

Transport and Environment Committee

10.00am, Friday, 11 October 2019

Roads Services Improvement Plan Update

Executive/routine Wards Council Commitments	Executive All
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1. Recommendations

- 1.1 It is recommended that Committee:
- 1.1.1 notes the contents of the report and the positive progress made to date; and
 - 1.1.2 agrees that a new redesigned improvement plan is drafted to take account of the progress made to date and the realigned service structure and responsibilities. This new plan will be submitted to Committee for approval by March 2020.

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Executive Director of Place

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Report

Roads Services Improvement Plan Update

2. Executive summary

- 2.1 The report sets out progress that has been made in delivering the outstanding actions contained within the Roads Services Improvement Plan. It also provides an update on changes that have been made to organisational structures and sets out the intention to use the new management team to re-design an updated Improvement Plan to further drive performance.

3. Background

- 3.1 The Roads Services Improvement Plan was approved on [10 August 2017](#) and sets out 36 actions that were required to help move forward the service to deliver a high-quality road network, to ensure road users can freely travel around our network and to protect the overall appearance of the city.
- 3.2 The last update to Committee was [6 December 2018](#).

4. Main report

- 4.1 The Roads Services Improvement Plan is attached in Appendix 1. This shows the summary of actions, with target timescales and expected outcomes.
- 4.2 The following information provides a summary of progress to date on each section within the improvement plan.
- 4.3 To date, 20 actions have been completed, with 15 outstanding and one action cancelled.

Organisational Structure

- 4.4 Significant progress has been made in re-defining the organisational structure within the wider roads and transport service. This has created a structure with greater clarity of focus and that will ensure that there is much more ownership of key issues.
- 4.5 The new structure creates two new distinct service areas, incorporating activities which are currently aligned elsewhere in the structure, alongside Localities and

Strategic Transport service delivery areas. The areas of responsibility for each service, are shown in the table below:

Place Management		Locality	Place Development
Network Management and Enforcement	Roads and Transport Infrastructure	Locality Teams	Strategic Transport
Citywide Road Network Intelligent Traffic Systems Parking and Traffic Regulation Street and Environmental Enforcement	Asset & Performance Contracts, Design, Flooding & Structures Roads Operations Street Lighting & Signage	Locality Improvement Plans and projects	Active Travel & Road Safety Public Transport Major Strategic Projects Development Management

Network Management and Enforcement

- 4.6 The aim of the Network Management and Enforcement Service is to oversee the smooth running of the city’s transport network for all users, no matter the mode of transport. The service will regulate activity and take enforcement action where required. This service also contains the Traffic Signals and Traffic Management teams (Intelligent Traffic Systems) which has the tools and expertise to intervene and manage incidents where required.
- 4.7 This new service area will also be responsible for street/environmental enforcement. By integrating parking enforcement, road works enforcement and street/environmental enforcement) into a single team the Council will have a greater pool of ‘eyes and ears’ to witness or detect offences (or contraventions) and take appropriate action.

Roads and Transport Infrastructure

- 4.8 The Roads and Transport Infrastructure Service has responsibility for maintaining the safety and performance of all of the city’s road and transport assets. This ranges from repairing road defects, maintaining our road drainage network and gritting our roads (Roads Operations), to undertaking safety inspections, developing and implementing investment plans (Asset and Performance), and repairing street lights, lit signs and other signage assets (Street Lighting and Signage) through to undertaking significant design and delivery of capital investment in our roads and structures (Contracts, Design, Flooding and Structures).

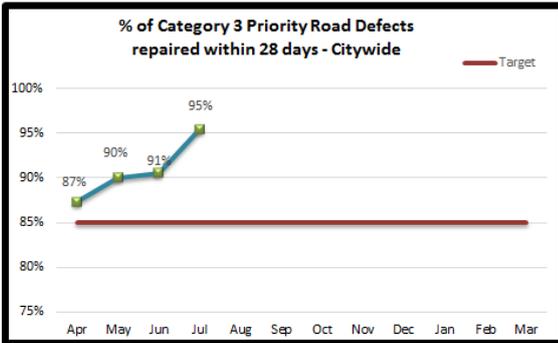
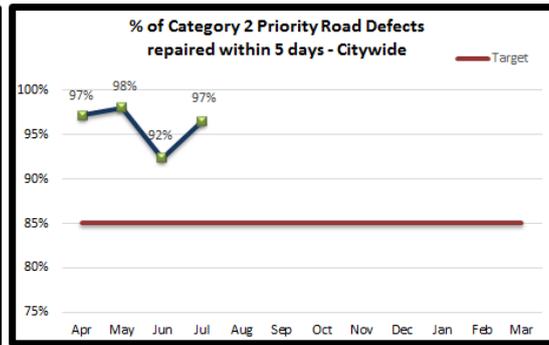
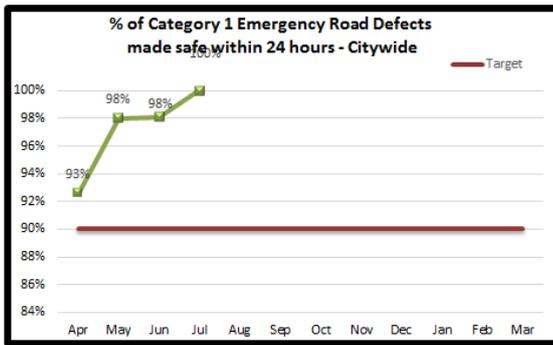
- 4.9 The creation on these new service areas brings in responsibility and resources which have previously been aligned to other parts of the Council, namely Strategic Transport, Localities and Waste and Cleansing.
- 4.10 Local transport and environment teams will remain in place and will be specifically focussed on identifying, defining and delivering local projects that have been prioritised through Locality Improvement Plans, through the use of Neighbourhood Environment Partnership funding and other external sources.
- 4.11 The scope of Strategic Transport service remains on active travel and road safety, public transport and brings in the Development Management activities which were previously managed across both Transport and Planning. This team will continue to work closely with Planning, Housing Investment and Economic Development services to ensure that the growth of the city and the transport network are properly aligned.

Population of the structure

- 4.12 The Senior Manager roles (Tier 3) within Network Management and Enforcement, Roads and Transport Infrastructure and Strategic Transport have all now been filled.
- 4.13 Operational Managers (Tier 4) within each service have also been confirmed. There are four vacant posts at this grade for which interviews will be held shortly.
- 4.14 Over the course of the coming weeks, staff will be matched and assigned into the relevant teams based on their individual preferences, work experience and training.
- 4.15 It is anticipated that all staff movements will have been completed by the end of the calendar year.

Performance Improvements

- 4.16 As has been reported previously to Transport and Environment Committee (in Improvement Plan progress updates and within Capital Investment updates) there have been a number of key performance indicators where improvements have been made. These specifically include:
 - 4.16.1 A significant improvement in the Road Condition Index (RCI). The RCI is calculated as a two-year average and Edinburgh's latest RCI is 33.5%. This is a 2.9% improvement from the previous two-year average figure of 36.4%. This represents the lowest RCI in Edinburgh since 2011/12 and the biggest single year improvement since 2008/09; and
 - 4.16.2 Recent months have also seen improved performance in repairing category one, two and three defects. This is evidenced in the charts below.



- 4.17 At the Transport and Environment Committee on [12 September 2019](#), a new Risk Based Approach to Road Safety Inspections was approved. This new policy, created in line with the national code of practice, changes the timescale for repairing a category three defect from 28 days to 60 days. It is anticipated that this change will allow the Roads Operations team to increase the percentage of repairs of category three defects that are permanent as opposed to temporary make safe repairs.
- 4.18 More recently, improvements have also been made in reducing the backlog of street lighting faults and improving the number of street lighting faults that are repaired within five working days.

Improvement Plan Assurance

- 4.19 As part of the Council's Internal Audit programme, an audit of the Roads Services Improvement Plan was undertaken and completed in August 2019. This audit focussed on the overall assurance of the plan and the wider performance framework across Roads Services.
- 4.20 This audit was reported to Governance, Risk and Best Value Committee on 13 August 2019. Whilst the audit noted several areas of good practice and the improved performance in the service, it did also recommend that the Roads Services Improvement Plan should be reviewed and re-based given the length of time that has passed since the original draft and the better understanding that officers now have of what improvements need to be made.
- 4.21 Officers within the Roads and Transport Infrastructure service, as well as the Head of Place Management, are in agreement with this recommendation and propose to commence work with the wider management team to re-draft a new Improvement

Plan which still carries forward any outstanding actions from the existing version, but also adds additional improvement actions based on the thinking of the new management team and more recent concerns that have been raised by Elected Members (e.g. gully maintenance, road drainage and increasing the number of permanent road repairs).

5. Next steps

- 5.1 As stated in paragraph 4.21, the focus of the management team within Roads and Transport Infrastructure, after finalising the population of the new organisational structure, will be to draft a new Roads Services Improvement Plan. This will focus on all aspects of asset maintenance.
- 5.2 The following actions that remain open from the existing Improvement Plan will be kept open and transferred into the new plan, or replaced if a more effective action can be identified:

Action No.	Action Description
3	Move the ERS budget from being a trading account to a general fund revenue account
5	Retain sufficient resources within localities to progress local road enhancements
6	Review all enquiry types and designate responsible officers/teams for each type of enquiry
7	Work with Customer Service colleagues to improve enquiry handling/resolution
8	Investigate the potential to create a control room operation involving staff from the service, Customer Services and Business Support to ensure appropriate action on issues.
9	Re-align the Roads Inspector function to work alongside the Roads Asset Management Plan
12	Focus on carriageway and footway inspections to ensure they are kept up to date
13	Ensure all squads are properly equipped to carry out permanent first-time repairs wherever possible
16	Allocate resources to repair the large number of defective guardrails across the city

17	Ensure adequate internal capability to properly repair defects on setted streets
21	Review current working patterns to ensure the service delivery is aligned to demand
28	Develop a suite of schedule of rates for the newly established Road Operations service
31	Develop a system to integrate road inspection data with RAMP data to inform optimal investment in our road asset
35	Following market testing and benchmarking, if appropriate, seek Committee approval, develop a contract specification, advertise and procure a prime contract before implementation
36	Convert existing Street Lighting to energy efficient lanterns

- 5.3 The most radical organisational change is the creation of the Network Management and Enforcement Service. This service is being created with the aim of delivering improvement enforcement outcomes, improved management and coordination of road works and reduced street clutter and unauthorised obstructions of footways and carriageways.
- 5.4 There has been less focussed activity on delivering improvements in this service area in recent years and there will need to be more intensive work required to bring together a number of teams that have been more disparately managed previously. It is therefore proposed that the Network Management and Enforcement senior management team are allowed a period of six months to establish the new service and embed new ways of working prior to the creation of an Improvement Plan to focus on this service. It is anticipated that this plan will be presented to Committee for approval in May 2020.

6. Financial impact

- 6.1 There is no financial impact associated with this report. The new operating structure has been funded within the existing budget and any improvement actions are required to be contained within current resource allocations.

7. Stakeholder/community impact

- 7.1 There are no significant compliance, governance or regulatory implications expected as a result of approving the recommendations in this report.

- 7.2 The investment in the city's roads, footways, gullies and street lighting improves the accessibility and safety of the road and footway network and therefore has a positive impact for all users, particularly older people and those with a disability.
- 7.3 There are no significant sustainability implications expected as a result of approving the recommendations in this report.

8. Background reading/external references

- 8.1 None.

9. Appendices

- 9.1 Appendix 1 – Roads Services Improvement Plan Action Update

Appendix 1 - Roads Services Improvement Plan

						Status
Action Point	Action	Open/Closed	Lead Team	Comments		
Organisational Structure						
1	Roads and Transport Infrastructure	Create a single service to manage and maintain all elements of the road asset maintenance/renewal cycle	Closed	Head of Place Management	Third and Fourth Tier Managers appointed. Matching and assignment to remaining tiers taking place.	Achieved
2	ERS Operating Model	Re-align the ERS service to respond to visible defects on the road network	Closed	Edinburgh Road Services (ERS)	Improved focus on defect repairs and flexible use of resource now in place	Achieved
3	ERS Budget Structure	Move the ERS budget from being a trading account to a general fund revenue account	Open	Roads and Transport Infrastructure Manager	Aiming to have this in place for the start of the 2020/21 financial year	Carry Forward
4	Network Management	Create a single service to coordinate all activity on the road network (permits, TTROs, diversions etc)	Closed	Head of Place Management	Third and Fourth Tier Managers appointed. Matching and assignment to remaining tiers taking place.	Achieved
5	Locality Teams	Ensure sufficient resource remains in our Locality Teams to allow them to deliver road enhancements in consultation with Elected Members and local communities	Open	Head of Place Management	Structural realignment currently underway. Links to Action Point 1.	Carry Forward
Customer Service						
6	Enquiry Owners	Review all enquiry types and designate responsible officers/teams for each type of enquiry	Open	Roads and Transport Infrastructure Manager	This will be influenced by the structural realignment. Linked Action Point 7 and 8.	Carry Forward

						Status
Action Point	Action		Open/Closed	Lead Team	Comments	
7	Customer Enquiries	Work with Customer Service colleagues to improve enquiry handling/resolution	Open	Customer Services Roads Services Business Support	Progress linked to Action Point 6. Will be influenced by the structural realignment	Carry Forward
8	Enquiry Tracking	Investigate the potential to create a control room operation involving staff from the service, Customer Services and Business Support to ensure appropriate action on issues	Open	Head of Place Management	Progress is linked to Action Points 6 and 7. Will be influenced by structural realignment	Carry Forward
Road Safety Inspections						
9	Roads Inspector Team	Re-align the Roads Inspector function to work alongside the Roads Asset Management Plan	Open	Asset and Performance Manager	Required staffing resource has been assessed. Structural changes being implemented as part of the realignment process	Carry Forward
10	Inspection Recording	Improve the process for recording inspections and defects	Closed	RAMP Manager/Process Analyst	Confirm has been amended to support this improvement.	Achieved
11	Training	Deliver refresher training for all Roads Inspectors	Closed	RAMP Manager	Training delivered on the improved inspection process within the Confirm system.	Achieved

Action Point						Status
Action Point	Action	Open/Closed	Lead Team	Comments		
12	Inspection Compliance	Focus on carriageway and footway inspections to ensure they are kept up to date	Open	Asset and Performance Manager	Links to Action Point 10. The new Safety Inspection Team will be resourced in the coming weeks and will have the sole focus on ensuring that all footway and carriageway safety inspections are effectively undertaken in line with the approved policy.	Carry Forward
Defect Repairs						
13	Aim for Right First Time Road Defect Repairs	Ensure all squads are properly equipped to carry out permanent first-time repairs wherever possible	Open	Roads Operations Manager	Good progress has been made but this action can not yet be closed. A hot box squad is now regularly deployed. A new defect categorisation procedure was approved by Transport and Environment Committee on 12 September 2019 which will enable more permanent repairs of category 3 and 4 defects.	Carry Forward
14	Follow Up Repairs Road Defects	Develop a process to follow up with permanent repairs when temporary repairs are required in the first instance	Closed	Edinburgh Road Services (ERS)	Processes developed within Confirm to support scheduling of Category 3 and 4 defects and provide performance information. Contract has been awarded to undertake permanent repairs. Progress is linked to Action Point 13.	Achieved

Action Point						Status
Action Point	Action	Open/Closed	Lead Team	Comments		
15	Programming and Scheduling of Road Defects	Schedule defect repairs in the most efficient manner and provide key health and safety documentation to squads	Closed	BSS Manager/ERS Manager	Scheduling of work via Confirm continues to improve and key health and safety documentation, including PU drawings, are provided by admin support staff.	Achieved

						Status
Action Point	Action	Open/Closed	Lead Team	Comments		
16	Guardrail Repair and Replacement	Allocate resources to repair the large number of defective guardrails across the city	Open	Head of Place Management	The allocation of resources will be considered further following the structural realignment to ensure the 'best fit'. Reporting of guardrail defects is included in current Web developments.	Carry Forward
17	Setted Street Repairs	Ensure adequate internal capability to properly repair defects on setted streets.	Open	Roads and Transport Infrastructure Manager	Council Engineers and Design teams have received specialist training on resurfacing of setted streets. Additional training and resource is still required in Roads Operations before this action can be closed off.	Carry Forward
18	Street Lighting Defect Repairs	Reduce the number of outstanding street lighting defects	Closed	Contract and Logistics Manager/Business Support	Significant progress has been made in reducing the backlog of street lighting faults as a result of the re-allocation of internal resources. There has also been improved performance in repairing street lighting faults within target timescales.	Achieved

						Status
Action Point	Action	Open/Closed	Lead Team	Comments		
Workforce Management						
19	Nightshift	Evaluate effectiveness of the nightshift service and consider improvements	Closed	Commercial Manager / Contracts & Logistics Managers	Review of Civils Nightshift operations has been completed. Findings show that the Civils Nightshift team provides a valuable service and offers flexibility for service delivery.	Achieved
20	Increased Investment in resources	Invest in training and engagement for all staff, in addition to providing equipment and leadership to support people in their role.	Closed	OD & Learning/ERS Manager	Training matrix established. Critical training gaps addressed, electronic training records developed. Long term training programme developed with Organisational Development and Learning colleagues. Plant and equipment reviewed and implemented. Bi-monthly meetings held with staff and union representatives in each depot.	Achieved with additional activities underway
21	Working Patterns	Review current working patterns to ensure the service delivery is aligned to demand	Open	Roads and Transport Infrastructure Manager/Roads Operations Manager	Business options developed. Review has been placed on hold pending completion of the structural realignment.	Carry Forward
22	Apprenticeships	Rollout a full apprenticeship programme within Roads Services to develop young people in our workforce and ensure that we have the right skill sets in the future	Closed	OD & Learning	Apprentice roles have been built in to the operating structure.	Achieved

						Status
Action Point	Action		Open/Closed	Lead Team	Comments	
23	Service Contract for Street Lighting Repairs	Develop a Service Contract with appropriate suppliers to provide skilled street lighting operatives.	Closed	ERS Manager	A procurement exercise and dialogue with street lighting maintenance companies have shown that there is no market appetite for this contract.	Cancelled

						Status
Action Point	Action	Open/Closed	Lead Team	Comments		
Fleet and Depots						
24	Fleet Maintenance	Consider current use of maintenance bay at Bankhead to avoid the downtime of vehicles travelling to Russell Road Depot	Closed	Commercial Manager/ Fleet Manager	Review of vehicle maintenance has identified the benefits that a dedicated programme of servicing would bring to Bankhead Depot's operations. Designs for a 5 lane maintenance facility at Bankhead Depot are being progressed.	Achieved
25	Depot Review	Review the requirement for three depots for roads and develop a rationalisation/improvement strategy	Closed	ERS Manager/ Asset Strategy Manager	Barnton Depot has now been closed and staff relocated to a new improved Bankhead Depot. This is already identifying greater opportunities for improvement and sharing of resources. Investigations into the potential for a new South East Depot (to accommodate Blackford depot resource) are continuing as part of the Depots Review.	Achieved
26	Salt Storage	Ensure that adequate arrangements are in place to provide core and contingency salt stocks to support our winter maintenance activity	Closed	Commercial Manager/Asset Strategy Manager	Sufficient salt stocks are in place. Contingency stocks are located at Braehead. Moving forward, the option of strategic stores at both Bankhead and a new South East Depot are being progressed.	Achieved

						Status
Action Point	Action	Open/Closed	Lead Team	Comments		
Improved Business Processes						
27	Confirm Training	Extend training to staff and ensure Confirm is fully utilised	Closed	Confirm Board	The Confirm system is now being used routinely by frontline teams and Roads Inspectors after a rollout of re-familiarisation training.	Achieved
28	Schedule of Rates (SORs)	Develop a suite of schedule of rates for the newly established Road Service operations	Open	Roads Operations Manager	Work is ongoing on the best operating model for the service. Development of SORs will depend on the outcome of these discussions. Links to Action Point 3.	Carry Forward
29	Winter Weather Treatment	Review the winter maintenance operation and ensure that the service achieves value for money	Closed	ERS Manager/Locality Managers	Thermal Mapping is complete. New routes developed and operating effectively.	Achieved
Improved Asset Management						
30	Asset responsibility	Create a joint TAMP and Roads Inspection function	Closed	Head of Place Management	A new Asset and Performance Team has been created as part of the Roads and Transport Infrastructure Service. The Asset and Performance Manager will have responsibility for TAMP and Road Inspections.	Achieved
31	Inspection and RAMP data	Develop a system to integrate road inspection data with RAMP data to inform optimal investment in our road asset	Open	Asset and Performance Manager	Enquiry and Confirm data is being used to support RCI information. A vehicle-mounted system is being trialled which will undertake detailed capturing of road defect and deterioration data and allow for deeper analysis using GIS software.	Carry Forward

						Status
Action Point	Action	Open/Closed	Lead Team	Comments		
32	Street Lighting Central Management System (CMS)	Include the provision of CMS in the energy efficient lighting contract	Closed	Street Lighting & Traffic Signals Manager	This has been procured and is now in implementation. C.5000 nodes already installed.	Achieved
Capital Delivery and Contract Management						
33	Prime contractor	Undertake market testing to assess the potential for the procurement of a single prime contractor to deliver all capital works	Closed	Infrastructure Manager	Market testing complete. Positive indications from a number of contractors. Full cost/benefit analysis required after benchmarking with other Local Authorities.	Achieved
34	Contract Management	Benchmark other Councils with prime contractors to determine the optimal contract management structure and roles	Closed	Infrastructure Manager/Commercial and Procurement	Benchmarking complete. Visits have taken place to a number of Local Authorities, all of whom operate using different business models.	Achieved
35	Contract Management	Following market testing and benchmarking, if appropriate, seek Committee approval, develop a contract specification, advertise and procure a prime contract before implementation	Open	Design, Flooding and Structures Manager	A pilot scheme has been undertaken using the Scotland Excel framework. This will be evaluated before a final decision is made on whether to progress a prime contract option.	Carry Forward
36	Street Lighting Project	Convert existing Street Lighting to energy efficient lanterns	Open	Street Lighting and Signage Manager	Works commenced November 2018 on a Ward by Ward basis and are scheduled to end in Mid-2021.	Carry Forward