Item No: 6	Classification: OPEN	<b>Date:</b> 14/06/04	Meeting Name: Overview & Scrutiny Committee	
Report Title:		Regeneration & Transport Scrutiny Sub-Committee – Highways Best Value Review – Scrutiny Review		
Ward(s) or Group affected:		All Wards		
From:		Regeneration & Transport Scrutiny Sub-Committee [24/05//04]		

#### RECOMMENDATION

- 1. That Overview & Scrutiny Committee considers the recommendations developed by the Regeneration & Transport Scrutiny Sub-Committee scrutiny inquiry concerning the Highways Best Value Review and Best Value Inspection, i.e..
  - *i)* That the Highways Infrastructure Service Group ensure that the community is consulted over the Highways Infrastructure Improvement Plan;
  - *ii)* That the Housing Department increase its communication with the Highways Infrastructure Group.

### **BACKGROUND INFORMATION**

- 2. The Executive agreed the vision for the future of the highway infrastructure service in January 2003 and in February the service was subject of a Best Value Inspection (BVI).
- 3. In May 2003 the BVI published their report in which they concluded that the Highways and Infrastructure service was a "fair" service but with uncertain prospects for improvement.
- 4. The Inspectors concern was primarily that the Service Improvement Plan does not address how additional capital resources will be secured for the service to improve the condition of the local roads, which form the majority of roads in the Borough and are a user priority.
- 5. Finance & Economic Development (F&ED) Scrutiny Sub-Committee raised concerns with highways and infrastructure during its consideration of the Audit Commission Annual Letter in March and April 2004. Upon viewing the Highways and Infrastructure Inspection Report, the Sub-Committee were of the view that the inspection report gave rise to considerably greater concern than was expressed in the summary on page 7 of the Audit Commission Annual Letter. Principal concerns were:
  - the poor state of maintenance of those highways for which the Council is responsible,
  - the lack of dedicated capital resources for the purpose, and
  - excessive reliance on short term measures.

- F&ED Scrutiny Sub-Committee expressed concern that there was no evidence of Executive consideration of this matter since 28 January 2003 when it considered the Best Value Review of Highway Maintenance, and that the Scrutiny function last addressed this matter on 11 March 2003 (Transport & Environment Scrutiny Sub-Committee). F&ED further noted that poor morale among staff was apparent.
- F&ED Scrutiny Sub-Committee recommended to Overview & Scrutiny Committee that the Executive give urgent attention to the outcome of their decision of 28 January 2003 and to the recommendations of the Audit Commission Inspection Report May 2003. Overview & Scrutiny Committee endorsed the recommendation on 6 May 2004.
- 8. Regeneration & Transport Scrutiny Sub-Committee picked up this issue and conducted a scrutiny at its meeting 24 May 2004. Des Waters provided evidence to the Committee of an action plan for improvement, a copy of which is attached at Appendix A.

# **KEY ISSUES FOR CONSIDERATION**

9. None

### **LEGAL & FINANCIAL IMPLICATIONS**

10. None.

# **BACKGROUND DOCUMENTS**

Background Papers	Held At	Contact
Overview & Scrutiny Committee –	Scrutiny Team, Rm 3.16	Stephanie Dunstan
Agenda and Minutes	Southwark Town Hall	T: 020 7525 7231
	Peckham Road	Or
	London SE5 8UB	Lucas Lundgren
		T: 0207 525 7224
		Scrutiny Team

### AUDIT TRAIL

Lead Officer/	Shelley Burke, Head of Overview & Scrutiny			
Report Author	Stephanie Dunstan	Stephanie Dunstan, Scrutiny Team		
Version	Final	Final		
Dated	Friday 28 <sup>th</sup> May 200	Friday 28 <sup>th</sup> May 2004		
CONSULTA	CONSULTATION WITH OTHER OFFICERS / DIRECTORATES /			
EXECUTIVE MEMBER				
Officer Title Comments Sought Comments included				
Borough Solicitor & Secretary No No			No	
Chief Finance Offic	er	No	No	

# **APPENDIX A:**

# Highway Infrastructure Improvement Plan 2004-2006

ISSUE 1 Adopt a Corporate Street Design Strategy

Action Lead Responsibility	Performance Measures /Targets	Milestones	Update March 2004
<ol> <li>Produce a street scene management strategy.</li> <li>Des Waters</li> </ol>	Strategy agreed by Executive September 2004.	<ul> <li>Consultation with stakeholders complete by March 2004.</li> <li>Consult with UDP Unit by April 2004.</li> <li>Complete the review of best practice by May 2004.</li> <li>Draft strategy produced by May 2004.</li> <li>2<sup>nd</sup> phase of consultation to test strategy completed by July 2004.</li> <li>Consult with Members, August 2004.</li> </ul>	<b>Ongoing</b> – Asset Management Plan in preparation in accordance with forthcoming legislation
<ul><li>2. Raise design expertise in the Council.</li><li>Mike O'Callaghan.</li></ul>	All staff within Highways and relevant Departments to be trained by December 2004.	<ul> <li>Training programme agreed by May 2004.</li> <li>Approval by CABE /Living Streets July 2004.</li> <li>Commence programme August 2004.</li> </ul>	<b>Ongoing</b> – training sessions held & site audits with CABE undertaken

Action	Performance Measures /Targets	Milestones	Update March 2004
Lead Responsibility			
<ul><li>3. Improve the co-ordination of capital and maintenance works across the borough.</li><li>Mike O' Callaghan.</li></ul>	Web based database for projects established by April 2004.	<ul> <li>Project team set up by December 2003.</li> <li>Project plan agreed January 2004.</li> <li>Costed options by January 2004.</li> <li>Database loaded onto website April 2004.</li> </ul>	New Approach – Signed up as a pilot with TfL London Works initiative
4. Develop a detailed asset management plan to focus priorities for investment and to support a capital bidding strategy.	Asset management plan agreed by Director	• March 2004	Ongoing – Asset Management Plan in preparation in accordance with forthcoming legislation
<ol> <li>Improve standards of Street scene maintenance.</li> <li>Mike O'Callaghan.</li> </ol>	The number of main road clutter and street furniture reviews undertaken by March 2004.	<ul> <li>Audit of recently completed schemes by February 2004.</li> <li>Priority list of locations by July 2004.</li> </ul>	New approach – Clutter issues tackled in the F@S signage project. Also audits of completed works carried out & further review in progress.
<ul><li>6. Improved enforcement against illegal activities on the street scene.</li><li>Phil Davies.</li></ul>	The number of enforcement actions taken for fly posting / unauthorised advertising etc. Target = 25 by March 2004.	<ul> <li>Identify high risk areas between April 2003- June 2004.</li> <li>Agree areas with members in July 2003.</li> <li>Review priority areas every 6 months.</li> </ul>	<b>Ongoing</b> - Enforcement details from Waste

# ISSUE 2 Strengthen Management Co-Ordination

Action Lead Responsibility	Performance Measures /Targets	Milestones	Update March 2004
<ol> <li>Appoint the Director of Environment and Leisure Department as 'Street Champion', with the Executive Member – Councillor Richard Thomas leading for Councillors.</li> </ol>	Launched by April 2004	• Communication and marketing plan completed by January 2004.	Completed
2. Relaunch the role of the Streetscene Infra-structure Group and their role as 'guardians of the Streetscene'.		• Three month review to ensure all publicity and staff messages reflect new image, then ongoing.	<b>In Progress</b> – cannot be completed until reorganisation 04 is finalised
Des Waters.			
3. Decide how it will deliver this service in the future, including formalising more integrated working across highways and housing.			<b>No Action</b> – dialogue with Housing has not been forthcoming

Action Lead Responsibility	Performance Measures /Targets	Milestones	Update March 2004
<ul> <li>4. Single line project management established for street scene project works, reducing duplicity of tasks and increasing accountability.</li> <li>Des Waters.</li> </ul>	By May 2004.	<ul> <li>Project team plan established and agreed by January 2004.</li> <li>New project management arrangements reflected in key documents and members notified by May 2004.</li> </ul>	<b>Ongoing</b> – Project Management has been rationalised in SSIG - full single line project management cannot be implemented until reorganisation 04 has been completed.
<ul> <li>5. Establish a web-based status directory for all projects that includes 'type talk facility' to assist users whose understanding of English is limited. See Issue 1, Action 3.</li> <li>Mike O'Callaghan.</li> </ul>	By April 2004.	<ul> <li>BSP funding broken down and allocated to projects completed by April 2004.</li> <li>Ditto revenue and other capital allocation.</li> <li>Design of website completed and projects/contact details etc loaded.</li> <li>Launch with key stakeholders –utilities, Traffic section and TFL and move towards a shared database of activity by April 2004.</li> </ul>	Completed – projects identified for 04/05 Ongoing – resources currently being allocated to available capital New Approach – Signed up as a pilot with TfL London Works initiative New Approach – Signed up as a pilot with TfL London Works initiative
6. Introduce a decision making audit trail for the works programmes.	By September 2004.	<ul> <li>Draft QA processes &amp; protocols agreed by May 2004.</li> <li>Tested on 2 major projects by July 2004.</li> </ul>	<b>Ongoing</b> – audit trails in place on all traffic management projects Ongoing

Performance Measures /Targets	Milestones	Update March 2004
		Ongoing – working with new finance manager
By April 2004.	<ul> <li>Draft proposals by Feb 2004.</li> <li>Internal consultation with relevant internal departments completed by April 2004.</li> </ul>	Ongoing
By April 2004.	<ul> <li>All Service requests via call centre by Jan 2003.</li> <li>Status reports logged on Website by Feb 2004 for customer access.</li> <li>Train inspectors in raising works orders by Feb 2004.</li> </ul>	New approach
	By April 2004.	By April 2004.       • Draft proposals by Feb 2004.         • Internal consultation with relevant internal departments completed by April 2004.         By April 2004.         • All Service requests via call centre by Jan 2003.         • Status reports logged on Website by Feb 2004 for customer access.         • Train inspectors in raising works orders

### ISSUE 3 Introduce a Programme of Improvements to the Street scene

Action Lead Responsibility	Performance Measures /Targets	Milestones	Update March 2004
1. Preparation of bid for additional resources to deliver sustained improvement in highways infrastructure and commit the additional long-term funding to improve non- principal roads.	Growth bid prepared for additional capital expenditure as part of Budget making process for 2004-6	• Growth bids prepared September 2003	<b>Completed</b> - £2.6m awarded for 04/05
2. Evaluate two recently completed projects (Dunton Road & Grange Road) to assess clutter and learn lessons (to be done in conjunction with Living Streets and/or CABE).	Key lessons learnt and potential for savings from getting design right 1 <sup>st</sup> time.	<ul> <li>Audit /evaluation completed by Feb 2004.</li> <li>Lessons learnt incorporated into training (see 1.2) and staff briefings (see 3.2)</li> </ul>	<b>Completed</b> – in conjunction with CABE, results less than positive from CABE
Mike O'Callaghan			

Action Lead Responsibility	Performance Measures /Targets	Milestones	Update March 2004
3. Promote the use of better public communication signage by contractors, the utilities and TFL so that the public know the type of works and the likely period of disruption, and have a telephone number/named contact.	By April 2004 adoption of standard form of signage.	<ul> <li>Identify Best Practice across the country by May 2004.</li> <li>Adoption by Council contractors by July 2004.</li> <li>Negotiations with TFL and Utilities by Sept 2004</li> </ul>	Ongoing
Mike O'Callaghan.			
4. Raise the awareness of staff and other stakeholders about the importance of good design applied to the street scene.	See issue 1 Point 2.	<ul> <li>Staff consultation December 2002.</li> <li>Formal staff launch February 2004.</li> <li>Regular staff meetings for the 1<sup>st</sup> 6 months then 6 monthly.</li> </ul>	Ongoing
Mike O'Callaghan		<ul> <li>Yearly stakeholder conference to include CABE to discuss progress and raise the profile of the strategy.</li> </ul>	

Action Lead Responsibility	Performance Measures /Targets	Milestones	Update March 2004
<ol> <li>Introduce local performance indicators that reflect key issues of concern and raise standards.</li> <li>John Williamson.</li> </ol>	Where possible set up CONFIRM benchmarking clubs to measure Local PI's. Commence PI's locally in April 2004 and through CONFIRM September 2004.	<ul> <li>Meet with Group Units to ID PI's by February 2004.</li> <li>Consult with users by April 2004.</li> <li>Present PI's at CONFIRM user group meetings by June 2004.</li> </ul>	<b>Ongoing</b> - a number of LPI's introduced, more being formulated & will be incorporated into new term contract
6. Introduce a targeted approach to visually prominent locations and produce comprehensive visual amenity plans for implementation subject to available resources.	Production of a 5 year plan. Five locations to be completed by March 2004.	• Locations identified by July 2004.	<b>No action</b> –funding not available to date
<ul> <li>Project Managers.</li> <li>6. Commence visual amenity audits of the principal road network. Produce and implement a three-year improvement plan that includes both short-term measures to reduce clutter as well as achieved wider improvements.</li> </ul>	The number of audits undertaken. The number of improvement plans agreed. The number of main road clutter and street furniture reviews undertaken by March 2004.	<ul> <li>Initial assessment of all main highways April 2004-June 2004.</li> <li>Priority list agreed by Members in July 2004.</li> <li>Programme of phased improvements commenced Sept 2004 and on-going until 2006.</li> </ul>	No action –funding not available to date

Action Lead Responsibility	Performance Measures /Targets	Milestones	Update March 2004
<ul> <li>7. In conjunction with the Traffic Team assess the impact of congestion charging and additional CPZ's on the wider streetscene and specifically the maintenance issues that arise.</li> <li>Mike O'Callaghan</li> </ul>	<i>Revised maintenance requirements</i> Impact on communities Revenue generated	<ul> <li>Impact assessment on streetscene and both principal and non principal network February 2004.</li> <li>Joint report to Members including details of revenues generated and investment requirements by May 2004.</li> </ul>	No longer relevant

# ISSUE FOUR Promoting Community & User Involvement

Action Lead Responsibility	Performance Measures /Targets	Milestones	Update March 2004
<ol> <li>Consult the community over the Best Value document.</li> <li>Des Waters.</li> </ol>	By January 2004.	<ul> <li>Stakeholder event 27/11/02.</li> <li>Local PI Consultation with users by April 2004.</li> </ul>	No Action
<ul><li>2. Consult the community over the forthcoming street scene management strategy.</li><li>Mike O'Callaghan.</li></ul>	1 <sup>st</sup> Meeting completed by July 2004.	• Establish and meet with street user group on ¼ basis.	<b>Ongoing</b> – asset management & street scene strategy being prepared
<ul> <li>3. Establish street user group(s) that reflect the main interest groups in Southwark.</li> <li>Mike O'Callaghan.</li> </ul>	By May 2004.	• Establish and meet with street user group on ¼ basis.	No action

Performance Measures /Targets	Milestones	Update March 2004
By April 2004.	• Draft document detailing arrangements available in March 2004.	<b>Ongoing</b> – draft principals established
	•	<b>Ongoing</b> - a number of LPI's introduced, more being formulated & will be incorporated into new term contract
Options appraisal by July 2004.	• Assess examples from other localities by June 2004.	<b>Ongoing</b> – preliminary work on BID's carried out
	By April 2004.	By April 2004.       • Draft document detailing arrangements available in March 2004.         2004.       •         Options appraisal by July 2004.       • Assess examples from other localities

Action Lead Responsibility	Performance Measures /Targets	Milestones	Update March 2004
<ul> <li>7. Communicate to the public the operational responsibilities that Transport For London and the London Borough of Southwark have for the management of the Principal road network.</li> <li>John Williamson.</li> </ul>	By September 2004.	<ul> <li>Agree protocol, re, exchange of information with TfL.</li> <li>Advertisements in Southwark Life.</li> <li>Information on the Council's web site.</li> <li>Information in public buildings, including colour coding for partially sighted.</li> </ul>	Ongoing
<ol> <li>8. Improve customer access to the service via the Environmental Contact Centre.</li> <li>9. Ensure learning from the environmental call centre pilot feeds through to delivery of the corporate customer contact programme.</li> <li>Des Waters.</li> </ol>	95% of service requests and service interaction to be handled via the call centre by March 2004.	• Launch of the Environmental call centre.	Ongoing – reservations expressed over effectiveness of Call Centre Ongoing

ISSUE FIVE	Improve the Performance of the Current Services
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Action Lead Responsibility	Performance Measures /Targets	Milestones	Update March 2004
<ol> <li>LH 20 (Formally BVPI 98); Percentage of streetlights, not working as planned.</li> <li>Des Waters.</li> </ol>	Improve by 0.2% to achieve the London top quartile by March 2005.	<ul> <li>Restructuring the group.</li> <li>Integrating the lighting client team with the in-house street lighting contractor.</li> <li>Visit Boroughs with high standards and low costs e.g. by January 2004.</li> </ul>	No longer relevant
<ol> <li>2. LH 21 (BVPI 95); Average cost of a working streetlight.</li> <li>Des Waters.</li> </ol>	Reduce costs by 2% (£1.51) per unit by April 2004 and by approximately a further £19.00 to achieve London top quartile by March 2005.	<ul> <li>Restructuring the group.</li> <li>Integrate the lighting client team with the in-house street lighting contractor to reduce costs by £1.55 per unit (£21k in total)</li> <li>Establish a quality circle for client &amp; contractor staff to identify the reasons for high costs. Visit Merton and Wandsworth, who are top performers on both cost and quality, by April 2004.</li> </ul>	No longer relevant

Action Lead Responsibility	Performance Measures /Targets	Milestones	Update March 2004
3. BVPI 96 – Percentage of principal roads where repairs/renewals to prolong life should be considered.	Achieve London top quartile by April 2005.	• Obtain maximum funding from Borough Spending Plan.	<b>Ongoing</b> – maximum funding obtained
Roy Hames.			
<ul> <li>BVPI 97a – Percentage of non-principal roads where repairs/renewals to prolong life should be considered.</li> </ul>	Options appraisal for investment contracts to be completed by April 2004.	• <i>Options to the Executive by April 2004.</i>	<b>Ongoing</b> – maximum funding obtained
Mike O'Callaghan.			
5. LH 27 (BVPI 100) – Damage to footway/carriageway repaired in 24 hours.	Achieve London top quartile by April 2004.	• Introduction of hand held computers by April 2004.	Ongoing
Steve Callaghan.			
6. BVPI 100a – The number of days, temporary traffic road closures on traffic sensitive roads caused by local authority roadwork's per km of traffic sensitive road.	intain our current position in the upper quarter of London Authorities.	• Training of staff/ contractors.	Achieved
John Williamson.			

Action Lead Responsibility	Performance Measures /Targets		Milestones	Update March 2004
<ul> <li>7. BVPI 100b – Number of Days of Temporary Traffic Controls or Road Closure on Traffic Sensitive Roads due to Utility Road Works per KM of Traffic Sensitive Road.</li> </ul>	New Best value PI for 2002/2004.	•	Awaiting further guidance from the DETR.	No longer relevant
10. BVPI 165 – The percentage of pedestrian crossings with facilities for disabled people. Roy Hames.	Achieve London top quartile by 2007.	•	Explore the possibility of securing additional funding for this area by April 2004.	<b>Ongoing</b> – funding obtained to achieve upper quartile performance
<ul> <li>BVPI 186a - Percentage of the principal road network where major structural treatment is not considered necessary per kilometre on the principal road network over the past three years.</li> <li>John Williamson.</li> </ul>	New Best value PI for 2002/2004.	•	Awaiting further guidance from the DETR.	<b>Ongoing</b> – maximum funding obtained

Action Lead Responsibility	Performance Measures /Targets	Milestones	Update March 2004
<ul> <li>12. BVPI 186b - Percentage of the non-principal road network where major structural treatment is not considered necessary per kilometre on the non- principal road network over the past three years.</li> <li>John Williamson.</li> </ul>	New Best value PI for 2002/2004.	• Awaiting further guidance from the DETR.	<b>Ongoing</b> – maximum funding obtained
<ul> <li>13. BVPI 187a – The Percentage of Category 1, 1a and 2 road, footways where major treatment is considered necessary.</li> </ul>	New Best value PI for 2002/2004.	• Awaiting further guidance from the DETR.	<b>Ongoing</b> – maximum funding obtained
John Williamson. 14. BVPI 187b – The Percentage of Category 3 and 4 road footways where major treatment is considered necessary. John Williamson.	New Best value PI for 2002/2004.	• Awaiting further guidance from the DETR.	<b>Ongoing</b> – maximum funding obtained

Action Lead Responsibility	Performance Measures /Targets	Milestones	Update March 2004
<ul><li>15. Reduce client overhead costs on maintenance contracts from 22% to 16%.</li><li>Mike O'Callaghan.</li></ul>	By April 2004. Year on year reductions to a base of 10-12%.	• Restructure the group.	<b>Ongoing</b> – fees recalculated to reflect total costs
<ul><li>16. Charge fees against all major works projects.</li><li>Roy Hames.</li></ul>	Increase the % of the costs recovered for the Highway design service.	<ul> <li>85% by March 2004.</li> <li>90% by March 2005.</li> </ul>	In progress
<ul><li>17. Within the street scene design team prepare an investment strategy.</li><li>Des Waters.</li></ul>	Action to be completed by June 2004.	Strategy in place by June 2004.	Ongoing – funding responsibilities now with all Senior Engineers in Engineering Service & written into work plans
<ul><li>18. Increased use of "Rhino" patch repairs.</li><li>Steve Callaghan.</li></ul>	For suitable potholes increase use to 90%-100% By June 2004.	<ul> <li>Increase current usage from 15% to 50% by April 2004.</li> <li>Inclusion of this technique within new 2004 contracts</li> <li>Used by contractors from April 2004</li> </ul>	Achieved

Action Lead Responsibility	Performance Measures /Targets	Milestones	Update March 2004
<ul><li>19. Maximise our re-use of excavated materials.</li><li>Steve Callaghan.</li></ul>	By December 2004. Year on year targets.	• Investigation of storage for excavated material.	Achieved
<ul> <li>20. Improve the effectiveness of the safety inspection regime to drive down insurance costs and act as best practice leader for other sections within the council e.g. Housing.</li> <li>Roger Chambers.</li> </ul>	By April 2004 and then year on year:Reduced number of undefended claims.Reduced total cost to the council within HIG.	<ul> <li>By June 2004 -Refresher training with the Council's insurance section.</li> <li>Lessons learnt incorporated as an option into the general Highway maintenance contracts due to be let April 2004.</li> </ul>	<b>Ongoing</b> – changes in inspection regime – will be further enhanced in new term contract
21. Closer monitoring of Utility companies to ensure safety standards and reinstatement requirements are adhered to, charging for all overstayed licences active prosecution of non payment.	Year on year reduction of overstayed licenses. Increased collection rate for non- payment. Reduced % of reinstatement failures	<ul> <li>By April 2004 reduce the number of days overstayed by X % on 2002.</li> <li>All licenses overstayed to have been invoiced by April 2004.</li> <li>10% of all invoice payments collected by September 2004</li> </ul>	No longer relevant as for as ETON notices are concerned, a full physical inspection programme in place & deb monitoring
Martin Lindley & Roger Chambers.			

# ISSUE SIX Procurement Strategy

Action	Performance Measures /Targets	Milestones	Update March 2004
<ol> <li>Repackage existing term contracts.</li> <li>Mike O'Callaghan.</li> </ol>	New term contracts let April 2004.	<ul> <li>Interviews with the industry and 4 P's. Submit options paper to Executive by February 2004.</li> <li>Follow procurement timeline for award of contract.</li> </ul>	Ongoing
<ol> <li>Merge the highways and parks lighting and hard surface contracts.</li> <li>Mike O'Callaghan.</li> </ol>	New term contracts let April 2004.	• Complete asset surveys by July 2004.	No action
3. Carry out a full feasibility study regarding the merging of highway and housings lighting and hard surface contracts.	September 2004.	• Feasibility Report March 2004.	No action
Des Waters.         4. Raise the term contract values for capital works to industry recommendations.         Mike O'Callaghan.	March 2004.	• Paper to Executive by February 2004.	<b>Completed</b> – agreed by CRB, following report

Action	Performance Measures /Targets	Milestones	Update March 2004
<ul><li>5. Explore the possibility of partnering arrangements.</li><li>Mike O'Callaghan.</li></ul>	New term contracts let April 2004.	• Options paper to Executive by March 2004.	<b>Ongoing</b> – in PID for procurement project
<ul><li>6. Explore the possibility of introducing design and build for standard works.</li><li>Mike O'Callaghan.</li></ul>	New term contracts let April 2004.	<ul> <li>Interviews with the industry.</li> <li>Submit options paper to Executive by March 2004.</li> </ul>	<b>Ongoing</b> – in PID for procurement project
<ul><li>7. Let a Streetscene advertising contract</li><li>Steve Callaghan.</li></ul>	By July 2004 (estimated annual value £80K)	• Interviews with businesses by April 2004	<b>No longer relevant</b> – now being let by EDT