management of the network including incident management and adverse weather planning
 - Inspection of all highway assets to determine asset condition and the identification of defects
 - Delivery of routine, cyclical and reactive maintenance
 - Design and deliver planned major maintenance renewal, upgrade and improvement works

2. The staffing levels at the South Wales Trunk Road Agent including local authority staff involved in delivery and any local authority staff seconded for the years 2011 – 2015.

- 2.1 The SWTRA staff structure currently stands at 124 to manage the day to day operations of 178kms of Motorway and 436kms of Trunk Road and its associated budget of approximately £50million to deliver a programme of maintenance and improvements.
- 2.2 The South Wales Trunk Road Agent operating model agreed with WG in 2005 has been of an enabling organisation but with all delegated function delivered directly by the management unit in order to deliver improved control and consistency. In terms of the Technical Administration function, it is only specialist asset inspections including drainage and structures, which are brought in from the supply chain and are not delivered directly by the Agent.
- 2.3 SWTRA as an organisation is managed in four divisions; Network Management, Delivery, Asset Management and Business Management. The Staff Structure numbers by division for 2010/11 to 2014/15 are presented in table 1:

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Table 1: SWTRA Staff Structure Numbers

Year	2010/11	2011/12	2012/13	2013/14	2014/15
Network Management	29	51	49	50	50
Delivery	30	30	31	29	29
Asset Management	26	26	27	27	27
Business Management	18	17	16	18	18
Total Post Numbers	103	124	123	124	124

- 2.4 The most significant change in the number of staff posts within the Agency structure relates to the transfer of the control room operations function from the Traffic Wales Contract in 2012 to enable the implementation and development of an integrated Incident response service incorporating the traffic officer service, traffic management, adverse weather and incident response service.
- 2.5 The primary roles and responsibility of the four SWTRA divisions are contained below:
- 2.6 Asset Management. This division is responsible for inspecting, assessing and providing recommendations for maintaining the condition of Welsh Government' Motorway and trunk road assets. These assets include the highway, bridges and structures (including tunnels), street lighting, traffic signals and the soft estate.
- 2.7 Delivery. The Delivery division is responsible for the development and implementation of programmes of both maintenance and asset improvement schemes. The maintenance schemes can range from the delivery of routine and cyclical maintenance to larger asset renewal and improvement schemes. The delivery of projects requires the procurement, commissioning and management of services through the supply chain of public and private sector partners.

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- 2.8 Business Management. This division undertakes and delivers the business functions which are key in maintaining operations and supports all aspects of service delivery. The business management is responsible for the business related functions of: Financial Management, Business Planning, Performance Management, 3rd Party Claims administration, Health and Safety, Customer Services, ICT Management and Quality Management.
- 2.9 Network Management. The Network Management division is responsible for the operational management and resilience of the network. The division is based at the South Wales Traffic Management Centre, Cardiff and is responsible for the functions of: Network Contingency Planning, Incident Response, Adverse Weather Service, Road space and Traffic Management, Abnormal Load Routing, Tunnel Management, Major Event Planning and the Traffic Officer Service.

3. Provide information on traffic management arrangements

- 3.1 In the operation and maintenance of highway networks, it is necessary from time to time to put in place temporary traffic management measures to facilitate safe road works, temporary or incident management whilst keeping the traffic flowing as freely as possible. With high traffic flows and speeds on many roads, it is particularly important to plan all works activities and temporary road closures to optimise safety, road space and work efficiently, whilst minimising road user congestion, delay and inconvenience. All reasonable steps should be taken to ensure that the effects of the works are reduced to a minimum whilst ensuring the safety of both the travelling public and the workforce (extract from Chapter 8 of the Traffic Signs Manual).
- 3.2 In order to minimise congestion without compromising safety the Trunk Road Agents in conjunction with Welsh Government have developed a guidance document for planning and coordination purposes outlining restrictions in relation to times that traffic management can be installed on the motorway and trunk road network. The restrictions are based on hourly traffic flows and refer to closures on the main carriageway. In South Wales especially on the M4 corridor between Newport and Cardiff (average traffic flows of 80,000 vehicles per day of which approximately 10,000 are HGVs), traffic flows dictate that a significant volume of work is undertaken at night where flows are lower. In areas where daytime working is permissible work is generally undertaken during off peak with the extent of traffic management and peak time working minimised as far as practicable.
- 3.3 Additional care in the approval of road works is taken during periods of increased flows such as school holiday periods especially on holiday routes and total road works embargoes are applied on public holiday weekends
- 3.4 Applications to undertake road works on the network are closely monitored on a weekly basis by the Agents Route Stewards with each application assessed, with durations and works content agreed in advance. Details of the planned works are then coordinated and communicated to all stakeholders on a Friday to advise of the week ahead (Sunday to Sunday). Details of major or high impact road works are also publicised on the Traffic Wales Website. Work is currently on-going in the development of the Traffic Wales website in order to improve the display of advance works planning information, road closures and events on the motorway and trunk road network.

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3.5 In terms of longer term planning and coordination of works with local authorities, the trunk road agents on behalf of Welsh Government have a statutory duty to attend quarterly coordination meetings with all local authorities and utility companies to plan and coordinate work in order that network conflicts do not occur in relation to the use of diversion routes etc. As part of the coordination and consultation process, stakeholders are advised of these proposals and their feedback welcomed. Occasionally, emergencies do arise and works have to be undertaken to ensure public safety but in these circumstances everything possible is undertaken to mitigate any adverse effects.

4. Provide details of how accidents and major incidents on the trunk road and motorway network are managed.

4.1 The Network Management Team at the Traffic Management Centre has been implemented to ensure that processes and systems are in place to deliver a prompt and effective response to incidents so that the effect can be minimised and any congestion resulting from the event impacting on the travelling public reduced.

4.2 The incidents which the team are required to be capable of responding to are detailed in Welsh Government' Trunk Road Maintenance Manual (TRMM) and include adverse weather events, road traffic collisions, obstructions, damage or sudden deterioration of the highway assets (which are classified as Category 1 defects and represent an immediate or imminent hazard to the road user).

4.3 The incident response times vary across the network from a 1 - 1.5 hour response during the day to a 2 hour during the night. The resources levels established ensure that the current the Performance indicator for Incident response in accordance with the stipulated target for the route is at 99%. The main emergency response resources available for use by SWTRA are:

- South Wales Control Room Operators. (24hr shift basis /365 days a year)
- Wales Traffic Officer Service- daytime hours only, M4 junction 22-35, A48M, A4232 (Culverhouse Cross to Jct 33) and A470 (Jct 32 to Abercynon)

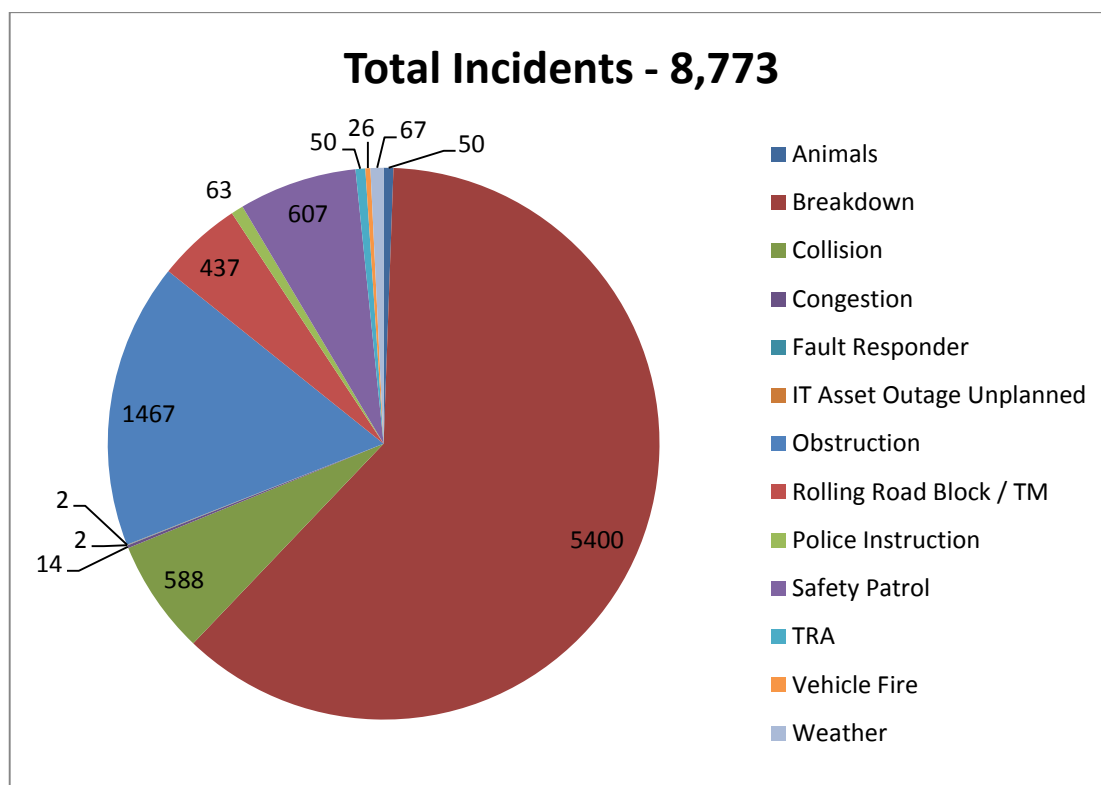
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- Emergency response teams (24hrs a day) provided by the Regional Maintenance Partnerships. These teams undertake the initial response to remove debris and make the site safe.
 - Dedicated Route Steward to coordinate response and facilitate repair where required.
- 4.4 South Wales Traffic Management Centre. The role of the control room is to monitor network activity via CCTV cameras in order to ensure that free flow of the network is maintained and provides a single point of contact for Police in the management of incidents on the network.
- 4.5 The South Wales Traffic Management Centre deal with excess of 24,000 calls each year in relation to incidents on the network ranging from vehicle breakdowns to road traffic collisions. In the event of an incident the operators set appropriate signs to advise the road user of the risk and to set advisory speed limits or implement diversion routes. The operators also dispatch the traffic officers (where operational) to incidents as well as the Emergency response teams to clear up and repair damage, monitoring their response and maintaining detailed incident logs for record purposes.
- 4.6 The Traffic Officer Service was introduced in South Wales in February 2010 originally patrolling the M4 and A470. The service was officially extended in September 2013 to include the A4232 and the A48M. The Traffic Officer Service in South Wales consists of 24 on road Traffic Officers and 3 Incident Managers. The Purpose of the Traffic Officer Service is to undertake general and road traffic management task thus enabling the Police to focus on tackling crime. The role of the traffic officer is to deal with routine incidents including non-injury road traffic collisions and to assist the emergency services through implementing emergency traffic management at more serious incidents.
- 4.7 The introduction of such a service assists to minimise disruption to road user by providing a safe and timely response to incidents in order to manage traffic, assess on site requirements in terms of debris clearance and infrastructure damage/repairs, liaise with emergency services where necessary and relieve congestion as soon as possible. In 2013/14 Traffic Officers attended a total of 8773 incidents and the below table provides an illustration of the incident types and activities undertaken by the service.

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4.8 Network Resilience and Contingency Planning

4.8.1 The resilience of a road network is based on a number of factors including the capacity of the route, the availability of a suitable alternative routes and clear lines of communication across incident responders to ensure that there is a coordinated approach which minimises the time taken to restore the network to its normal operating state.

4.8.2 SWTRA have developed a Network Contingency Plan which documents the structured approach that major and critical incidents are to be managed on the network. It provides a clear escalation and management strategy to an incident in the style of that of a Category 2 Responder under the Civil Contingencies Act 2004 detailing the roles and responsibilities at Operational (Bronze) to Tactical (Silver) and Strategic (Gold) levels. This document is a key reference point for the provision of a SWTRA 24hr response to incidents through daytime tactical managers based at the South Wales Traffic Management Centre and on call Duty Managers out of hours.

4.8.3 SWTRA liaise closely with Welsh Government, Emergency Services, Local Authorities, Supply chain partners and other key stakeholders in the development of these plans which are also

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used to reference agreed strategic and tactical and diversion routes with supporting signs to divert traffic in the event of a closure on the Motorway. SWTRA are currently in the process of developing and agreeing appropriate diversion routes for the trunk road network.

- 4.8.4 The multi-agency response is recognised through SWTRA' engagement with three Local Resilience Forums in the South Wales Area which are used to review operating plans, share best practice and test communication protocols and procedures through regular Emergency exercises.
- 4.8.5 The close working with the key stakeholders listed is also extended to the planning for major events where SWTRA were active partners in the successful planning and coordination of traffic management for the Ryder Cup in 2010, Olympic Torch Relay 2012, and the NATO Wales Summit in 2014. Through this multi-agency planning for such events disruption to the road user was kept to a minimum by way of ensuring that measures were in place to both inform and assist those using the network who may be attending events or commuting.
- 4.8.6 During these events the South Wales Traffic Management Centre has been used as an important communication hub for providing notifications to Welsh Government, key stakeholders and the travelling public.
- 4.8.7 The SWTRA provide details of incidents or congestion to the WG Traffic Wales Information service which is provided by the Welsh Transport Technology Consultant (WTTC) on behalf of Welsh Government, which enables traffic alerts to be issued to the public. Traffic bulletin details are also provided by the INRIX service from the SWTMC

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5. Provide statistics on the volume of roadworks and number of accidents and associated downtime on the network.

5.1 Accidents (Road Traffic Collisions) and the associated downtime (disruption to the network). The below statistics indicate the number of road traffic collisions which have been recorded and collated for all South Wales trunk roads in accordance with Welsh Government' reporting requirements for the financial year 2013/14. The numbers of Road Traffic Collisions are grouped to illustrate the associated disruption which occurs as a result. These figures indicate that the largest proportion of collisions are attended / managed without disruption being caused to the travelling public. Table 2 indicates the numbers of Fatal and Serious Injury Road Traffic Collisions which result in disruption in excess of 4 hours in order to facilitate scene recovery and accident investigation.

Table: 1

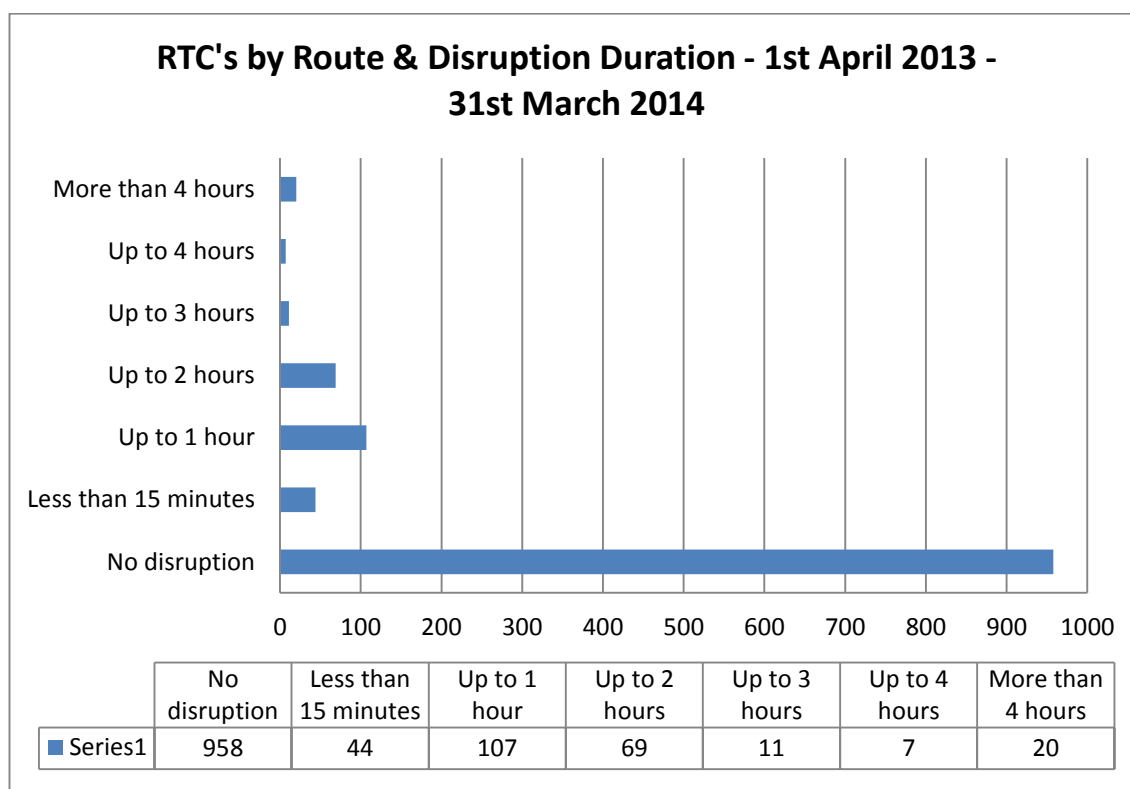


Table 2

Financial Year	Fatal Road Traffic Collisions	No. of Incidents >4hrs	Average (hrs)	Serious Injury, Road Traffic Collisions	No. of Incidents >4hrs	Average (hrs)
2011/12	14	10	7.1	23	7	4.3
2012/13	18	17	6.1	36	14	5
2013/14	14	14	6.6	23	6	4.3

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5.2 Volume of road works

Please note that within the timescales available for this information request and in order to provide detailed information for the most critical route in the SWTRA area, statistics are restricted to the M4 Motorway between the Second Severn Crossing and J49 Pont Abraham for the financial year 2013/14.

5.3 Traffic Management (TM) implemented between the 1st April 2013 and 31st March 2014 on the M4 SSC to J49 was required for the following planned and reactive works and projects in accordance with Welsh Government requirements:

- Cyclic Maintenance
- Planned Maintenance
- Category 1 Defects
- Surveys and Inspections
- Tunnel Closures
- Major Maintenance Schemes
- Statutory Undertakers

For clarity:

- Daytime period is considered to be between 09.30- 15.30
- Peak Time are considered as 06.00 to 09.30 and 15.30 to 20.00 including weekends
- Overnight period is considered to be between 20.00 and 06.00

5.4 A summary of the volume of road works / traffic management associated with the above operations and contracts can be quantified as follows:

- Total number of overnight (20.00 -06.00) work sites = 2082 over 275 nights,
- Total number of daytime (off peak 09.30-15.30) work sites= 1551 sites over 200 days (meaning 165 days where no TM was implented during this period)
- Number of days with no TM in place at all within 24 hour period = 31days

6. **Compensation claims from Road Users resulting from the condition of the network.**

6.1 Information relating to the settlement of claims is held by Welsh Government and is subject to a separate response.

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The effectiveness of Welsh Government planning and costing of schemes;

- **The approach to project delivery and evaluation of projects; and**
- **How the Welsh Government could improve its approach to planning and delivery of schemes.**

We are not in a position to comment on the effectiveness of WG planning and costing. Following the recent decision to remove the planning functions from the Trunk Road Agents and to house within Welsh Government, we would expect processes to be put in place to ensure that there are regular discussions between Welsh Government and local government for joint consideration and planning on issues such as network planning, maintenance and community/user concerns.

The extent to which the current approach to routine maintenance and improvement of the network via Trunk Road Agents has delivered value for money;

The operation of the Trunk Road Agents has been subject to a number of audits and reviews and the findings have found the performance and operation effective.

The location of the TRA within local authorities brings many benefits and financial efficiencies for Welsh Government and Local Authorities. Local authorities can muster significant resources to deal with exceptional events. Current arrangements also ensure that a significant proportion of the works are undertaken using local resources and contractors, this makes a positive contribution to the local economy in terms of jobs and spend in the local area. There has been good co-operation between Welsh Government, Trunk Road Agencies and local authorities on issues of winter service. However, it is important that gritting routes are planned to maximise efficiency of journeys, minimising 'dead miles'.

How the maintenance and improvement functions delivered by the Trunk Road Agents can be improved, in the context of the on-going Welsh Government review of these agents.

The maintenance and improvement of Motorway and trunk road network should not be planned in isolation from the county roads. Indeed, all parts of the network should be planned and maintained with a high degree of co-operation. For the user, travelling along routes that involve differently managed parts of the network, it does not make sense to have a high standard of maintenance on motorways and trunk roads if the county roads network is below standard or vice versa. Future ongoing funding of the highway network for which local authorities have responsibility is of concern and local authorities have requested the continuation of the Local

Government Borrowing Initiative to enable continued investment in the highway asset, however, this is not being taken forward by WG at the current time.

There may be future opportunities to consider how services are procured to enable more local or regional suppliers to bid for work as this could support local businesses and may produce a cost saving by procuring work locally.

1. Whether the Welsh Government’s approach to delivery of major trunk road projects provides value for money including:

I consider that the approach adopted by the Welsh Government for the procurement and delivery of major trunk road schemes does provide value for money through;

- Early contractor involvement (ECI) provides buildability and the opportunity to manage risks, deliver innovative solutions and provide local economic benefit.
- The lower risk profile of ECI procurement attracts a lower premium when pricing the schemes.
- The procurement route encourages the “right behaviours” from contractors when tendering.

2. How the Welsh Government could improve its approach to planning and delivery of schemes.

- The lack of transparency and certainty in the pipeline has a detrimental impact on business planning and gaining financial commitment to invest in major schemes in Wales
- At present schemes are individually procured and delivered. There is no synergy between projects, there is no sharing of best practice or resources between contractors. In England the sharing of innovation / best practice between contractors is far more advanced.

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Mr Darren Millar AC
Cadeirydd y Pwyllgor Cyfrifon Cyhoeddus
Cynulliad Cenedlaethol Cymru
Bae Caerdydd
Caerdydd CF99 1NA

Dyddiad: 26 Chwefror 2015
Ein cyf: HVT/2268/fgb
Tudalen: 1 o 4

Annwyl Darren

Buddsoddi Mewn Priffyrdd a Chefnffyrdd

Mae tîm clericio'r Pwyllgor Cyfrifon Cyhoeddus wedi fy ngwahodd i roi sylwadau ar y deunydd a gyflwynwyd gan Lywodraeth Cymru ar 13 Chwefror 2015 mewn perthynas ag ymchwiliad y Pwyllgor i werth am arian buddsoddi mewn priffyrdd a chefnffyrdd. Mae staff Swyddfa Archwilio Cymru wedi adolygu'r wybodaeth a roddwyd gan Lywodraeth Cymru, er nad ydynt wedi cael cyfle i'w thrafod yn fanwl â swyddogion Llywodraeth Cymru.

Mae'r wybodaeth a roddwyd gan Lywodraeth Cymru yn cynnwys ymateb i'r argymhellion yn fy adroddiad, *Prosiectau Trafnidiaeth Mawr*, a gyhoeddwyd ym mis Ionawr 2011. Rwyf wedi atodi i'r llythyr hwn rai sylwadau ar ymateb Llywodraeth Cymru i'm hargymhellion sy'n nodi nifer o feysydd lle y gallai'r Pwyllgor ofyn am wybodaeth fanylach ac eglurhad yn ystod ei ymchwiliad.

Nododd fy adroddiad fod prosiectau ffyrdd a rheilffyrdd mawr a gwblhawyd yn ystod y cyfnod rhwng 2004 a 2010 wedi costio llawer mwy ac wedi cymryd mwy o amser i'w cwblhau na'r disgwyl. Fodd bynnag, cydnabu fy adroddiad fod Llywodraeth Cymru, dros amser, wedi cymryd camau i atgyfnerthu'r trefniadau rheoli ar gyfer y cynlluniau o dan ei rheolaeth uniongyrchol ac i arfer mwy o reolaeth dros brosiectau a reolir gan awdurdodau lleol yr oedd yn eu hariannu drwy'r Grant Trafnidiaeth (sydd wedi dod i ben ers hynny). Nododd fy adroddiad y gall y prosiectau trafndiaeth mawr hyn fod yn weithredol am dros 20 mlynedd o'r syniad cychwynol hyd at eu cwblhau.

Mae Llywodraeth Cymru wedi darparu dadansoddiad o gostau amcangyfrifedig a chostau alldro ar gyfer prosiectau cefnffyrdd a gwblhawyd ers dechrau 2011, yn ogystal â ffigur cost alldro wedi'i ddiweddarau ar gyfer y gwaith o ledu'r M4. Mae'r ffigurau hyn, sy'n canolbwyntio'n benodol ar y cynnydd mewn costau o gyfnod allweddol chwech (dyfarnu contract adeiladu) i'r alldro terfynol, yn awgrymu y bu rhywfaint o welliant o ran perfformiad. Yn fy adroddiad, a gyhoeddwyd yn 2011, nodwyd y bu cynnydd o 15 y cant mewn costau rhwng y cyfnodau hyn ar gyfer naw prosiect cefnffordd a gwblhawyd yn flaenorol. Roedd y dadansoddiad a wnaed ar yr adeg honno yn tybio y byddai'r gwaith o ledu'r M4 yn cael ei gyflawni am yr un gost ag yr amcangyfrifwyd ar gam allweddol chwech, yn hytrach na'r gost is a nodir nawr gan Lywodraeth Cymru. Fodd bynnag, hyd

yn oed pe bai'r ffigur diwygiedig wedi'i ddefnyddio, byddwn wedi nodi cynnydd o 14 y cant yng nghyfanswm y costau rhwng y cyfnodau hyn ar gyfer y naw prosiect a archwiliwyd.

Yn fy adroddiad, nodwyd bod trefniadau caffael Llywodraeth Cymru mewn perthynas â phrosiectau cefnffyrdd wedi esblygu yn unol ag arfer cyffredin, gan symud tuag at Gynnwys Contractwr ar Gam Cynnar fel y dewis ddull gweithredu ar gyfer contractau gwerth mwy na £18 miliwn. Dull partneriaeth o gontractio yw Cynnwys Contractwr ar Gam Cynnar, lle y caiff y contractwr adeiladu ei gyflogi cyn y cam dylunio manwl a chyn i brosesau statudol gael eu cwblhau, er mwyn helpu i gynllunio'r prosiect ac amcangyfrif ei gost. Mae'r papurau a roddwyd gan Lywodraeth Cymru yn cadarnhau bod y mwyafrif o brosiectau cefnffyrdd mawr wedi mabwysiadu'r math hwn o gontract. Gallai'r Pwyllgor ystyried ymhellach, ar y cyd â Llywodraeth Cymru, y graddau y cafodd y dull Cynnwys Contractwr ar Gam Cynnar ei ddefnyddio ar gyfer yr amrywiaeth o gynlluniau y rhoddwyd crynodeb ohonynt yn y ffigurau a ddarparwyd gan Lywodraeth Cymru. O ran canrannau, ymddengys fod costau rhai o'r cynlluniau sy'n werth llai wedi cynyddu llawer mwy ar ôl cyfnod allweddol chwech.

Nid wyf mewn sefyllfa i roi sylwadau ar y dystiolaeth a ddarparwyd gan Lywodraeth Cymru mewn perthynas â'r gwaith o gynnal a chadw cefnffyrdd. Roedd y materion hyn y tu hwnt i gylch gorchwyl yr adroddiad a gyhoeddwyd gennyf ym mis Ionawr 2011 ac nid yw staff Swyddfa Archwilio Cymru wedi cynnal archwiliad o'r maes hwn ers hynny. Fodd bynnag, deallaf y gall tîm clericio'r Pwyllgor Cyfrifon Cyhoeddus fod wedi gofyn am ragor o wybodaeth gan Lywodraeth Cymru am ei hadolygiadau blaenorol o asiantaethau cefnffyrdd.

Gallai'r Pwyllgor hefyd gael budd o waith dadansoddi ychwanegol o wariant cyfalaf a referniw Llywodraeth Cymru, a'r gwariant cysylltiedig gan yr asiantaethau cefnffyrdd, gan gynnwys ffigurau ar gyfer 2013-14 a chynlluniau gwariant ar gyfer y dyfodol. Ar wahân i rai cyfeiriadau at y camau sy'n weddill o'r gwaith i wella'r A465, nid yw'r deunydd a ddarparwyd gan Lywodraeth Cymru yn rhoi sylwadau ar brosiectau mawr sy'n mynd rhagddynt. Er enghraifft, yn ogystal â'r enghraifft amlwg, sef y broses o ddatblygu cynlluniau ar gyfer ffordd liniaru'r M4, rwy'n ymwybodol o gynlluniau ar gyfer Ffordd Osgoi'r A487 rhwng Caernarfon a Bontnewydd. Mae'r cynllun hwnnw bellach wedi mynd y tu hwnt i'r cam dewis llwybr (cam allweddol tri). Yng nghanol 2014, roedd Llywodraeth Cymru yn amcangyfrif y byddai'r gost alldro ar gyfer y cynllun hwnnw yn £145 miliwn. Mae dau gynllun cefnffordd hefyd a ymddangosodd mewn rhestr o brosiectau a oedd yn cael eu paratoi pan ysgrifennais fy adroddiad yn 2011, nad ydynt, yn ôl yr hyn a ddeallaf, wedi'u datblygu ers hynny (A40 San Clêr i Hwlfordd [b] Llanddewi Felffre - Penblewin; a'r A483 Ffordd Osgoi Ddwyreiniol Llandeilo). Felly, byddai rhyw arwydd o'r blaenoriaethau byrdymor ar gyfer gwariant yng nghyd-destun y gyllideb a gyhoeddwyd gan Lywodraeth Cymru yn ddefnyddiol a gallai'r Pwyllgor ystyried ymhellach, ar y cyd â Llywodraeth Cymru, sut mae'n blaenoriaethu ei gwariant.

Byddwn yn nodi bod deunydd Llywodraeth Cymru yn datgan y cafodd y cofnodion ariannol sy'n ymwneud â'r data y mae Llywodraeth Cymru wedi'u darparu ar gyfer 2011-12 a 2012-13, ar gyfer gwariant cyfalaf a gwariant refeniw, eu harchwilio gan Swyddfa Archwilio Cymru ar ran Llywodraeth Cymru. Mae hwn yn ddatganiad camarweiniol. Er i ddatganiadau ariannol cyffredinol Llywodraeth Cymru gael eu harchwilio gan staff Swyddfa Archwilio Cymru ar fy rhan, er mwyn ategu fy nhystysgrif archwilio statudol, nid yw'r ffigurau penodol a ddyfynnwyd gan Lywodraeth Cymru yn amlwg yn y datganiadau ariannol, ac nid yw fy nhîm archwilio ariannol wedi adolygu manylion gwariant refeniw a gwariant cyfalaf Llywodraeth Cymru ar briffyrdd a chefnffyrdd.

O ran materion eraill, mae Llywodraeth Cymru wedi rhoi rhywfaint o wybodaeth am gontract Menter Cyllid Preifat yr A55 ac wedi nodi i'r Swyddfa Archwilio Genedlaethol gynnal ymchwiliad ar ôl i'r ffordd gael ei hadeiladu, gan gyflwyno adroddiad arno ym mis Chwefror 2005. Nid oedd y gwaith a wnaed gan Swyddfa Archwilio Genedlaethol Cymru bryd hynny, ar ran Archwilydd Cyffredinol Cymru ar y pryd (Syr John Bourn), yn gyfystyr ag archwiliad gwerth am arian llawn. Cafodd y gwaith hwn ei wneud mewn ymateb i bryderon a godwyd mewn gohebiaeth gan y cyn-Aelod Cynulliad Jenny Randerson, a'i throsglwyddo i'r Archwilydd Cyffredinol drwy Bwyllgor Archwilio'r Cynulliad Cenedlaethol ar y pryd. Yn seiliedig ar y dystiolaeth a adolygwyd ar yr adeg honno, daeth yr Archwilydd Cyffredinol i'r casgliad canlynol yn ei ymateb:

- Roedd manteision ac anfanteision ynghlwm wrth fabwysiadu Menter Cyllid Preifat.
- Roedd strwythur y contract yn rhesymol ac yn adlewyrchu arfer gorau'r diwydiant ar yr adeg gaffael.
- Roedd y dull talu yn cynnwys rhai mesurau diogelwch i gyfyngu ar amlygiad Llywodraeth Cymru i amrywiadau mewn cost, er nad oedd addasiad 'perfformiad ym maes diogelwch' - un o fân elfennau'r contract - yn cynnig gwerth da am arian gan ei fod yn cymharu diogelwch ar yr A55 â phriffyrdd prysurach mewn manau eraill yng Nghymru.
- Yn ystod ei dair blynedd gyntaf, roedd costau'r contract wedi bod ychydig yn is na'r disgwyl. Yn ogystal, roedd Gwerth Presennol Net y contract yn sylweddol is na'r Cymharydd Sector Cyhoeddus, a awgrymodd fod ganddo'r potensial i gynnig gwerth da am arian pan gâi'r contract ei osod, ond roedd y sefyllfa wirioneddol yn dibynnu ar y graddau y câi risg ei throsglwyddo i'r partner sector preifat. Yn yr achos hwn, wynebodd y contractwr broblemau adeiladu sylweddol, a arweiniodd at gostau ychwanegol. Serch hynny, cafodd y ffordd ei hagog ynghynt o lawer na'r disgwyl.
- Parhaodd UK Highways i fod yn gyfrifol am gynnal y ffordd a'r mesurau lliniaru amgylcheddol cysylltiedig mewn ardal sensitif iawn, ac roedd rhwymedigaeth

gytundebol arno i gydymffurfio'n llawn â safonau Llywodraeth Cymru ar gynnal a chadw cefnffyrdd.

- Roedd swyddogion Llywodraeth Cymru wedi awgrymu y byddai prinder cyfalaf ar gyfer cynlluniau ffyrdd mawr yn golygu y byddai'r gwaith o adeiladu'r A55 ar draws Ynys Môn yn annhebygol, o leiaf ar ffurf un prosiect, heb Fenter Cyllid Preifat.

I gloi, gwnaethoch hefyd ysgrifennu ataf yn ddiweddar ynghylch prynu tir ac eiddo ar hyd llwybrau sy'n cael eu hystyried ar gyfer Ffordd Osgoi arfaethedig yr M4. Mae fy nhîm archwilio ariannol ar gyfer Llywodraeth Cymru wedi bod yn ymchwilio i'r mater hwn ac rwy'n bwriadu anfon ymateb ar wahân i chi ar y mater hwnnw cyn y sesiwn dystiolaeth rydych wedi'i threfnu â Llywodraeth Cymru ar 24 Mawrth 2015, er bod angen i ni gadarnhau rhai manylion ffeithiol â Llywodraeth Cymru o hyd.

Yn olaf, rwy'n ymwybodol eich bod wedi derbyn gohebiaeth ynghylch materion diogelwch a gwaith cysylltiedig ar gyffordd yr A470/A494 ger Dolgellau. Codwyd yr un mater â mi, ac rwy'n ymwybodol bod pryderon cysylltiedig wedi'u codi gyda'r Pwyllgor Deisebau hefyd. Bydd staff Swyddfa Archwilio Cymru yn mynd ati i drafod y cefndir â swyddogion Llywodraeth Cymru. Fodd bynnag, yn y lle cyntaf, rwy'n aros i ystyried y graddau y mae ymchwiliad y Pwyllgor yn mynd i'r afael â'r pryderon penodol neu ehangach a godwyd yn yr ohebiaeth cyn penderfynu ar gwmpas a rhinweddau unrhyw waith craffu ac archwilio pellach.

Yn gywir



HUW VAUGHAN THOMAS
ARCHWILYDD CYFFREDINOL CYMRU

Amg: **Atodiad:** Ymateb Llywodraeth Cymru i'r argymhellion yn adroddiad yr Archwilydd Cyffredinol, **Prosiectau Trefnidiaeth Mawr**, a gyhoeddwyd ym mis Ionawr 2011

YMATEB LLYWODRAETH CYMRU I'R ARGYMHELLION YN ADRODDIAD YR ARCHWILYDD CYFFREDINOL, PROSIECTAU TRAFNIDIAETH MAWR, A GYHOEDDWDYD YM MIS IONAWR 2011

Tudalen y pecyn 22

ARGYMHELLIAD	DIWEDDARIAD LLYWODRAETH CYMRU - CHWEFROR 2015	SWYDDFA ARCHWILIO CYMRU SYLWADAU TÎM YR ASTUDIAETH
<p><u>Systemau gwybodaeth a dadansoddiad o berfformiad prosiectau</u></p> <p><i>Argymhelliad 1</i></p> <p>Argymhellwn y dylai Llywodraeth y Cynulliad sicrhau bod y system [gwybodaeth reoli] newydd yn gallu:</p> <p>a) cofnodi gwybodaeth a fydd yn olrhain perfformiad pob un o'r prosiectau trafnidiaeth mawr ar gamau cyflawni allweddol;</p> <p>b) cynnwys y wybodaeth sydd ei hangen i hwyluso meincnodi perfformiad prosiect yn erbyn prosiectau mewn rhannau eraill o'r DU;</p>	<ul style="list-style-type: none"> • Caiff y gwaith o gyflawni pob prosiect ffordd mawr ei olrhain drwy Broses Cyflawni Camau Allweddol. Mae datblygiad prosiectau yn destun adolygiad o'r Achos Busnes er mwyn sicrhau bod y polisi yn addas o hyd ac asesiad gwerth am arian, ac mae angen i'r Gweinidog ei gymeradwyo. • Caiff gwybodaeth sy'n olrhain perfformiad prosiectau ffyrdd mawr ei chofnodi ar gyfres o daenlenni, a chaiff prosiectau unigol eu cyfuno er mwyn goruchwyllo'r gwaith o gyflawni'r rhaglen ffyrdd. Mae'r gyfres hon o daenlenni yn destun adolygiad er mwyn lleihau cymhlethdod a sicrhau bod gwybodaeth reoli yn gywir. Mae System Wybodaeth Ffyrdd Integredig bellach ar waith, a byddwn yn ystyried ffyrdd o integreiddio â'r system hon. 	<p>Roedd yr argymhelliad hwn yn seiliedig ar gydnabyddiaeth gan Lywodraeth Cymru ei hun nad oedd ganddi system wybodaeth ddigonol ar waith i gefnogi'r gwaith o gasglu a dadansoddi data ar berfformiad prosiectau cefnffyrdd mawr.</p> <p>Er ei bod yn werth cadarnhau hynny gyda Llywodraeth Cymru, deallwn, o'r ymholiadau a wnaed gennym yn ystod ein hastudiaeth gyfredol ar wasanaethau rheilffyrdd, fod Llywodraeth Cymru wedi bwriadu caffael system rheoli gwybodaeth newydd a fyddai'n cael ei defnyddio ar y cyd â'i system rheoli ariannol. Fodd bynnag, golygai newid yn system rheoli ariannol Llywodraeth Cymru nad oedd hyn yn bosibl mwyach.</p> <p>Ymddengys fod y cyfeiriad yn ymateb Llywodraeth Cymru at gyfres o daenlenni yn adlewyrchu'r sefyllfa a ddisgrifir yn adroddiad yr Archwilydd Cyffredinol</p>

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c) cofnodi'r holl newidiadau yng nghostau'r prosiect ar bob cam o gylch oes y prosiect, gan gynnwys newidiadau mewn costau tir;
a

ch) hwyluso'r gwaith o ddadansoddi a rhannu'r rhesymau dros unrhyw gynnydd mewn costau ac achosion o oedi ar brosiectau unigol ar draws rhaglenni trafndiaeth Llywodraeth y Cynulliad bob blwyddyn.

- Caiff prosiectau eu meincnodi yn erbyn data ar gyfer y diwydiant cyfan pan gaiff cyllidebau eu hadolygu ar ddiwedd camau allweddol. Mae'r trefniadau caffael ar gyfer pob prosiect trafndiaeth yn destun proses dendro gystadleuol sy'n cydymffurfio â gofynion yr UE.

(paragraffau 2.20-2.21). Byddai'n werth i'r Pwyllgor ystyried ymhellach, ar y cyd â Llywodraeth Cymru, faterion sy'n ymwneud â'i systemau gwybodaeth reoli a'r posibilrwydd o'u hintegreiddio â system IRIS sydd wedi'i datblygu i gefnogi'r gwaith o gynnal a chadw'r rhwydwaith.

Cafodd y broses camau allweddol y mae Llywodraeth Cymru wedi cyfeirio ati ei hamlinellu yn adroddiad yr Archwilydd Cyffredinol. Nid ydym yn ymwybodol o unrhyw newidiadau sylweddol i'r broses ers 2011, ond efallai yr hoffai'r Pwyllgor gadarnhau hyn yn ystod ei sesiynau tystiolaeth.

**Rheoli prosiectau a
chontractau*****Argymhelliad 2***

Argymhellwn y dylai Llywodraeth y Cynulliad gymryd camau er mwyn sicrhau:

a) bod adolygiadau porth yn cael eu cynnal fel mater o drefn ar gyfer pob prosiect mawr nawr ac yn y dyfodol;

- Mae Adolygiadau Porth (Adolygiadau Sicrwydd) yn elfen orfodol o'r broses camau allweddol ac fe'u cynhelir ar gamau hanfodol o gylch oes y prosiect ar gyfer pob prosiect mawr, yn unol â phroses porth Swyddfa Masnach y Llywodraeth.
- Mae 15 o brosiectau trafndiaeth mawr wedi'u cwblhau ers 2006. Mae pump o'r cynlluniau hyn wedi'u cwblhau ers tua 18 mis neu lai. Mae gwaith Gwerthuso Prosiectau Ar Ôl Cychwyn (POPE) yn

Roedd yr argymhelliad hwn yn adlewyrchu ein canfyddiad, er i Lywodraeth Cymru gyflwyno adolygiadau Porth ar gyfer pob prosiect cefnffordd mawr a phob prosiect a ariennir gan Grant Trafndiaeth ar ddiwedd 2006, nad oedd yr adolygiadau wedi'u cynnal mewn ffordd gyson ac nad oedd y gofyniad i'w cynnal wedi'i gynnwys yng nghanllawiau a thelerau ac amodau'r Grant Trafndiaeth.

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b) bod pob prosiect trafniadaeth mawr a gwblhawyd ers diwedd 2006 yn destun adolygiad gwireddu buddiannau; a

c) bod adolygiadau gwireddu buddiannau yn dechrau o fewn 12 i 18 mis i gwblhau'r prif waith adeiladu.

mynd rhagddo ar gyfer y pum cynllun hyn neu disgwylir iddo ddechrau'n fuan.

- O'r 10 cynllun sy'n weddill, mae asesiadau gwireddu buddiannau llawn wedi'u cwblhau neu'n mynd rhagddynt fel rhan o'r adolygiad Gwerthuso Prosiectau Ar Ôl Cychwyn. Yr unig eithriad i hyn yw Rhan 1 o'r A465, lle y byddai gwaith adeiladu cyfredol ar Rannau 2 a 3 gerllaw yn effeithio ar unrhyw ganlyniadau. Felly, caiff yr adolygiad hwn ei gwblhau unwaith y caiff y ddwy ran arall eu cwblhau.
- Mae cynnwys yr adolygiadau POPE a gynhelir yn seiliedig ar ganllawiau'r Asiantaeth Priffyrdd ac mae wrthi'n cael ei gynnwys yn y Canllawiau ar Weithdrefnau'r Adran Drafniadaeth.
- Caiff gwerthusiad o'r Buddiannau Economaidd Ehangach a'r effaith ar Themâu Trawsbynciol (Cydraddoldeb ac Amrywiaeth, Trechu Tlodi a Chynhwysiant Cymdeithasol) ei gwblhau ar brosiect Rhan 3 yr A465 unwaith y bydd ar agor i draffig (12 mis a 5 mlynedd ar ôl iddo gael ei gwblhau)

Mae ymateb Llywodraeth Cymru yn rhoi rhywfaint o sicrwydd ei bod wedi mynd i'r afael â'r mater hwn. Fodd bynnag, nid yw'n gwbl glir a yw'r cyfeiriad at adolygiadau gwireddu buddiannau ar gyfer 15 o brosiectau mawr a gwblhawyd ers 2006 yn cynnwys prosiectau a ariannwyd gan y Grant Trafniadaeth.

Dylai gwaith Gwerthuso Prosiectau Ar Ôl Cychwyn nid yn unig gynnwys gwerthusiad o fuddiannau ar ddiwedd prosiect ond, os yw Llywodraeth Cymru yn gwneud defnydd llawn a chyson o'r broses Porth, dylai pob adolygiad ar bob cam allweddol o'r prosiect roi sicrwydd ynghylch p'un a yw'r prosiect ar y trywydd iawn i gyflawni'r buddiannau a nodwyd. Mae a wnelo adolygiad Porth 5 â ph'un a yw buddiannau'r prosiect wedi'u gwireddu a sut y gellir eu cynnal, eu monitro a'u perchenogi unwaith y bydd y prosiect wedi troi'n fusnes fel arfer. Byddai'n ymddangos, ar yr olwg gyntaf, fod yr adolygiad Gwerthuso Prosiect Ar Ôl Cychwyn yn cyfateb i adolygiad Porth 5.

- Rydym hefyd wedi cyflwyno 'Offeryn Mesur Budd i'r Gymuned' a luniwyd yn unol â'r canllawiau 'Sicrhau'r Gwerth Gorau am Arian Cymru - 2014'. Mae'n ofyniad i'r offeryn hwn gael ei gynnwys ym mhob un o'n cynlluniau er mwyn olrhain y cyfraniad uniongyrchol y maent yn ei wneud i'r economi leol a chenedlaethol yn ystod y broses gyflawni. Caiff y wybodaeth hon ei chofnodi bob chwarter.
- Yn ogystal, o ran cynlluniau deuoli'r A465, rydym yn gweithio gydag Ysgol Fusnes Caerdydd i gynhyrchu dangosfwrdd economaidd-gymdeithasol o wybodaeth sy'n mesur effeithiau anuniongyrchol y gwariant ar y prosiect yn ystod y broses gyflawni ar yr economi leol ac economi Cymru. Bydd y contractwyr sy'n gysylltiedig â'r cynlluniau hyn yn darparu'r wybodaeth berthnasol a bwriedir i'r gwaith hwn:
 - Hwyluso'r gwaith o nodi'r etifeddiaeth tymor hwy i economi Blaenau'r Cymoedd.

Byddai'n werth i'r Pwyllgor ystyried, ar y cyd â swyddogion Llywodraeth Cymru, y graddau y mae'r dystiolaeth sy'n deillio o'i waith gwerthuso ôl-brosiect, yn dangos bod y buddiannau a ragwelwyd o brosiectau yn cael eu gwireddu. Gallai'r Pwyllgor hefyd ystyried sut y caiff y dystiolaeth hon ei rhannu â rhanddeiliaid perthnasol, yn benodol awdurdodau lleol.

- Dangos sut mae elfennau adeiladu'r prosiectau yn arwain at fuddiannau economaidd-gymdeithasol mewn ardaloedd awdurdod lleol cyfagos, gan amlygu'n benodol yr effeithiau economaidd sy'n gysylltiedig â phrynu'n lleol, a gwario cyflog yn yr ardal.
- Mapio'r gwaith o ddatblygu sgiliau a hyfforddiant yn lleol fel rhan o'r prosiectau adeiladu ffyrdd
- Ystyried sut mae'r contractwyr rheoli yn gweithio gyda'r gymuned leol drwy'r broses adeiladu, a nodi sut mae arfer gorau yn bwydo i mewn i ganlyniadau cymdeithasol ac economaidd mwy meddal.

Argymhelliad 3

Argymhellwn y dylai Llywodraeth y Cynulliad annog y defnydd o gyfres gyffredin o ddangosyddion perfformiad allweddol ar gyfer pob prosiect trafniadaeth mawr yng Nghymru a, thrwy wneud hynny:

- a) sicrhau bod contractwyr yn glir ynghylch y ffordd y mae'r system dangosyddion perfformiad allweddol yn canmol prosiectau a gyflawnir yn gynt na'r disgwyl neu am lai o arian na'r disgwyl, ac yn sicrhau, ar yr un pryd, na chaiff ansawdd ei gyfaddawdu.
- b) ar gyfer prosiectau o dan ei rheolaeth uniongyrchol, sicrhau ansawdd sgorau'r dangosyddion perfformiad a roddir gan y rheolwr prosiect annibynnol (asiant y cyflogwr); a

- Mae cyfres gyffredin o DPAAu wedi'i chynnal drwy gyfrwng plattform allrwyd ar brosiectau ffyrdd mawr Llywodraeth Cymru ers nifer o flynyddoedd, er mwyn monitro perfformiad a dylanwadu ar drefniadau caffael. Mae'r system hon wedi'i hadolygu er mwyn lleihau cymhlethdod a gwella tryloywder.
- O ganlyniad, mae system Dangosyddion Perfformiad Allweddol (DPA) newydd, sy'n cynnwys cyfres o DPAAu safonol sy'n seiliedig ar dystiolaeth, wedi'i datblygu er mwyn monitro ac olrhain perfformiad ymgynghorwyr a chontractwyr yn ystod cynlluniau. Mae'r system hon wrthi'n cael ei threialu ar gynlluniau deuoli'r A465, a chaiff ei defnyddio ar gyfer pob un o brosiectau ffyrdd mawr Llywodraeth Cymru yn y dyfodol.
- Mae'r DPAAu wedi'u datblygu gyda mewnbwn gan gontractwyr ac ymgynghorwyr a thrwy ymchwilio i'r metrigau a ddefnyddir gan Adeiladu Arbenigrwydd yng Nghymru, yr Asiantaeth Priffyrdd, CEEQUAL, y Cynllun Adeiladwyr Ystyriol a DPAAu

Yn ôl adroddiad yr Archwilydd Cyffredinol, mae dangosyddion perfformiad allweddol Llywodraeth Cymru wedi'u cynllunio i gymell contractwyr i berfformio'n dda. Maent yn asesu perfformiad ac yna'n llywio'r broses dendro ar gyfer prosiectau yn y dyfodol. Fodd bynnag, nid oedd y modd y defnyddir y dangosyddion perfformiad allweddol hyn wedi'u datblygu'n llawn ac roedd barn gymysg ynghylch eu gwerth. Awgryma ymateb diweddaraf Llywodraeth Cymru fod y system wedi bod yn destun adolygiad pellach, a bod dull gweithredu newydd wrthi'n cael ei dreialu.

Roedd y system dangosyddion perfformiad allweddol a ddefnyddiwyd ar adeg ein hadroddiad blaenorol yn canolbwyntio ar gost ac amser, ansawdd a materion yn ymwneud â rheoli prosiect/cydberthnasau. Yn gyffredinol, byddai'r canlyniadau'n cyfrannu at 30 y cant o farc cyn cymhwyso contractwr ar gyfer ymarferion caffael yn y dyfodol.

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c) rhannu a dadansoddi gwybodaeth am berfformiad contractwyr er mwyn helpu i nodi meysydd cyffredin o danberfformiad a mynd i'r afael â hwy.

meddal eraill Llywodraeth Cymru.

- Cynhelir yr asesiad o DPAAu bob chwarter mewn cyfarfodydd rhwng Asiant y Cyflogwr a'r Contractwr.
- Caiff data DPA eu hystyried o hyd fel rhan o'r broses o ddewis cyflenwyr ar gyfer prosiectau yn y dyfodol.
- Disgwylir i'r system DPA newydd gael ei chyflwyno i Gymdeithas Contractwyr Peirianeg Sifil (CECA) Cymru a'r Gymdeithas Peirianwyr Ymgynghorol (ACE).

Yn sgil ymateb Llywodraeth Cymru, efallai yr hoffai'r Pwyllgor ystyried sut mae'r system newydd yn wahanol i'r system a oedd ar waith ar adeg adroddiad yr Archwilydd Cyffredinol. Gallai'r Pwyllgor hefyd gadarnhau sut, yn benodol, y mae Llywodraeth Cymru yn mynd i'r afael â'r argymhellion yn adroddiad yr Archwilydd Cyffredinol drwy'r system newydd, er enghraifft sut mae'n sicrhau ansawdd y broses.

Argymhelliad 4

Argymhellwn fod Llywodraeth y Cynulliad yn datblygu ac yn darparu canllawiau manwl i awdurdodau lleol sy'n nodi ei disgwyliadau ac arfer da cyffredinol wrth gynllunio a chyflawni prosiectau trafndiaeth mawr. Ymhlith y materion penodol a nodwyd gan ein harchwiliad ac y gellid mynd i'r afael â hwy mewn unrhyw ganllawiau newydd mae'r

- Heblaw am gynlluniau ffyrdd etifeddol lle y mae materion tir heb eu datrys, ni chaiff unrhyw brosiectau trafndiaeth awdurdod lleol mawr pellach eu hariannu drwy broses Grant Trafndiaeth Llywodraeth Cymru.
- O ystyried bod y rhaglen a ariennir gan y Grant Trafndiaeth wedi dod i ben, nid oes unrhyw ganllawiau newydd wedi'u cyhoeddi ar gyfer awdurdodau lleol mewn perthynas â phrosiectau trafndiaeth mawr.

Lluniwyd yr argymhelliad hwn ar y sail nad oedd Llywodraeth Cymru wedi darparu unrhyw ganllawiau manwl ar gyfer awdurdodau lleol ar sut y dylent reoli camau allweddol prosiectau trafndiaeth mawr. Ni welsom unrhyw reswm pam y dylai'r arferion craidd sy'n ategu'r broses o gyflawni prosiectau trafndiaeth mawr a reolir gan awdurdodau lleol yn llwyddiannus fod yn wahanol i'r rhai a reolir gan Lywodraeth Cymru.

canlynol:

a) y defnydd o fynegeion chwyddiant priodol, mynegeion costau deunyddiau adeiladu a'r rhagduedd i fod yn optimistaidd wrth amcangyfrif costau prosiect;

b) y defnydd o gofrestrau risg prosiect, annog y cyflogwr sector cyhoeddus a'r contractwr adeiladu i gytuno ar gofrestr risg ar y cyd a'i chynnal;

c) cyngor ar y defnydd o wahanol fathau o fodelau cytundebol;

ch) y defnydd o ddangosyddion perfformiad allweddol;

d) disgwyliadau o ran trefniadau rheoli prosiect lleol; a

dd) y cysylltiad rhwng cwmpas y prosesau a nodir yn yr Arweiniad ar Arfarnu a Chynllunio Trafnidiaeth Cymru

- Dysgu o'r modd rydym yn rheoli cynlluniau cefnffyrdd er mwyn trosglwyddo cynlluniau grant drwy bennu peiriannydd prosiect ar gyfer pob un o brosiectau ffyrdd mawr awdurdodau lleol i'w cynghori ar y broses o reoli a chyflawni'r prosiect yn ogystal â goruchwyllo rheolaeth ariannol.
- Roedd Canllawiau Manwl ar Gynllun Cyflawni Grant y Consortia Trafnidiaeth Rhanbarthol yn nodi ein disgwyliadau mewn perthynas â rheoli risg, a rheoli prosiectau.
- Mae'r Arweiniad ar Arfarnu a Chynllunio Trafnidiaeth Cymru yn cael ei adolygu fel bod modd ei gymhwyso'n briodol nid yn unig at gynlluniau mawr ond hefyd at becynnau o gynlluniau bach a phrosiectau bach.

Er ein bod yn derbyn na chaiff unrhyw brosiectau trafndiaeth llywodraeth leol eu hariannu drwy'r broses Grant Trafnidiaeth mwyach, dylai rhai o'r egwyddorion sy'n ymwneud â phrosiectau mawr fod yn gymwys i brosiectau llai o faint o hyd.

Deallwn, er bod awdurdodau lleol yn cael eu hannog i fod yn greadigol wrth geisio cyllid ychwanegol i gefnogi'r gwariant ar drafndiaeth, y gallai cyllid Llywodraeth Cymru gael ei roi i gynlluniau awdurdodau lleol yn y dyfodol lle y cânt eu nodi a'u blaenoriaethu yn y cynllun trafndiaeth leol a gymeradwywyd. Gallai hyn gynnwys prosiectau mwy o faint ac, ar y sail honno, ystyriwn fod ein hargymhelliad yn gymwys o hyd.

Felly, efallai yr hoffai'r Pwyllgor egluro agweddau ar ymateb Llywodraeth Cymru i'r argymhelliad hwn, er nad yw cwmpas yr ymchwiliad yn cynnwys prosiectau a reolir gan awdurdodau lleol.

a'r canllawiau ar adolygiadau porth.

Gweithio gyda chwmnïau cyfleustodau

Argymhelliad 5

Argymhellwn fod Llywodraeth Cymru yn ymgysylltu â llywodraeth leol a'r cwmnïau cyfleustodau er mwyn datblygu egwyddorion y cytunir arnynt yn glir o ran sut y dylent gydweithio drwy gydol oes prosiectau trafndiaeth mawr. Ymhlith yr opsiynau y gallai Llywodraeth Cymru eu hystyried mae'r canlynol:

a) datblygu memorandwm cyd-ddealltwriaeth mwy ffurfiol â chwmnïau cyfleustodau, er enghraifft, i gynnwys darpariaeth ar gyfer cyflwyno adroddiadau misol rheolaidd ar gostau ac amserlenni

- Rydym yn aelod o Bwyllgor Awdurdodau Priffyrdd a Chyfleustodau Cymru a, thrwy'r Pwyllgor hwnnw, rydym yn datblygu Strategaeth Gwaith Stryd. Bydd y Strategaeth Gwaith Stryd yn nodi dull y cytunir arno o fynd i'r afael ag amrywiaeth o faterion gan gynnwys rheoli gwaith cwmnïau cyfleustodau yn effeithiol. Ar ffurf ddrafft y mae'r Strategaeth ar hyn o bryd a chynhelir ymgynghoriad arni yn ystod Gwanwyn 2015, cyn iddi gael ei chymeradwyo gan y Gweinidog. Gwelwyd gwaith cydgysylltu hefyd gydag Asiantau Cefnffyrdd yn mynychu cyfarfodydd Cydgysylltu HAUC rhanbarthol.
- Rydym wedi diwygio ein dogfennau contract safonol er mwyn trosglwyddo'r risg sy'n ymwneud â pherfformiad yr ymgymerwr statudol i'r contractwr gan mai ef sydd yn y sefyllfa orau i reoli'r risg honno.

Gwnaethom yr argymhelliad hwn ar ôl dod i'r casgliad bod cydberthnasau â chwmnïau cyfleustodau yn aml yn broblematig ac yn arwain at oedi o ran y gwaith adeiladu a chynnydd mewn costau.

Nid oedd ein hargymhelliad yn rhagnodi'r ffordd orau o ddatrys y materion hyn ond, yn hytrach, roedd yn annog Llywodraeth Cymru i ystyried amrywiaeth o opsiynau. Er bod Llywodraeth Cymru wedi gwneud rhywfaint o gynnydd o ran datblygu 'Strategaeth gwaith stryd' a diwygio dogfennau contract safonol, ymddengys, o'r dystiolaeth a ddarparwyd gan Lywodraeth Cymru, fod materion yn ymwneud â chyfleustodau yn dal i fod yn rhan o'r rheswm dros rai o'r achosion pennaf o oedi neu orwario ar rai cynlluniau cefnffyrdd a gwblhawyd yn ddiweddar.

Efallai yr hoffai'r Pwyllgor hefyd gadarnhau y bydd y Strategaeth Gwaith Stryd yn

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gwirioneddol cwmnïau cyfleustodau a'r costau a'r amserlenni a ragwelir yn ystod y cam adeiladu;

b) gweithio gydag Adran Drafnidiaeth Llywodraeth y DU i ddiweddarau'r canllaw arfer da presennol ar reoli gwaith stryd er mwyn cyfeirio'n fwy penodol at gyflawni prosiectau trafnidiaeth mawr;

c) p'un a oes cwmpas, yn enwedig o fewn dull gweithredu Cynnwys Contractwyr ar Gam Cynnar, i'r contractwr adeiladu ymgymryd â mwy o waith paratoi ar ran cwmnïau cyfleustodau; a

ch) os oes angen, y cwmpas ar gyfer newid deddfwriaeth ategol (Deddf Ffyrdd Newydd a Gwaith Stryd 1991 a Rheoliadau Gwaith Stryd - Rhannu Costau Gwaith [Cymru] 2005) er mwyn rhoi mwy o gyfrifoldeb ar

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- Rydym yn cymryd rhan mewn nifer o grwpiau arbenigol yn y DU, er enghraifft Grŵp Gweithredwyr Rhwydweithiau'r DU a Bwrdd Rheoli Rhwydweithiau'r DU, sy'n cynnig cyfle i rannu arfer da.
- Rydym yn annog ein contractwyr, lle y bo'n bosibl, i ymgymryd â'r elfennau sifil o waith dargyfeirio angenrheidiol ar ran cwmnïau cyfleustodau, ond ni allwn eu gorfodi i wneud hynny. Mae materion ynghylch pwy sy'n gyfrifol am y gwaith, y cwmni cyfleustodau neu'r contractwr ac, yn aml, mae'r ddau yn amharod i'r gwaith gael ei gwblhau yn y modd hwn.
- Nid ydym yn cynnig y dylid gwneud unrhyw newid deddfwriaethol ar hyn o bryd.

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cwmpasu materion sy'n berthnasol i brosiectau trafnidiaeth mawr. Ar adeg ysgrifennu adroddiad yr Archwilydd Cyffredinol, roedd Llywodraeth Cymru eisoes wedi cydweithio â Llywodraeth y DU, yn 2007, i gynhyrchu canllaw arfer da ar reoli gwaith stryd a anelwyd at gyflogwyr prosiectau a chwmnïau cyfleustodau.

Fodd bynnag, nid oedd y canllaw hwn yn cyfeirio'n benodol at brosiectau mawr nac effaith sylweddol bosibl cyfathrebu gwael rhwng awdurdodau priffyrdd a chwmnïau cyfleustodau.

Pan ymddangosodd James Price gerbron y Pwyllgor Cyfrifon Cyhoeddus blaenorol ym mis Mawrth 2011, dywedodd fod Llywodraeth Cymru wedi dechrau ystyried sut y gallai atgyfnerthu'r gydberthynas â chwmnïau cyfleustodau. Nododd fod Llywodraeth Cymru yn ceisio sicrhau cytundeb lefel uchel ar lefel y DU gan fod hon yn broblem gyffredin ledled y DU. Nid yw'n glir o ymateb Llywodraeth Cymru a yw wedi sicrhau'r math o gytundeb dwyochrog ar ffordd ymlaen yr ymddengys iddo gael ei ragweld ar adeg ysgrifennu adroddiad yr

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gwmnïau cyfleustodau i gyflawni eu gwaith mewn ffordd sy'n gosteffeithiol ac yn amserol o safbwynt y cyflogwr sector cyhoeddus.

Archwilydd Cyffredinol.

Goruchwylio'r gwaith o gyflawni prosiectau a reolir gan awdurdodau lleol

Argymhelliad 6

Argymhellwn, tuag at ddiwedd 2011-12, y dylai Llywodraeth y Cynulliad gomisiynu adolygiad er mwyn sicrhau, ar gam cynnar, fod ei threfniadau ar gyfer goruchwylio'r gwaith o gyflawni cynlluniau trafndiaeth rhanbarthol yn effeithiol.

- Mewn ymateb i'r Adroddiad, gwnaethpwyd gwaith a arweiniodd at gryfhau'r trefniadau goruchwylio ar gyfer cyflawni Cynlluniau Trafndiaeth Rhanbarthol. Cyflwynwyd Dangosyddion Perfformiad Allweddol er mwyn mesur perfformiad sy'n gysylltiedig â chyflawni Cynlluniau Trafndiaeth Rhanbarthol ac ysgogi gwelliannau. Cafodd y rhain eu hadolygu bob chwarter. Ers mis Ebrill 2014, mae cyllid i gefnogi gwelliannau ym maes trafndiaeth wedi'i gyfeirio drwy awdurdodau lleol. Mae'r prosesau a fabwysiadwyd gyda'r Consortia Trafndiaeth Rhanbarthol wedi llywio'r prosesau rheoli a fabwysiadwyd ar gyfer y trefniant ariannu newydd. Rhoddodd ymarfer Archwilio Mewnol dilynol sicrwydd llawn o ran y prosesau grantiau.

Nodwn ymateb Llywodraeth Cymru. Ymddengys fod yr argymhelliad hwn wedi'i gyflawni a bod camau dilynol wedi rhagori ar yr argymhelliad.

Argymhelliad 7

Argymhellwn y dylai

- Mae pob un o'r cynlluniau ffyrdd mawr sy'n cael eu cyflawni drwy'r broses

Mae ymateb Llywodraeth Cymru yn cadarnhau bod adnoddau wedi'u neilltuo er mwyn helpu gyda'r rhaglen Grantiau

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Llywodraeth y Cynulliad ystyried a yw'r gallu a'r adnoddau technegol sydd ganddi yn cael eu defnyddio yn y ffordd orau i reoli prosiectau cefnffyrdd a goruchwyllo prosiectau a reolir gan awdurdodau lleol. Wrth wneud hynny, dylai Llywodraeth y Cynulliad ystyried y risgiau a'r buddiannau sy'n gysylltiedig â dirprwyo mwy o gyfrifoldeb am reoli prosiectau cefnffyrdd i asiant y cyflogwr.

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Grantiau Trafnidiaeth bellach ar agor i draffig. Mae adnoddau wedi'u neilltuo er mwyn helpu awdurdodau lleol i reoli'r materion sy'n weddill sy'n deillio o'r gwelliannau hyn. Materion yn ymwneud â thir yw'r rhain yn bennaf. Nid yw'r rhaglen Grantiau Trafnidiaeth ar agor i geisiadau newydd mwyach.

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Trafnidiaeth a etifeddwyd. Wrth neilltuo'r adnoddau hyn, nid yw'n glir a wnaeth Llywodraeth Cymru ddirprwyo mwy o gyfrifoldeb am y gwaith o reoli prosiectau cefnffyrdd i asiant y cyflogwr.

O ystyried effaith lleihau'r gweithlu ac ymadawiadau cynnar, efallai yr hoffai'r Pwyllgor ystyried, ar y cyd â Llywodraeth Cymru, a yw'n hyderus bod ganddi ddigon o allu ac adnoddau i reoli ei rhaglen cefnffyrdd a sut mae'n sicrhau cydbwysedd rhwng cyrchu adnoddau'n fewnol a defnyddio ymgynghorwyr allanol.


Nododd y dystiolaeth a gyflwynwyd gan Lywodraeth Cymru i'r Pwyllgor Cyfrifon Cyhoeddus blaenorol ym mis Mawrth 2011 fanylion y gwaith o ad-drefnu Adran yr Economi a Thrafnidiaeth ar y pryd a'r broses o greu Grŵp Seilwaith. Nod y grŵp hwn oedd datblygu a chyflawni prosiectau seilwaith mawr, sicrhau dull mwy cydgysylltiedig a rheoli'r cynlluniau hyn yn well, ac ystyried sut y gall yr arbenigedd sydd gan Lywodraeth Cymru gael ei ddefnyddio yn y ffordd orau i gyflawni gwelliannau i'r ffordd y mae'n rheoli'r gwaith


o gynllunio a chyflawni prosiectau mawr a sut mae'n cefnogi ei phartneriaid i wneud hynny hefyd.

Efallai yr hoffai'r Pwyllgor ystyried a lwyddodd y Grŵp Seilwaith i gyflawni'r dyheadau hyn. Noda ymateb diweddaraf Llywodraeth Cymru mai is-adran cyflawni seilwaith yr Adran Drafndiaeth sy'n gyfrifol am y prosiectau hyn o hyd.

Public Accounts Committee
National Assembly for Wales
Cardiff Bay
CF99 1NA

Gofynnwch am / Please ask for: **Mr. A.Wilkinson**

 **01492 575337**

 **01492 575199**

 erf@conwy.gov.uk

Ein Cyf / Our Ref: **AW/SJ**

Eich Cyf / Your Ref:

Dyddiad / Date: **02.03.2015**

Dear Sir,

Inquiry into value for money of Motorway and Trunk Road Investment

I write on behalf of Conwy County Borough Council in response to the consultation regarding value for money in the maintenance and improvement of the Welsh trunk road network. Conwy is a key stakeholder in the network due to our strategic location at the intersection of the A470 north-south route and the A55, and our role in both consultancy and operational service delivery as a partner of NMWTRA.

Conwy's view is that the existing service delivery model in North and Mid Wales, with consultancy and integrated operational services procured through local authority partners, is the most cost-effective methodology and represents the best overall value for public money.

Over the past year or so, North Wales local authorities and NMWTRA have been working together on improving transparency and efficiency through a major revision of the Schedule of Rates process and the consultancy commissioning system. We believe these improvements will deliver savings and suggest that transparency could be taken a step further by all partners adopting an open book approach to their costs and recharges.

Further improvements will be most effectively achieved collaboratively, making full use of the knowledge and skill base within local authorities – skills that we must retain in order to manage and maintain the county road network. An example is the consultancy project that Conwy is currently undertaking, to review and optimise the gritting routes for all eight North and Mid Wales authorities. Using our in-house expertise is cheaper and more efficient than bringing in an external consultant who would spend chargeable time getting to the same starting point.

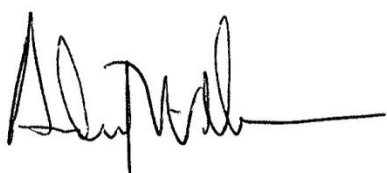
From an operational maintenance perspective, there are obvious and demonstrable advantages in the combined service model, particularly in the areas of resilience/capacity and minimisation of fixed costs such as plant and depots. The availability of the local authority workforce in emergency situations or extreme weather conditions, and the local knowledge they hold, is of significant benefit to Welsh Government and in our view would be impossible or unaffordable to match through a specification in an outsourced contract.

Improvements to the function of NMWTRA and its local authority partners must inevitably be considered in the context of the financial realities facing the entire public sector. Local authorities are already in the process of transforming their services and reducing management structures to reflect the huge cuts in their budgets. We would expect a similar approach from NMWTRA and Welsh Government.


In Conwy, we are also looking at the factors that influence demand on front line services, including our own specifications and service standards and how we manage risk. We are therefore concerned that certain aspects of the 2015 WGTRMM will increase costs rather than drive savings, being too focussed on risk management of extreme events. Service delivery in extreme events should take advantage of the resilience built into the local authority delivery model rather than setting inflexible specifications that increase costs of 'normal' service eg the requirement for a two hour depot to depot time for gritting routes.

Finally, we strongly suggest that any assessment of value for money on the trunk road network should consider the overall cost to the public of the entire trunk and county road network of Wales. Any initiative to reduce trunk road costs should not increase the burden on local authorities.

Yours faithfully,

A handwritten signature in black ink, appearing to read 'Andrew Wilkinson', with a long horizontal line extending to the right.

Andrew Wilkinson
Head of Neighbourhood Services

<p>CSS (Cymru) d/o Cyngor Sir Penfro Neuadd y Sir Hwlfordd Sir Benfro SA61 1TP Ffôn: 01437 775892</p>				<p>CSS (Wales) c/o Pembrokeshire County Council County Hall, Haverfordwest, Pembrokeshire, SA61 1TP Telephone: 01437 775892</p>	
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<p>Ysgrifennydd</p>		<p>Gareth E Jones BSc., C.Eng., MICE, MCIWEM e-bost/e-mail: walescss@btinternet.com</p>		<p>Secretary</p>	
<p>Ein Cyf/Our Ref:</p>		<p>Eich Cyf/Your Ref:</p>	<p>DT/cssw/20150303</p>	<p>Dyddiad/Date:</p>	<p>3 March 2015</p>

Kirsty Cilia,
Team Support
Chamber and Committee Service
National Assembly for Wales

Dear Sirs,

Welsh Government Inquiry into Value for Money of Motorway and Trunk Road Investment.

Thank you for the opportunity to provide views to the above Inquiry. I apologise for the late submission of comments.

I am writing on behalf of The County Surveyors' Society (Wales). CSS Wales is the professional association of all the Directors/Heads of Service of technical services in Wales. Membership includes all 22 of the Welsh unitary authorities.

In providing these views, it is to be stressed that they are provided in a constructive aspect, and are intended to help develop the existing excellent working relationships with the other local authority stakeholders, service providers, local communities, WG and the trunk road agencies.

Local authorities view the strategic road network as of vital importance to improving the economy of individual counties, and the whole of Wales. The perception, the availability and efficiency of the strategic network as viewed by industry and the travelling public, is a crucial factor to any future investment and business development.

A number of local authorities (LA's) are involved in regional maintenance arrangements for operational services to Welsh Government (WG), via their Trunk Road Agents. The provision of motorway and trunk road maintenance services includes routine highway maintenance, emergency response, and winter maintenance.

1) Whether the WG's approach to delivery of major trunk road projects provides value for money:

A. The effectiveness of WG planning and costing of schemes.

The planning of schemes and combining links with other forms of public transport are crucial to develop sustainable growth.

It is considered that there are in some cases the opportunity to improve the information flow from WG to local communities, for example announcements relating to the programmes of proposed schemes, particularly where these cannot be delivered on time, possibly for good reason. One example quoted by a member is the £45M, M4 Brynglas Tunnel improvement scheme, that was due to be completed this financial year. To date no works have been undertaken, consequently, the strategic network and surrounding LA networks are potentially more at risk.

An illustration of the current WG good practice dialogue with local communities was provided in relation to the series of A465 Heads of the Valleys improvements, which was noted as being positive. Even though challenging schemes such as these will inevitably cause disruption, the local community in the main, understand and welcome the potential safety improvement and economy benefits of the schemes.

B. The approach to project delivery and evaluation of projects.

Some concern has been expressed regarding the delivery of certain schemes. Some are relatively small schemes, but create regular and significant problems to local communities when the strategic network is not available, and trunk road traffic has to be diverted onto unsuitable LA roads. Residents are put at risk and the LA diversion route extensively damaged. The public perception of local authorities and WG has the potential to be harmed by these events.

2) The extent to which the current approach to routine maintenance and improvement of the network via Trunk Road Agents has delivered value for money

The comments in this section are in the context of a number of Councils being in a supply partnership, to provide trunk road maintenance services to WG, via their trunk road agents

In relation to South Wales, in 2009, the eight individual local authorities that were providing routine highway maintenance, emergency response and winter maintenance services on the trunk road network in South Wales, reorganised themselves into a body of three lead authorities and five partner authorities. The primary goals were to reduce overheads, reduce the number of interfaces between the LA service providers and the WG managing agents, SWTRA, and to provide a consistent level of service delivery, throughout South Wales. The level of service is based on a significantly detailed and priced service level agreement document, with the designated WG agent authority, Neath Port Talbot.

The current SWTRA SLA document was redrafted in 2012 and is based on a 3 year, 1 year+1 year performance based contract. The LA's produced an average 6% saving on the major components of the SLA, and offered an annual Retail Price Indicator minus 2% reduction, for each year of the SLA. The performance criteria have been met and the SLA arrangement extended to April 2016.

Feedback from Society Members is that it is considered the current public service model, which has been continually refined since 2006, has reduced costs year on year, and produced a quality assured service, that has been performance based and measured. The view expressed is that the WG can be assured that the prices indicated within the SLA for cyclical activities, will be the actual outcome costs. The intention is to enable WG to accurately forecast its maintenance costs, for a period of years ahead.

The LA's are all committed to provide a premier service, and have local knowledge, local resources and local SME's available to meet any demand required. The aspects of emergency response and winter maintenance are crucial aspects of the service, and must be available 24/7.

The LA's working closely in conjunction with trunk road agencies, the Police, the Fire Service, the Ambulance Service and the excellent trunk road Traffic Officers, has produced a cadre of service orientated public service employees, who often work in difficult and hazardous circumstances, and who take a pride and ownership of the network.

3) How the maintenance and improvements functions delivered by Trunk Road Agents can be improved, in the context of the on going Welsh Government review of these agents.

The ongoing collaborative approach is positive and essential. Particular feedback from the SWTRA region was highlighted, in terms of efficiency, consistency and ongoing reducing LA costs to the WG.

A potential next step could be the closer integration of the LA's and the managing agent, to ensure that staff overheads are as effective as possible, and to use the LA's in house public sector consultancy resources, when cost effective to do so.

It is considered that works on the strategic network could be undertaken more efficiently, if network access was improved, and priority given to the LA service providers. However, it is acknowledged that this is not easy, as other contractors must be accommodated and could only move forward on the basis that delays to the travelling public are reduced to the minimum.

Some consideration could be given to trunk road agents developing communications with the local community, to that end they could interact with community groups that are directly affected by the strategic network. Many trunk roads influence the daily environment of residents, who are sometimes confused by the different management approaches to the trunk road network and the adjacent LA highway network, such as the approach to street lighting switch offs.

I hope this feedback is of assistance to your Inquiry.

Yours sincerely

A handwritten signature in purple ink that reads "D. Thomas". The signature is written in a cursive style with a horizontal line underneath the name.

Darren Thomas
Chair County Surveyors' Society (Wales)

cc: Rob Evans, Secretary CSS Wales Engineering Subgroup

Welsh Assembly Public Accounts Committee

Professor R J Lark BSc(Eng), ACGI, PhD, CEng, FICE

Dean of Education and Students
College of Physical Sciences and Engineering
Deputy Director
Cardiff School of Engineering
Cardiff University,
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Robert (Bob) Lark is a Professor of Civil Engineering at the Cardiff School of Engineering, Cardiff University and has been involved in research, design and construction allied to the UK's transport infrastructure over a period of nearly 40 years. Of particular relevance to this inquiry is the time he spent with the then Gwent County Council, where he was involved with the assessment, repair and maintenance of the County's highway structures; his involvement with ICE Wales, Cymru, of which he was Chair in 2008/09 and to whose "State of the Nation" reports he has contributed; and his research interest in the application of BIM (Building Information Modelling) to the design, construction, maintenance and management of our highway infrastructure, which he is currently undertaking in collaboration with the Welsh Assembly Government, the UK Transport Catapult and both private and public service providers who work with the Welsh Government to deliver the design, construction and maintenance of Wales' highway network.

This written evidence is given in the context of the above experience and represents a personal opinion. In-depth research has not been carried out into any of the issues identified, either in Wales or the rest of the UK, but it does address all three of the bullet points in the Terms of Reference, albeit only superficially in the case of the first of these.

Does the Welsh Government's approach to delivery of major trunk road projects provide value for money?

The procedures that are currently being adopted by the Welsh Government are consistent with what is generally considered to be good practice in the industry. Early Contractor Involvement (ECI) is considered to be key to efficient planning, the provision of reliable cost and completion date estimates and the timely delivery of project outputs. The Welsh Government has been closely involved with the development of ECI and, while there are still undoubtedly procedural and contractual issues that would benefit from refinement, it doesn't seem unreasonable to assume that this still represents an attractive and viable way of ensuring value for money in the delivery of trunk road projects. What may be further investigated is whether even closer alliances / public private partnerships / private finance initiatives might be established with such providers to benefit from their commercial management and ability to invest in research and development, although this may detract from the benefits of competitive tendering that can be obtained at different points in the current procurement protocols.

Highway maintenance and improvement.

Highway maintenance requires consideration of many diverse assets including the highway pavement, bridge structures, culverts, tunnels, retaining walls, earthworks, drainage, lighting and street furniture such as signage, all of which are currently dealt with in many different ways. In some cases, such as for the highway pavement, condition monitoring techniques are relatively sophisticated and the management of maintenance and repair regimes can follow well established protocols. However, in the case of highway structures and secondary features such as drainage, maintenance is often much more reactive, albeit often being triggered as a result of a routine inspection. Asset management procedures are less well-developed and, as a consequence, the timing and cost certainty of the work that is required is much less well defined leading to inefficiencies and reduced value for money.

Equally challenging is that currently there is very little linkage between the management systems that are used for the different asset categories and therefore when it comes to cross asset prioritisation comparable measures of value, reliability and risk are not readily available. Bridge and Structure management systems have been developed and, in some cases, very successfully deployed, but their output cannot readily be compared to or combined with that of the widely available pavement management systems or the more ad-hoc and often locally developed databases used for managing drainage systems, lighting networks, road markings and signage etc. Research is required to identify common characteristics, measures of condition, reliability and risk and techniques whereby these measures can be compared across assets so that informed and defensible decisions can be made as to how to ensure best value is achieved in highway maintenance and improvement.

The Highways Maintenance Efficiency Programme, HMEP, funded by the Department of Transport, seeks to deliver improved highways management in an environment of tighter budgets, rising costs and greater demand from consumers by providing tools and resources to address the above challenges. It is appropriately based on asset management principles and provides a framework for a whole-life approach to the management of highway assets, which has the potential to yield significant savings if it can be applied across the board. For this to happen collaboration is essential and while HMEP provides 'toolkits' to facilitate this, what is still lacking is a universally applicable methodology that can truly support and drive forward this approach.

To achieve this, a step change in highway infrastructure asset management is required in the form of a high powered (Cloud Computing based), intelligent and BIM compliant decision making framework for the "real time operation, maintenance and improvement of a highway network". This should provide a flexible system that would enable the Welsh Government and their Maintaining Agents to meet their statutory duties for safety, while minimising the whole life costs of the assets for which they are responsible and achieving their wider policy objectives. It would be founded on BIM based standards/processes that could combine traditional inventory and condition data with the output of condition monitoring and evaluation surveys to provide a basis for the real time performance management, decision making and intervention required to optimise scheme development and prioritise budget limited asset group investment strategies. The innovation required to facilitate this would lie in the development of BIM (level 2) standards for highways to facilitate real time and risk based multi-criteria decision making through the processing of large scale "big data" supplied by multiple, life cycle stakeholders.

The big picture would be to enhance the decision making processes associated with the management of highway networks to ensure that service levels are sufficient to meet the needs of Wales' economy, health and education agendas. Such a development could provide vital tools to enhance the optimisation and decision making processes that are fundamental to maintaining the serviceability and safety of a highway network within the constraints of a limited budget. As such it could underpin a smarter and more cost effective approach to asset management and offer the step change needed for a more sustainable approach. Such a development could also demonstrate how science and lateral thinking might contribute to improving highway management practice and facilitating behavioural change.

To conclude, to achieve a more efficient approach to the management of Wales' highway network and to obtain better value for the money invested for this purpose there is a need for greater collaboration between the Welsh Government, their agents and the contractors responsible for the delivery of both new works and the maintenance of existing infrastructure. To achieve this there is a need for research and development into the deployment of BIM compliant highway management systems that can build on the recently developed Integrated Road Information System (IRIS) and, given the special characteristics of the Welsh highway network, a Welsh based public / private partnership might be an appropriate way of delivering this.

R. J. Lark
04/03/15



National Assembly for Wales Public Accounts Committee Inquiry into the value for money of motorway and trunk road investment

Comments from Chartered Institution of Highways and Transportation (South Wales Branch)

Note: These comments supplement those provided by the North Wales Branch – Evidence reference MTRI 08 and should be read in conjunction with them.

1 Background

1.1 The Chartered Institution of Highways and Transportation (CIHT) was established in 1930 as the Institute of Highway Engineers; it was granted its Royal Charter in 2009. Today it has around 13,000 members worldwide, with over 700 members in Wales, across both the public and private sectors and a range of transportation disciplines. There are currently two branches in Wales – North and South – but from May 2015 there will be one branch representing the whole of Wales.

1.2 CIHT will be represented by:

a). Eurlng David Meller, BSc(Hons), CEng, CEnv, MICE, FCIHT, MAPM, a committee member of the North Wales Branch with 30 years' experience in the highway industry, working on both trunk and county road improvements and maintenance projects. He has delivered a number of trunk road major projects in North Wales over the last 20 years, working direct to Welsh Government as client, and also worked extensively for North and Mid Wales Trunk Road Agent (NMWTRA).

b). Russell Bennett, BEng (Hons), MBA, CEng, MICE, MCIHT, MCMI, chair of the South Wales Branch. Russell has 26 years' experience of delivering major projects across Wales, including ones for the Welsh Government. He was previously Head of Major Projects in the Transport Department (2007 to 2012) of Welsh Government and is currently the Regional Director (Highways) with WSP Parson Brinckerhoff, a global engineering consultancy which has a long track record of delivering projects and services for the Welsh Government and SWTRA, NMWTRA and many local authorities in Wales.

The following comments focus on the issues relevant to South Wales and the experiences of committee members in the Branch. It should be noted that the South Wales branch of CIHT includes a wide range of members who work in both the private sector so the views try to provide a balanced view of our membership.

2 Whether the Welsh Government's approach to delivery of major trunk road projects provides value for money

2.1 **The effectiveness of Welsh Government planning and costing of schemes**

2.1.1 The Welsh Government's (WG's) approach to planning and costing of major trunk road projects is generally good. Our main observations are:

- i. The regular publication of a National Transport Plan (NTP) and formerly the Trunk Road Forward Programme (TRFP) provides industry with a clear view of forthcoming schemes giving time and opportunity to prepare for tendering and delivery, thus providing cost effective, high value delivery. There is however a tendency for schemes to be delayed through budgetary uncertainty and competing priorities for scarce resources as well as political indifference to road schemes generally. There are also a number of schemes which have remained in the NTP and TRFP for over a decade with no prospect of moving forward.
- ii. Whilst there are regular procurement updates to the supply chain on the timing and priority of schemes these are insufficient without clear Ministerial statements for industry to make investment decisions in their workforce and provide training to meet the increasing pipeline of work. Even the regular Wales Infrastructure Investment Plan updates do not provide sufficient certainty on the detail and timing of schemes.
- iii. The WG faces a difficult challenge in assessing the cost of schemes, particularly at the early stage of development. There isn't a large database of historical data to draw from so the WG is reliant on the expertise of its engineering advisors. There are rules for the application of allowances for optimism bias and calculating risk but these can't always be relied upon particularly as the Welsh Trunk Road network is diverse and includes some challenging terrain, as is being faced on the construction of the A465 Heads of the Valleys scheme between Gilwern and Brynmawr (Section 2).
- iv. Since the introduction of alternative forms of procurement, particularly the use of Early Contractor Involvement (ECI) forms of contract, the accuracy of the WGs planning and cost forecasting of its major highway schemes has improved. Schemes such as the M4 Widening around Cardiff, the A470 Cwmbach to Newbridge and the A477 St Clears to Red Roses improvement have all been delivered on time and within budget. The delivery of small to medium term size projects continue to face problems due to a variety of reasons but including the difficulty in accurately planning and costing schemes as mentioned above.
- v. The WG has improved the link between project delivery and future management of the resulting asset. The provision of whole life cost solutions is now being addressed during the design and construction stages of project. However, the WG has yet to embrace the full benefits of Building Information Modelling (BIM) techniques in both the delivery and future maintenance of its highways assets.

2.2 The approach to project delivery and evaluation of projects

2.2.1 The Welsh Government's (WG's) approach to the delivery of major trunk road projects is generally good. However, we consider the approach to the evaluation of projects, particularly post-completion is in need of improvement. Our main observations are:

- i. The WG uses the delivery processes set out in the UK Design Manual for Roads and Bridges (DMRB) as well as its own Road Procedures Guidance (RPG) which applies the WGs own requirements for the delivery and evaluation of projects. The RPG requires investment to enable processes to be modernised to reflect current practices across the industry in the UK.
- ii. The standardisation of more modern contract forms and the increased use of expert technical advisors has resulted in better governance and more accurate contract outcomes.
- iii. The interim evaluation of projects during the delivery stage doesn't appear to be routinely undertaken although internal Gateway Reviews are carried out on major projects.
- iv. We are aware that the post-completion evaluation of project delivery is routinely undertaken but the results are rarely published to enable lessons and good practice to be disseminated.

2.3 How the Welsh Government could improve its approach to planning and delivery of schemes

2.3.1 The WG could consider the following actions/initiatives:

- i. The publication of confirmed longer term budgets (greater than 1 to 3 years) for forward pipelines of work would provide greater certainty and confidence in the supply chain. In addition, committed timescales for individual projects with more accurate dates for delivery would be beneficial.
- ii. The WG should consult with other public sector bodies who procure highways projects (but particularly Highways England) to determine current best practice and lessons learned. The WG should consult more closely with industry, trade organisations and Institutions such as the CIHT (and the Institution of Civil Engineers - ICE).
- iii. The WG should work with the Highways Agency (soon to be Highways England) to develop joint cost databases which have a greater depth and range of information to inform/validate the costing of schemes.
- iv. Whilst the use of ECI forms of contract has improved the planning and costing of major schemes the WG should look for similar, innovative approaches to its medium and smaller scheme programme of work. The Highways Agency has developed Optimised Contractor Involvement (OCI) forms of contract which determine the best time to involve the constructing team in the development of projects. In general, the WG should investigate newer, more innovative forms of contract which could lead to greater efficiencies and increased value for money.
- v. The WG should provide detailed guidance on its requirement for BIM and give a firm commitment to implementing BIM Level 2 on all its projects by 2016 in line with the UK Government's commitment to do the same.

- vi. The WG should routinely publish the results of its project evaluation analyses to enable best practice and lessons learned to be disseminated across industry.

3 The extent to which the current approach to routine maintenance and improvement of the network via Trunk Road Agents has delivered value for money

3.1 There has been significant improvement in the delivery of routine maintenance and improvement of the Trunk Road and Motorway by the WGs Agents'. Our main observations are:

- i. The lack of confirmed longer term budgets (greater 3 years) provides uncertainty and an inability to plan for the longer term. Investment decisions are also focussed on the short term as budgets are generally insufficient to enable proper whole life cost decisions to be made.
- ii. There have been significant efficiency gains in SWTRA by adopting best practice from around the UK. To step to the next level consideration should be given to the benefits of more modern asset management style contracts (as adopted by the Highways Agency in England).
- iii. There have been improved efficiencies through greater collaboration with the supply chain and local authority direct labour organisations. The current model for delivering smaller maintenance and improvements schemes in SWTRA utilises long term frameworks with the private sector supply chain which has contributed to this, although local authorities still have an important part to play particularly in rural areas.
- iv. There are pros and cons with regard to whether the Agents' are best placed to deliver trunk road improvement schemes. The loss of in-house capability and capacity has meant the private sector supply has had to be engaged. The benefits include access to wider UK and International best practice whilst the disbenefits can be the loss of long term knowledge and local expertise within the Agent organisations.

4 How the maintenance and improvement functions delivered by the Trunk Road Agents can be improved, in the context of the on-going Welsh Government review of these agents.

4.1 We have following observations on areas of potential improvement:

- i. Budget certainty should be provided with longer term commitments to funding of routine and major maintenance. Funding periods of up to 5 years (as is proposed for Highways England and used by Network Rail for its 'Control Periods') should be considered to provide a more robust platform for whole life cost investment decision. The approach in England should be closely monitored to determine if similar arrangements should be implemented in Wales.
- ii. The WG should consult with other public sector bodies who procure highways maintenance contracts to determine the value (or otherwise) of engaging the private sector more closely and on longer term framework arrangements. The implementation of asset management contracts (with or without private funding)

should be considered. More innovative funding methods, including the establishment of a Not-for-Dividend organisations to maintain the network should be considered.

5 Conclusions

- 7.1 The WG generally obtains a good level of value for money in the maintenance and improvement of the Welsh trunk road network. The delivery of major trunk road projects is generally good, with scope for improvement in most areas.
- 7.2 Major project delivery would benefit from improved transparency for the supply chain on the timing of schemes as well more use of alternative, modern forms of contract. Increased guidance and investment in BIM as well as access to best practice and the lessons learned from previous projects would help provide increased value for money.
- 7.3 The WGs Trunk Road Agents would provide greater efficiency and value for money if they were provided with longer term budget certainty so that more robust, longer term whole life cost investment decisions can be made.
- 7.4 The WG should consult more closely with other public sector bodies, but particularly Highways England, to assess the value of adopting best practice and the use of more modern forms of procurement and funding.

Y Pwyllgor Cyfrifon Cyhoeddus
Ymchwiliad i werth am arian Buddsoddi mewn Traffyrdd a Chefnffyrdd
MTRI 19 -- Gwasanaeth Tân ac Achub De Cymru

Public Account Committee
National Assembly for Wales
Cardiff Bay
CF99 1NA

Date: 19 March 2015

Contact: SM Paul Mason
Tel: 07884 234201
E-mail: p-mason@southwales-fire.gov.uk

Dear Sir/Madam

RESPONSE TO INQUIRY INTO VALUE FOR MONEY OF MOTORWAY AND TRUNK ROAD INVESTMENT

Thank you for the opportunity to provide views to the above Inquiry.

In providing views for this Inquiry it is stressed that comments are provided in a constructive fashion.

The Service has considered the issues in relation to managing road traffic accidents, details of guidance for Fire Authorities in Wales when dealing with road traffic accidents, closure times, co-ordination of the response with highway authorities and other emergency services and the use of screens.

The relevant response is attached for consideration.

We have no further comments on the terms of reference as set out in the inquiry. Although, we would recommend appropriate turnaround times for responses considering the plethora of consultations taking place for organisations at this moment in time.

Yours faithfully

Paul Mason
Station Manager – Staff Officer (ELT)
for **CHIEF FIRE OFFICER**

SOUTH WALES FIRE AND RESCUE SERVICE

RESPONSE TO INQUIRY INTO VALUE FOR MONEY OF MOTORWAY AND TRUNK ROAD INVESTMENT

In relation to your latest correspondence dated 11 March 2015, and your inquiry into Value for Money of Motorway and Trunk Road Investment, please find the following observations from South Wales Fire and Rescue Services Perspective in relation to managing road traffic accidents, details of guidance for Fire Authorities in Wales when dealing with road traffic accidents, closure times, co-ordination of the response with highway authorities and other emergency services and the use of screens. We have no further comments on the terms of reference as set out in the inquiry.

Fire and Rescue Services (FRSs) are considered to be the principal rescue service for Road Traffic Collisions throughout the UK; this would be replicated within Wales.

There are a number of legal and policy documents which set out the role and duties of Fire and Rescue Authorities (FRAs) and FRSs in relation to road traffic collisions.

Legal and Policy considerations

The Fire and Rescue Services Act 2004 sets out the statutory obligations of all FRAs to provide effective emergency response, including a requirement for them to make provision for undertaking rescues from road traffic accidents, and protecting people from harm in the same.

The Programme for Government sets out how the Welsh Government intends to deliver on a renewed set of ambitions that will result in a fairer, safer and more prosperous Wales. The document includes references to the role of the FRSs in helping to achieve these aims, both in terms of their community fire safety activities, and in the arena of road safety. In particular the Programme identifies key vulnerable groups, and talks about the need for the Services to “*Target high-risk road users (motor cyclists, young drivers and vulnerable road users) through a combination of measures including education, engineering and enforcement.*”

Fire and Rescue Service Act 2004 - section 8 as stated below:

8 Road traffic accidents

(1) A fire and rescue authority must make provision for the purpose of—

- (a) rescuing people in the event of road traffic accidents in its area;
- (b) protecting people from serious harm, to the extent that it considers it reasonable to do so, in the event of road traffic accidents in its area.

(2) In making provision under subsection (1) a fire and rescue authority must in particular—

- (a) secure the provision of the personnel, services and equipment necessary efficiently to meet all normal requirements;
- (b) secure the provision of training for personnel;
- (c) make arrangements for dealing with calls for help and for summoning personnel;
- (d) make arrangements for obtaining information needed for the purpose mentioned in subsection (1);
- (e) make arrangements for ensuring that reasonable steps are taken to prevent or limit damage to property resulting from action taken for the purpose mentioned in subsection (1).

In addition, Supplementary Powers in the event of emergency include:

44. Powers of fire-fighters etc in an emergency etc

(1) An employee of a fire and rescue authority who is authorised in writing by the authority for the purposes of this section may do anything he reasonably believes to be necessary—

- (a) if he reasonably believes a fire to have broken out or to be about to break out, for the purpose of extinguishing or preventing the fire or protecting life or property;
- (b) if he reasonably believes a road traffic accident to have occurred, for the purpose of rescuing people or protecting them from serious harm;
- (c) if he reasonably believes an emergency of another kind to have occurred, for the purpose of discharging any function conferred on the fire and rescue authority in relation to the emergency;
- (d) for the purpose of preventing or limiting damage to property resulting from action taken as mentioned in paragraph (a), (b) or (c).

(2) In particular, an employee of a fire and rescue authority who is authorised as mentioned in subsection (1) may under that subsection—

- (a) enter premises or a place, by force if necessary, without the consent of the owner or occupier of the premises or place;
- (b) move or break into a vehicle without the consent of its owner;
- (c) close a highway;
- (d) stop and regulate traffic;

Command and Control of Incidents

In view of the above legislation Fire and Rescue Services would have primacy for any rescues and or extrications of casualties from a Road Traffic Collision (RTC). Police would retain overall responsibility for Road Traffic Law & Investigation and the Ambulance responsible for primary casualty care at such incidents.

The Incident Command System (ICS) constitutes the doctrine of the Fire and Rescue Services in the context of operational incident management, leadership and the functional control processes that flow from it.

The ICS is the recognised “nationwide safe and effective system for managing operations”. It represents the key elements of effective incident command in three functional areas:

- Organisation on the Incident ground
- Incident Risk Management
- Command Competence

Cordons are employed as an effective method of controlling resources and maintaining safety on the incident ground. The incident commander must consider the safety of fire-fighters, the public, members of other emergency services and voluntary agencies attending. However, it must be noted that overall responsibility for the health and safety of personnel working within the inner cordon remains with the individual agencies. Such agencies should ensure that personnel arriving at the scene have appropriate PPE and are adequately trained and briefed for the work they are to undertake within the cordon.

Fire and Rescue Services are trained and equipped to manage gateways into the inner cordon, therefore it is important that local planning and exercising is conducted to ensure misunderstandings about roles and responsibilities do not occur during an incident.

This has been enhanced further through the Joint Emergency Services Interoperability Principles (JESIP) training. The focus for JESIP is primarily the operational response in the initial stages of a major or complex incident of:

- Police Services
- Fire and Rescue Services
- Ambulance Services

The clarity that JESIP aims to bring to the operational commanders at the scene will make the integration of the activities of wider responders, easier and more beneficial for all.

The JESIP Joint Doctrine aims to define what the operational and tactical commanders from police, fire and ambulance will do on the scene during the initial stages of a major or complex incident. All relevant staff within police, fire and ambulance services will receive appropriate training in the JESIP Joint Doctrine.

At local level, Local Resilience Forums (LRFs) co-ordinate the planning and multi-agency response to emergencies and civil unrest. These forums are made up of representation from the local authority, local police, fire and ambulance services as well as other Category 1 & 2 responders and government agencies.

Training and co-ordination at local level is paramount to ensure any changes through motorway and trunk road investment enable improved service delivery of emergency response and traffic management functions. Hence co-ordination of response with highway authorities and other emergency services is the key to success in the most expedient way. With this in mind it is prudent Highway Agency personnel and other responders are kept up to date with any changes to existing protocols and engage in frequent dialog with other emergency responders to ensure protocols and procedures remain fit for purpose. A further consideration here would be to enhance the communication protocols between such responders to accurately pinpoint the location of any emergency incident, this will ensure responders are provided with precise information as to the incident location, which eliminates confusion, expedites any extrication necessary and reduces the resulting congestion.

The 'golden hour' is a key facet with any extrication of a casualty. This is the time deemed critical in releasing a casualty from an emergency incident. This refers to a time period lasting for one hour following traumatic injury being sustained by a casualty or medical emergency, during which there is the highest likelihood that prompt medical treatment will prevent death. It is well established that the patient's chances of survival are greatest if they receive care within a short period of time after a severe injury.

Closure Times and use of Screens

It is appreciated that transport is at the heart of life in Wales, with other services dependent on it in one way shape or form, with transport being an essential part of the thriving economy and on the day to day activities of people's lives. Efficient and effective road networks are crucial for the economy in Wales. However, during any incident involving a RTC on the road networks the priority for emergency services is the Health, Safety & Welfare of its personnel. Such safe systems of work maintain compliance with the H&S at Work Act, Management of Health and Safety etc to name but a few. Therefore, whilst additional pressures are put on the Police and Highways agencies to re-open motorway lanes and other trunk roads, the safety of emergency workers is vital.

Communication is key to ensuring a smooth transition before, during and following incidents so that appropriate diversionary opportunities can be scoped, implemented and or considered.

Every frontline appliance within South Wales Fire and Rescue Service area is equipped with state of the art cutting and extrication equipment. In addition to the equipment on each frontline appliance, six specialist Rescue tenders are strategically located throughout the arterial routes providing enhanced RTC capabilities.

Every firefighter is trained to high standard in RTC extrication to deal with the diverse demands such an incident may place onto the service and or individual.

We would agree that the trunk road networks in Wales provides critical connectivity to many communities and an efficient and effective motorway and trunk road network has an important role to play in supporting the Welsh economy enabling access across Wales as a whole. Although, the pinch points throughout South Wales on the M4 the Motorway and Trunk Roads are a concern to the emergency services and sometimes hinder the smooth transition of traffic throughout Wales following an incident and at times of peak heavy traffic flow. We supported the introduction of a variable speed limit system in 2011 of the M4 between Junctions 24 and 28 to improve traffic flow in the short term. We note that the system has resulted in a reduction in accidents and welcome this trend. Therefore, any further improvements to the network following the inquiry into the value for money of motorway and trunk road investment would be readily supported.

South Wales Fire and Rescue Service is considered a high performing organization in many facets including Command and Control, RTC training and many other arenas'. Such is the extent of our knowledge, understanding, skills and expertise that we train other Fire and Rescue Services, both in the UK and International and facilitate training for other emergency services on a regular basis. We have worldwide accolade in extrication with our teams winning both national and International competitions.

The use of screens we believe to be subjective in that we have not trialed any such equipment and have not been privy to any reports on the benefits of such. Our experience has shown that extrications are completed as expediently as possible depending on numerous factors such a number of vehicles involved, scope and size of the incident, numbers of persons involved, complexity of incident, daytime / night time, weather conditions etc. Therefore, we would question would screens actually stop other motorist viewing the scene of operations, how big would they need to be, who would carry these screens and how long would they take to arrive at the scene of operations?

Road Safety Education

The Welsh Government (WG) is committed to improving road safety and reducing the number of people killed and seriously injured on trunk roads in South Wales and South Wales Fire and Rescue Service (SWFRS) have a key part to play in supporting WG to achieve this.

In making the people of Wales safer from the dangers of fire and other emergencies, there are three main strands to be addressed – Prevention, Protection and Response. Clearly, preventing fires and other emergencies provides the greatest benefit to the public. Where fires and emergencies occur, their impact should be reduced wherever possible.

As a service SWFRS are cognisant of the high costs involved in re-engineering roads and as such a specialist road safety team guides and manages SWFRS road safety initiatives across the 10 Unitary Authorities served.

Considerable improvement in road safety has been witnessed in recent years and the Welsh Government's recent *Road Safety Framework for Wales* sets out the challenging vision of:

“A continued reduction in the number of people killed and seriously injured on Welsh roads, with the ultimate aspiration of no fatalities”.

The same document proposes the following targets, compared to the average figures for Wales between 2004 and 2008:

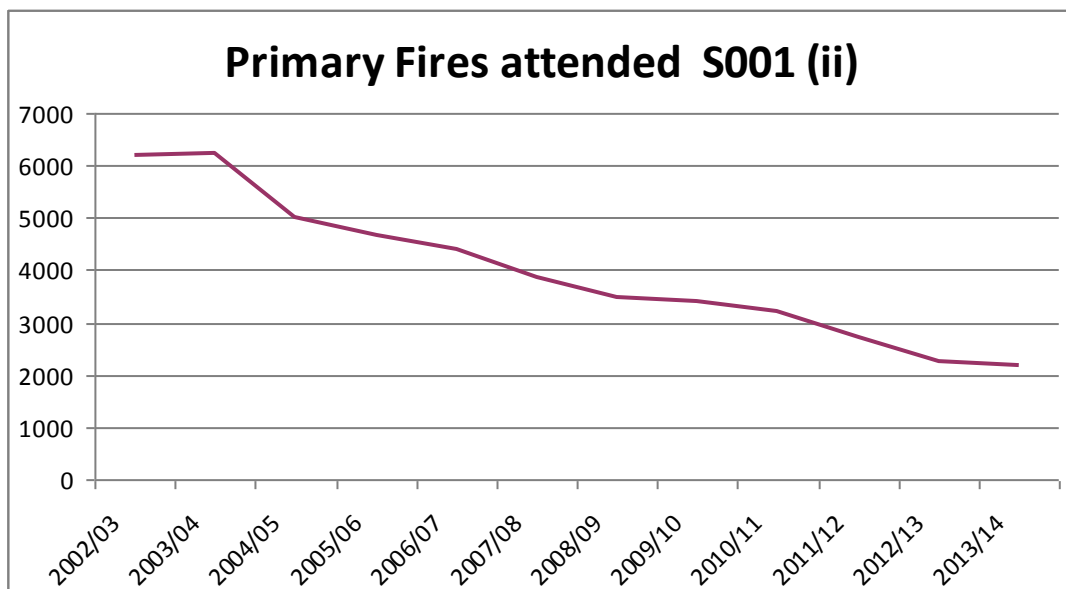
- **A 40% reduction** in the total number of people killed and seriously injured (KSI) on Welsh roads by 2020, meaning 562 fewer killed and seriously injured casualties;
- **A 25% reduction** in the number of motorcyclists killed and seriously injured on Welsh roads by 2020, meaning 64 fewer motorcyclist killed and seriously injured casualties;

- **A 40% reduction** in the number of young people (aged 16-24) killed and seriously injured on Welsh roads by 2020, meaning 139 fewer young people killed and seriously injured casualties.

The Challenge

In order to meet the challenges faced across the principality the 3 Welsh FRS road safety teams have written and are about to publish a *Welsh Fire and Rescue Services Road Safety Strategy 2015 onwards* which sets out how the Welsh FRSs will work to support the achievement of the challenging targets laid out in the *Road Safety Framework for Wales*.

South Wales FRS have seen impressive reductions in the number of fires attended over the last 10 years mainly due to innovative education initiatives both individually as a stand alone service and also by working in partnership with key organizations (see chart below).



The current position and future vision in order to contribute to the reduction of Road Traffic Collisions of all types across South Wales is to replicate this success and work closely with partner agencies in order to achieve the common goals and targets as set out in the *Road Safety Framework for Wales*.

The 3 E's of Road Safety (Education, Enforcement and Engineering) are pivotal to SWFRS work to achieve these targets from firstly an Education perspective by targeting those members of our communities who are most vulnerable on our roads by working in partnership with the Welsh Government and other stakeholders, delivering meaningful road safety initiatives that will make a positive difference and reduce the number of incidents.

SWFRS are key partners in a number of Enforcement initiatives led by our Police partners where SWFRS premises are used as focal points for initiatives.

For further information on these enforcement initiatives and all SWFRS road safety initiatives please see the attached link;

<http://fshqsp:30000/English/yoursafety/Domino/Pages/Home.aspx>

With regard to Engineering solutions SWFRS are key partners in providing statistical data and evidence to a number of all Wales Collaborative Road Safety Groups such as The Welsh Roads Policing Regional Strategic Group with partners Road Safety Wales, ROSPA, DVLA, Brake, WAST, GOSAFE, All 4 Welsh Police Forces, WG (Policy and Road Engineering departments). SWFRS are also standing members of the All Wales Strategic Road Safety Group which includes regional representation from all 22 Unitary Authorities, WLGA, and all the aforementioned partners from the Roads Policing Strategic Group.

By providing data on the number of instances (and severity therein) attended across the many arterial trunk roads throughout the South Wales area we as a Service have contributed evidence which shows that not only do accidents on these major roads cost lives and cause immeasurable human suffering, but they also have a significant economic impact on communities, costing the Welsh/South Wales economy millions of pounds per year in attendance of various agencies, recovery and investigation, in legal proceedings and insurance claims, in repairs to roads and carriageways, in delays to other road users and in lost economic output. The Department for Transport recently estimated that the value to society in preventing fatal road casualties in Great Britain was over £1.6m per death.

Examples of the major “pinch points” on trunk roads within the SWFRS area are:

- The A465 Heads of the Valleys road
- The A470
- The A4232 and Butetown Tunnels
- The M4 corridor and in particular the Brynglas Tunnels

Any incidents on these roads leading to delays/road closures hamper SWFRS response capabilities severely, not only to the incident in question but to any other incidents across the service area such as any type of fire or any of the many special service calls attended by SWFRS due to the impact on the wider road network due to an incident on a major trunk road. This congestion not only impacts on SWFRS but also on any other emergency service attempting to reach an emergency incident.

As previously stated by working with Partner agencies across our service area we have been able to provide data with regard to incidents attended on these routes and also the severity of such incidents.

The ongoing engineering work currently taking place on the A465 has seen a reduction in RTC's attended and will no doubt see a reduction going forward due to the newly engineered solutions being implemented. However it should be noted that SWFRS are only one of many organisations who are contributing to achieving the challenging targets set out in the *Road Safety Framework for Wales*.

In order to best target Education initiatives SWFRS use MAST (Market Analysis Segmentation Tools) which is an online resource for road safety professionals. The unique system provides national collision data for in-depth analysis, and gives insight into the people involved. It accesses data for all road collisions and builds profiles of risk groups in specific areas. This means that resident risk and crash migration can be monitored in ways that were previously impossible. MAST is the first national online tool of its kind, and is helping SWFRS improve and maintain safety standards throughout and across our region. Used in conjunction with our own bespoke data (MAST captures all incidents that have occurred and some of these SWFRS may not have attended) SWFRS are able to provide an accurate reflection of incidents and in particular incident hot spots across South Wales that may require Engineered solutions alongside Education and Enforcement.



Mr Darren Millar AM
Committee Chair
National Assembly for Wales
Public Accounts Committee
Cardiff Bay
Cardiff
CF99 1NA

*Gofynner am/
Please ask for:*

Assistant Chief Fire Officer
R Quin

Rhif Est/Extn. No.

4403

E-bost/E-mail:

r.quin@mawwfire.gov.uk

Fy Nghyf/My Ref:

RQ/MT

Eich Cyf/Your Ref:

Dyddiad/Date:

20 March 2015

Dear Sir

Inquiry into value for money of Motorway and Trunk Road Investment

Thank you for the opportunity to provide views to the above inquiry on behalf of Mid and West Wales Fire and Rescue Service (MAWWFRS). We recognise that for our six constituent authorities to have a dynamic and sustainable economy an important factor is access and connectivity and the effectiveness of the motorways and trunk roads are thus critical in this regard.

MAWWFRS covers approximately 4500square miles of varying trunk road networks from motorway/dual carriageways to rural single carriageways. Single carriageways also vary from heavily wooded sections to high mountain passes and coastal sections and these all present differing challenges for crews responding to road traffic collisions (RTC).

MAWWFRS continues to employ a multi-agency approach to reducing the number killed or seriously injured on the roads. MAWWFRS works in partnership with key stakeholders to educate road users, engage vulnerable groups, and contribute to the wider road safety agenda. MWWFRS also plays a proactive role in facilitating multi-agency data sharing and the development of progressive methods of identifying engineered solutions to these complex issues.

In response to the specific matters, I provide comments as follows:

Guidance for Fire and Rescue Services

The Fire and Rescue Services Act 2004 represented the most significant legislative change in the operation of the Fire and Rescue Service (FRS) in over 50 years. The Fire Services Act 1947 focused on preparing Fire and Rescue Authorities to respond to fires, with no responsibilities or duties placed upon them in relation to RTCs or other emergencies. Over time society's expectations and public demands have resulted in the role of the FRS evolving and changing and the 2004 Act sets out a much broader range of statutory duties.

In particular, the new Act recognised that the FRS is a primary rescue service at RTCs and Part 2, section 8, of the Act places a statutory duty on FRS to prepare for rescuing people from RTCs.

This recognition reflects the increasing workload on FRS, partly attributable to their attendance at RTCs. The statutory changes also reflected the contribution made by Fire and Rescue Authorities over the years to ensure that FRS were able to assist and effect an efficient extrication of casualties even though at the time there was no statutory duty to do so.

The FRS therefore has a key role to play with our partners in preventing RTCs and the resultant damage to human life, in the same way as it does to reduce fire related deaths and injuries, engineering and investment in the road transport network is critical to this. The operational and tactical guidance for dealing with RTCs is both detailed and technical, identifying the associated risks and procedures for crews attending incidents of RTC. The strategic guidance however is less so and projects such as the multi-agency CLEAR initiative which is a joint initiative between the Department for Transport (DfT), Highways Agency (HA), Association of Chief Police Officers (ACPO), Chief Fire Officers Association (CFOA) and Association of Ambulance Chief Executives (AACE) in England has to date not been pursued in Wales.

The initiative included objectives to implement measures, including the use of innovative laser scanning equipment, to reduce congestion and costs associated with motorway closures following incidents.

Impact of road traffic collisions

Whilst the impact of any RTC on the immediate road network is usually clearly visible to all, it must be considered, particularly in the rural areas of the country the impact that occurs on the surrounding network.

The roads that serve as the diversionary routes off the main trunk road are often of very little classification and often become gridlocked due to lack of passing spaces for large heavy goods vehicles (HGV) and public service vehicles (PSV). This can be problematic for emergency services attempting to respond to other calls in the area. It may be considered that an element of investment into pre-emptive work in the area of diversionary routes, enabling swifter implementation of the routes may be better than a continual reactive response to such occurrences.

Road traffic collisions do not have a single cause. They result from a number of contributory factors that combine in a way that leads to a road user failing to cope in a particular situation. Road safety directly involves all road users, whether on foot or in a vehicle and the impact of road traffic collisions can cause immense human suffering and distress.

The approach to accident management

Various documents, policies and procedures remind practitioners of the requirement to gather, preserve and secure evidence at the scene of collisions whilst always being mindful of the economic, social and other impacts of protracted road closures and of the need for the police, Highways Agency and others to properly 'inform' those affected by a closure.

The CLEAR programme in England claims to have been successful in embedding an understanding of the importance of free flow on the strategic road network, recognising the need to balance evidence gathering with reopening roads and it has brought Government closer to the motorway responders and other partner agencies who have responsibilities in this area.

Co-ordination of response

Whilst there is a good tactical understanding at the scene of an RTC about the roles and responsibilities of the emergency services in responding to and managing serious incidents, the effective 'choreography' and 'combination' of the assets, capabilities and resources of multiple partners on scene is based on the foundation set by the JESIP programme.

The structured programme of work to over 100 organisations ran until September 2014 and had a number of strategic objectives as laid out below:

- To establish joint interoperability principles and ways of working (joint doctrine)
- To develop greater understanding of roles, responsibilities and capabilities amongst tri-service responders
- To improve communication, information sharing and mobilisation procedures between services including their control rooms
- To implement a training strategy for all levels of command
- To implement a joint testing and exercising strategy for all levels of command to ensure lessons identified progress into learning and procedural change

Whilst not specific to RTCs and applicable to all multi-agency serious incidents the impact of JESIP will be to provide a consistent joint emergency services response to incidents wherever the incident may take place across the country. Notably though the JESIP programme does not include any agencies outside that of the tri-services, particularly with regard to the trunk road networks, the absence of the Welsh Government's Transport Officers in the multi-agency learning that is taken from the programme.

Police, Fire and Ambulance Services are trained in the application of joint command decision and assessment models. They now better understand the roles and responsibilities of their peers in each service which leads to a coherent and commonly understood way of working. Debriefs which are held immediately after an incident also offer learning opportunities and the potential to escalate the debrief process to a multi-agency formal process should the need arise.

Workshops such as those run via the JESIP programme, which include "Table Top" joint training exercises to test hypothetical scenarios to tease out best practice are always beneficial in harmonising any multi-agency response at live incidents.

Use of Screens

Incident screens, which aim to help reduce the impact of 'rubbernecking' by screening off an incident, were deployed seven times during the Olympic period on behalf of the Highways Agency. Incident screens have been introduced by the Traffic Officer Service in England with the first phase rolled out during 2013.

The screens were however first introduced in England during early 2012 but there is little empirical evidence available to support the premise that this approach has a significant beneficial effect in improving traffic flow and reducing further accidents in and around the scene. Whilst it is accepted that the screens will obscure the scene of operations any additional positive gain, such as reducing 'rubbernecking' and ensuring that the flow of

traffic keeps moving is debatable and requires further research to support either way. This measure is critical for the Welsh economy as even small reductions in the traffic build up can have a significant effect for the economy.

It can be argued that the slow-down on the opposing side of the carriageway happens when approaching drivers see any activity, particularly a mass of blue lights ahead and thus reduce their speed accordingly. Often from a distance it is not always even possible to identify on which side of the motorway the problem lies. This has a cumulative effect of reducing the average speed, which then may indeed be exacerbated by everyone having a good look. It again could be argued that it is a natural reaction to slow when blue lights are seen, as they generally indicate a potentially hazardous situation.

The information is provided in a non-biased form and I hope that the Committee are able to find some of the points beneficial to the inquiry into value for money and trunk road investment.

Yours faithfully

A handwritten signature in black ink, appearing to read 'R Quin', with a long horizontal flourish extending to the right.

R Quin
Director of Risk

Llywodraeth Cymru
Welsh Government

Police Liaison Unit Welsh Government, Cathays Park

Protective Marking:	NOT PROTECTIVELY MARKED
Author:	Collated by Inspector Mark Davies, Police Liaison- on behalf of all four welsh police forces
Title:	Welsh Police Response into Inquiry into value for money of Motorway and Trunk Road Investment
Version:	V2
Summary:	Please see attached a written response to the Public Accounts Committee looking into the value for money of Motorway and Trunk Road Investment
Circulation list:	leanne.hatcher@assembly.wales
Authorised by:	Chief Superintendent Alun Thomas
Date sent:	20 th March 2015

Subject: Inquiry into value for money of Motorway and Trunk Road Investment

Dear Public Accounts Committee,

Thank you for the opportunity for the Welsh police forces to provide you with a response on your inquiry into the value for money of Motorway and Trunk Road Investment.

We have restricted our response to the areas that directly relate to police involvement with the Trunk Roads and therefore have focused on the penultimate paragraph of your letter.

Managing road traffic accidents

A recent review of the working practices of SWTRA/ NMWTRA route stewards who attend scenes of fatalities or serious injury on the strategic road network has been carried out. Instruction has gone out to the four Welsh police forces for early discussion between the police at scene and route stewards, so that damage to the road surface and/or associated road furniture can be assessed at an early stage, allowing the stewards to make the necessary arrangements and not further delay the opening of the road.

For any major incident/ collision on the M4/A55 the respective police forces for that area will send a police liaison to the relevant traffic management centre so that the incident can be managed effectively, an example being the recent bus crash on the M4 at junction 33.



Llywodraeth Cymru
Welsh Government

We would like to make note that the 'Police Authorities' mentioned in your letter have been replaced by Police and Crime Commissioners.

We thank you again for the opportunity to contribute to the Public Accounts Committee inquiry into the value for money of Motorway and Trunk Road Investment, and hope this response will be useful to you.

Yours Sincerely
Alun Thomas
Chief Superintendent



Gwasanaeth Tân ac Achub
Fire and Rescue Service

Simon A Smith
Prif Swyddog Tân / Chief Fire Officer

20 March 2015 Y Pwyllgor Cyfrifon Cyhoeddus
Ymchwiliad i werth am arian Buddsoddi mewn Traffyrdd a Chefnffyrdd
MTRI 22 – Gwasanaeth Tân ac Achub Gogledd Cymru

Darren Millar AM
Committee Chair
Public Accounts Committee
Cardiff Bay
Cardiff
CF99 1NA

Dear Mr Millar

Inquiry into value for money of Motorway and Trunk Road Investment

Chief Fire Officer, Simon Smith has asked me as the Head of Operational Service Delivery to respond to your letter of 11 March 2015 on his behalf.

In respect of the above inquiry, the Terms of Reference stated in your letter appear to be broad enough to consider all of the issues and options available to ensure effectiveness and value for money. The North Wales Fire and Rescue Service has no further comment to make on this area.

In response to your query regarding the Service's approach to managing road traffic accidents I can confirm that all road traffic collisions attended by North Wales Fire and Rescue Service are done so with the nearest available resource to ensure that any casualties can be released in the shortest timeframe. Road traffic incidents that we attend are notified to us via the 999 emergency lines and by our partners in the Welsh Ambulance Service and the North Wales Police. Where notification comes from our partners in North Wales Police, this is done so at a very early stage due to the co-location of our Services in the Joint Control Centre at Crud Y Dderwen, St Asaph.

Where we attend incidents that involve the closure of the road, the Service is already in an informed position due to being on scene, which allows the routing of other appliances around the affected area to attend other incidents. This is carried out through direction from our main Control room.

The Service is not required to attend all road traffic collisions and where these result in the closure of a road, on these occasions the Service is informed by the North Wales Trunk Road Agency for the main A55 and the Local Authorities for minor roads. This enables the Service to instigate diversions should there be a requirement to mobilise an appliance elsewhere.

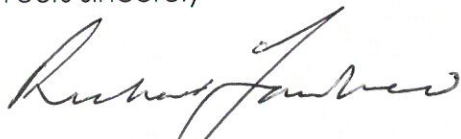
Whilst on scene and dealing with road traffic collisions, North Wales Fire and Rescue Service work closely with all partners to ensure that all actions are undertaken as efficiently as possible in regards to casualty extrication, making the vehicle safe and extinguishing fires. Where possible, crews utilise equipment on appliances to inhibit the view of the scene from passing motorists. Large salvage sheets are used for this purpose and generally cover the immediate sensitive area of the incident. The ability to screen off the whole area is unachievable by the Fire and Rescue Service and no specific equipment is provided for this.

Continued.....

The Service has a statutory duty to respond to road traffic collisions under Section 8 of the Fire and Rescue Services Act 2004, and responds in line with the guidance set within the *Fire and Rescue Service Manual, Volume 2, Fire Service Operations, Incidents Involving Rescue from Road Vehicles* (HM Fire Service Inspectorate Publications Section, TSO, 2007).

If you require any further information please contact me.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Richard Fairhead', written in a cursive style.

Richard Fairhead
Assistant Chief Fire Officer