

LUTON BOROUGH COUNCIL

BEST VALUE REVIEW OF ENGINEERING AND TRANSPORTATION

STAGE TWO (VISION) REPORT (DRAFT)

Main report

Full list of Documents

Main Report

- *Appendix A: Schedule of Background Documentation
- *Appendix B: Consultation Plan, Methods and Results
- *Appendix C: Comparison Methods and Results
- *Appendix D: Challenge Methods and Results
- Appendix E: Approach to Market Testing and Competition (Pages 70-78)
- *Appendix F: Summary of Minimum Analysis Issues
- Appendix G: Detailed Review of Selected Schemes (Pages 79-92)

* These appendices will be available at the meeting

February 2005

**LUTON BOROUGH COUNCIL
BEST VALUE REVIEW OF ENGINEERING AND TRANSPORTATION
VISION REPORT****INDEX**

- 1 Introduction**
- 2 Services covered by the review**
- 3 Key issues for the review**
- 4 Information sources**
- 5 Analysis of each key issue**
 - 5.1 General Approach to Analysis
 - 5.2 Parking Productivity and Effectiveness
 - 5.3 Walking and Cycling
 - 5.4 Road Safety around Schools
 - 5.5 Speed Management
 - 5.6 Bus Service Reliability
 - 5.7 User Satisfaction
 - 5.8 Arrangements for Service Delivery
 - 5.9 Working Practices and Processes
 - 5.10 Quality of LTP and APR
 - 5.11 Traffic Management Act
- 6 Issues for further consideration**
- 7 Management action plan**
 - Table 7A Schedule of Review Actions
 - Table 7B Schedule of Management Actions
- 8 Vision targets**
 - Table 8A Schedule of Vision Targets

APPENDICES

- A Schedule of Background Documentation
- B Consultation Plan, Methods and Results
- C Comparison Methods and Results
- D Challenge Methods and Results
- E Approach to Market Testing and Competition
- F Summary of Minimum Analysis Issues
- G Detailed Review of Selected Schemes

1 INTRODUCTION

- 1.1 This Vision Report has been prepared in accordance with the Luton Borough Council Best Value Review Methodology (June 2004). It is intended to define the measures identified to bring about improvements in the quality and cost of services following consultation and challenge, including setting specific targets established with reference to comparison with current and emerging best practice.
- 1.2 Information obtained from earlier work has been used where it is still relevant, updated and supplemented with new information where appropriate.
- 1.3 The report focuses on the key issues identified in the Stage 1 Report, but also suggests improvements to address other areas of concern identified from consultation. These supplementary improvements are not analysed in depth by this report but dealt with broadly in accordance with the 'minimum analysis' approach suggested by the adopted methodology

2 SERVICES COVERED BY THE REVIEW

2.1 The Review includes the full range of highways and transportation services provided by the Council with the exception of the Passenger Transport Unit, and highway maintenance. These comprise:-

- Transport policy and planning
- Development, design and construction of highway works
- Highway network management
- Maintenance of bridges and structures
- Traffic management and regulation
- Road Safety
- Traffic signals and area traffic control
- Highways development control
- Parking Services

2.2 Services not included are:

- Highway maintenance, which was included within the earlier review of Street Services. The effectiveness of procedures for ensuring integrated programming of maintenance and improvement works, to minimise disruption are however dealt with by this Review as it has particular relevance to the new duty to 'secure the expeditious movement of traffic' under the emerging Traffic Management Act 2004.
- Passenger Transport Unit (PTU), which has recently been reorganised following a previous Best Value Review. The reliability of passenger and public transport services is significantly affected by the quality of highway scheme design and overall network management however and this is a key issue for the Review

2.3 The Review also includes a detailed appraisal of two specific schemes selected by the Best Value Scrutiny Panel to test project related consultation, decision and monitoring processes. This will be dealt with mainly under Sections 5.7 and 5.9

3 KEY ISSUES FOR THE REVIEW

3.1 The following have been identified as key issues for the review, taking into account the views of users and communities, other stakeholders and the Best Value Scrutiny Panel. They have been modified slightly since the Stage 1 report to provide greater clarity

1. Improve productivity, overall efficiency and effectiveness in parking enforcement to reduce illegal parking and improve highway network efficiency and access
2. Increase walking and cycling through Green Travel Initiatives, provision of facilities and better safety to improve air quality and community health
3. Improve road safety around schools through the provision of safety engineering, enforcement and training to reduce levels of actual and perceived risk and to encourage travel by more sustainable modes
4. Reduce speeding through the use of traffic calming, speed cameras and active signing, to reduce road casualties especially vulnerable users, to reduce real and perceived risks and to improve network efficiency
5. Improve bus service punctuality through Quality Bus Partnerships including bus priority measures and Real Time Passenger Information, to encourage modal shift from cars and to improve air quality
6. Increase user and community satisfaction with transportation policy and completed schemes through better consultation particularly following completion, to build support for transport policy and build confidence in the Council.
7. Ensure the delivery of the Capital and Revenue Programme to a high standard of efficiency, economy and quality, to improve compliance with programme and improve user and community confidence.
8. Improve management and working practices and processes, in particular the need for flexibility, recruitment and retention, and better internal communication, to increase efficiency, to facilitate staff development and morale and to meet corporate targets
9. Achieve sustained improvement in the Local Transport Plan (LTP) and its associate Annual Progress Report (APR) scores to maximise government funding and to maximise CPA freedoms and flexibilities
10. Establish arrangements and systems to comply with the statutory duty under the new Traffic Management Act to secure the expeditious movement of traffic on the local road network, to ensure efficient network operation and to avoid government intervention

4 INFORMATION SOURCES

- 4.1 Details of information sources and background documentation are set out in Appendix A under the following headings
- General
 - Corporate Policy and Guidance
 - Transport Policy and Guidance
 - Service Policies and Guidance
 - Financial Management
 - Consultation
 - Benchmarking, Comparison and Best Practice
 - Earlier Reviews and Audits
 - Member reports and decisions
 - Review working documentation
- 4.2 Information obtained for an earlier review has been used where it is still relevant, supplemented by new material as necessary
- 4.3 Information relating to the two schemes selected by the Scrutiny Panel for detailed examination is retained separately

5 ANALYSIS OF EACH KEY ISSUE**5.1 General Approach to Analysis**

- 5.1.1 This section of the report deals with each key issue in turn and brings together relevant information from each of the 4 'C's to establish the nature of the present service deficiency, quantify so far as possible the extent of improvement required, and identify how this should be measured.
- 5.1.2 In each case an assessment is made of the contribution of the key issue to the delivery of government, corporate or service policy, to inform subsequent consideration of priorities. In this context recently published guidance for the second round of Local Transport Plans including mandatory performance indicators is particularly relevant. Where relevant, findings from internal and other audits are incorporated
- 5.1.3 In Appendix F a second group of issues is identified but not analysed in depth. These were issues identified in consultation as being of some concern, but of lesser strategic importance and should be dealt with by management action. Required actions will form part of the overall improvement plan to be identified at a later stage of the Review.
- 5.1.4 Section 6 of this Report summarises a number of items for further consideration. These mainly comprise a 'check list' of possible linkages between the key issues and wider cross cutting policies, or outputs from reviews of related services. All of these linkages will be checked at the next stage of the Review to ensure that opportunities for added value are maximised and any inconsistencies resolved. Items included are:-
- Equalities Policy
 - Sustainability Appraisal
 - Quality of Life Assessment
 - Issues arising from Administration Review
 - Issues arising from Web and Communication Cross Boundary Group Review
 - Issues arising from Street Services Improvement Plan
 - Issues arising for Public Transport Operations

5.2 Parking Productivity and Effectiveness

5.2.1 The full description of this key issue is to 'Improve productivity, overall efficiency and effectiveness in parking enforcement to reduce illegal parking and improve highway network efficiency and access'

Introduction

5.2.2 The Luton Parking Strategy published in July 2003 sets out policies, objectives and performance targets for the Service and defines priorities for action. The Strategy is aligned with broader transport policy and corporate policies and objectives.

5.2.3 The Service Plan has a review of the Strategy targeted for March 2005, which is on course for completion on schedule but will be a working draft due to time constraints.

5.2.4 The objectives of the Parking Strategy are to:-

- Manage parking provision to develop a safe, convenient, efficient and attractive transport infrastructure which encourages and facilitates the use of walking, cycling, and public transport and which minimises reliance on and discourages unnecessary use of private cars
- Manage parking provision to enable journeys to be made by car in circumstances where travel by alternative modes is not feasible
- Ensure effective enforcement of parking regulations in order to achieve the Council's wider transportation objectives
- Ensure that its policies are fully incorporated into the decision making processes associated with highways proposals and planning applications and in all complementary strategies (including transport, environment and leisure strategies)

5.2.5 The Strategy sets the following targets:-

- A reduction in town centre long stay parking to be progressively achieved year on year
- To deflect all but the shortest stay town centre car parking off street
- Maximum car parking standards for new development, consistent with new government guidance to be set by December 2004
- To have in place viable park and ride facilities by 2011
- To increase the number and quality of accessible car parking spaces for disabled people both on and off street as and where appropriate
- To double the real cost of public on and off street car parking by 2011
- Increased compliance rates with on street car parking regulations to be achieved year on year (from annual survey results)
- To increase the number and quality of motorcycle parking spaces both on and off street as and where appropriate

5.2.6 The Strategy also contains 25 policies dealing with the provision of off street parking, control of on street parking, enforcement of parking controls, charging and parking for vehicles other than cars

5.2.7 Progress against the most important policies strategies and targets is reported in the

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report (DRAFT)

APR with monitoring of more detailed policies dealt with through the Service Plan.

- 5.2.8 The APR reports that the strategy of doubling the real cost of car parking charges by 2011 is 'on track'. Parking charges changed in January 2004 and January 2005. The January 2004 charges were mainly to weekly, monthly and annual season ticket rates and town centre on street charges. The intention is that rises will take place in 'steps' rather than gradual increases that are difficult to administer. Translink, combined with at least two Park and Ride schemes, will in the future give motorists an attractive alternative and car parking charges will continue to rise in line with the local transport strategy. The intention is to undertake a full review in 2005 and it is likely that the target will be split between long and short term (reflecting the parking Strategy) It is not feasible to achieve 100 % increase across all sites due to competition from private car parks.
- 5.2.9 The Service Plan refers to the need for improvements in aspects of the Parking Service. It identified that a review of the Service and its accounts is needed but could not be pursued in accordance with the planned timescale because of staffing problems. With the appointment of a new Parking Manager this review is now underway and, according to the Service Plan, is to be completed by March 2005. The outcome of this review will inform this Best Value Review.
- 5.2.10 The key issue and focus of this Review is the productivity and effectiveness of parking enforcement, which was decriminalised in Luton in 2002. This was identified as the issue of key concern in consultation. Performance of other aspects of the parking service are however also briefly considered.
- 5.2.11 The Medium Term Corporate objectives include the 'provision of more parking bays at neighbourhood shops'. This is not dealt with in detail by this Review but considered briefly as a 'minimum analysis' item

Consultation

- 5.2.12 Consultation processes and responses are summarised in Appendix B. Illegal parking was identified as a major concern in responses to questionnaires distributed at Community Forums. The Citizens Panel and Stakeholders responses also identified parking as a key concern but relating more to parking problems around schools and this will be dealt with under section 5.4.
- 5.2.13 Suggestions in survey replies for improving enforcement were:
- Enforcement of parking on pavements and in bus lanes
 - Implementing tow away and clamping schemes
 - Employing more parking attendants
 - Targeting people who regularly avoid paying fines
- 5.2.14 Community Forums did not identify short and long stay parking provision in and around the Town Centre as issues of particularly great concern. However, about a quarter of respondents to the Citizens Panel and Stakeholder surveys did identify provision of more parking places in the town centre as an important issue relating to illegal parking.
- 5.2.15 Questionnaire returns from Members indicated significant concerns about parking

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report (DRAFT)

effectiveness and productivity, based upon high levels of absence due to sickness and correspondingly low levels of productive time. The average satisfaction of Members with this aspect of the service was 44%, in fact the lowest of an otherwise encouraging set of results.

- 5.2.16 The Parking Service has a high level of user contact, both for general enquiries and in dealing with responses to PCNs. It also undertakes regular consultation with users, particularly disabled people when considering proposals for revisions to parking regulations and disabled parking bays.
- 5.2.17 The service provides fair, reasonable and transparent enforcement of regulations, taking account of proportionality, with most PCN's issued in areas affected by high levels of contravention of traffic offences. Information confirming this demonstrating number of PCN's issued per area in the town is available in background documentation.
- 5.2.18 The efficiency of back office procedures and systems can considerably influence the quality of user experience. The review identified scope for improvement in parking back office arrangements and these will be reviewed to ensure efficiency, quality productivity and delivery of customer services. This will include the potential to extend the use of e-government in this area. Also from March 2005 all of the staff in Parking Shop, debt recovery and representations will be located in the same office, which should improve efficiency.

Challenge

- 5.2.19 The results of the parking Challenge session, summarised in Appendix D considered that the strategy for deployment of parking attendants should be reviewed, including the use of alternative enforcement methods and improved working practices. A number of other improvements were suggested including carrying out a feasibility study into tow-away and clamping schemes.
- 5.2.20 The Challenge session also identified a number of possible actions to encourage greater use of off-street car parks, including improved security, and a review of car park pricing strategy. The response of the Citizens Panel and Stakeholder surveys tended to support the overall parking strategy and charging policy of encouraging short stay parking on-street, and longer stay (commuter) parking off-street. In addition the prices for use of off-street car parks closest to the town centre are set at a rate to discourage long stay use, with the rate being greater than the cost of using public transport for journeys within the conurbation.
- 5.2.21 The Challenge session also identified the need to review the parking restrictions throughout the town in order to provide a robust basis for enforcement.

Comparison

- 5.2.22 It is important to confirm the purpose of the parking service and how its productivity should be measured. The primary purpose of the service is to reduce illegal parking to achieve an equitable use of road and parking space and minimise congestion. Income from PCN although useful is a consequence of this not the primary purpose
- 5.2.23 There are three main indicators which could be used:-

- No. of illegally parked vehicles per km restricted street
- Average productive hours per PA
- No. of valid PCN issued

5.2.24 The first of these is an outcome indicator directly relating to the purpose of the unit. The second is an output indicator relating to efficiency of deployment and management. The third indicator provides no direct indication of how well the service is performing. It may be helpful as part of a recovery plan for a failing service but not as part of an outcome related performance management regime. A high level of invalid PCNs would indicate poor PA performance but this is not the case in Luton.

5.2.25 The DfT consultation paper on mandatory indicators for second round LTP proposed some indicators relating to the broader aspects of parking provision. It will be important to address these during the new LTP preparation

5.2.26 The review has sought information from other comparable and best practice authorities and this is also summarised in Appendix C. The cost of the Parking Service in Luton is similar to Peterborough (about £400 per space per year), but in Bedford the cost was about 50% higher and in the London Borough of Camden almost double. The overall car park income was similar in Luton, Bedford, Camden, and Peterborough. However, given that Camden only had a third as many off street parking spaces as Luton, and Peterborough has almost three times as many spaces, there was a significant variation in income per space, and hence profit from Car Park operations. It is therefore difficult to draw any firm conclusions from this comparison other than the costs of the Parking Service in Luton compares favourably.

5.2.27 The Review has considered comparative information from the Parking Adjudication Service relating to appeals. In 2003-04 Luton had 150 appeals, a rate of 0.34% just better than the average rate of 0.37%. Of these 32% were not contested by the Council, just below the average rate of 37%. Full details are contained in Appendix C

Competitiveness

5.2.28 The Review has confirmed the declining trend in parking attendants' productive hours and compared this with industry best practice. Since the appointment of a new Parking Manager in June 2004, and the implementation of a more robust management regime targeted on reducing sickness absence, the decline in productivity has been arrested and there is evidence of improvement.

5.2.29 On the basis of most recent information for December 2004 achievable hours are now 89% of the private sector, although sickness is still relatively high at 23 days, and well outside corporate targets.

5.2.30 The Review has identified preferred performance indicators for the parking service, and established achievement targets related to the industry best practice. Options are for the Parking Service to demonstrate continuing progress to meeting and sustaining these targets, or for the Council to consider out-sourcing the service.

5.2.31 Appendix E compares the deployment times and achievable shifts of private companies and LA TUPE staff. The difference in achievable hours is highly significant and the prime

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report (DRAFT)

reason why so many authorities have contracted out this function. The main difference is in the level of sickness recorded.

5.2.32 Much of the work of the Representations and Debt Recovery section must remain an in house function to follow a clear statutory process. There is however scope for improved efficiency through better use of ICT

5.2.33 The British Parking Association has recently launched a new Model Contract, developed in association with the DfT and local authority representatives, based on the following principles. Aspects of the Model Contract are summarized in Appendix E. The Model Contract is intended to:-

- Ease the workload of local authorities and contractors in preparing contracts
- Help improve the quality of service of on-street parking enforcement and standardize the way decriminalized parking is carried out across the country
- Encourage best practice by ensuring that performance is measured largely on keeping the streets free of congestion, the primary aim of enforcing regulations, rather than the number of PCNs issued or revenue generated
- Remove any adversarial relationships

Discussion

5.2.34 There are two main options for future delivery of parking enforcement services:-

- Retain service in house with a robust programme of driving down sickness absence and improving productivity, against clear time bound targets
- Contract out the service

5.2.35 The most important strategic aspect of this key issue is the overall productivity of the parking service and how this might best be achieved. The potential for sustaining recent in house improvement or out sourcing arrangements will be evaluated at the next stage.

5.2.36 Other less strategic concerns identified in consultation and challenge stages have been identified for minimum analysis and management action where appropriate. Issues arising from new duties established by the Traffic Management Act have been similarly dealt with.

5.3 Walking and Cycling

5.3.1 The full description of this key issue is to 'Increase walking and cycling through Green Travel Initiatives, provision of cycling facilities and better safety to improve air quality and community health'

Introduction

5.3.2 Increasing walking and cycling is a key aspect of the Council's Corporate Strategy, which establishes it as a Medium Term objective for 2004-07 with a longer term goal of securing increases in walking and cycling as a % of total journeys.

5.3.3 A cycling strategy was published July 2002 and a walking strategy published July 2003 and the Service Plan identifies a review for both these strategies by March 2005. The cycling strategy review is complete and out for internal consultation leading on to limited external consultation. The walking strategy review will be completed as part of the process for producing LTP2.

5.3.4 Recently issued Government guidance for the next LTP continues the emphasis on cycling and walking. It includes a strong emphasis towards tackling issues of accessibility and ensuring that people can access jobs and services by walking and cycling, by improving routes and facilities, maintaining them in a more useable condition, improving Rights of Way in both urban and rural areas, and making routes safer, more secure and more attractive

5.3.5 Luton has adopted a proactive approach towards the encouragement of cycling but had some earlier difficulties with delivery of schemes. The DfT response to the third APR in December 2003 noted under-delivery in cycling and lack of clear strategy to reverse the decline in cycling numbers.

5.3.6 Since then there has been a rapid and dramatic improvement and this was recognised by the Council receiving a National Award for most improved transport authority in the Eastern Region in 2004. Key achievements and aspirations include:

- Completion of the National Cycle Network in Luton for an official opening in Summer 2005
- Cycle courier scheme established last year and awarded the schools distribution work from January 2005. First scheme in the UK to be developed for council activities by the Council themselves
- Pool bike scheme for Town Hall staff and provision of shower and changing facilities
- Cycle map to be completed and distributed free during Summer 2005

Consultation

5.3.7 Consultation processes and responses are summarised in Appendix B. There is general support for the policy of encouraging walking and cycling especially for short journeys but some concerns about public safety particularly for vulnerable users. These concerns were not only about traffic dangers but the wider context.

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report (DRAFT)

- 5.3.8 The Citizens Panel and Stakeholder survey responses identified the improvement of subways where people felt at risk as the single most important issue. A strategy needs to be developed for the improvement or replacement of these subways. Survey responses also attached considerable importance to the need for new and improved crossing facilities, improved cycle routes, and secure cycle parking.
- 5.3.9 The results of the Members survey also summarised in Appendix B confirmed that they were generally satisfied with progress on cycling but felt that more progress was necessary on walking strategy.

Challenge

- 5.3.10 The traffic and transport Challenge session identified the need to appoint a walking and cycling officer. The key tasks of this post would be to survey main pedestrian/cycle routes, carry out an audit to identify improvements required including the provision of crossing facilities, produce a leaflet of existing and proposed routes, and work in partnership with local cycle interest groups to promote walking/cycling events
- 5.3.11 The Challenge session also discussed progress on school travel plans and workplace travel plans and considered that the Council should lead the way in developing such a plan, as well as encouraging major employers in the town to do so.

Comparison

- 5.3.12 A clear comparison was achieved in October 2004 when the Council was assessed by the English Regions Cycling Development Team as the most improved authority in the Eastern Region and received an award (see paragraph 5.3.6 above) The detailed report of the assessment is available in background documentation and the key points are summarised in Appendix C
- 5.3.13 The original LTP target for employer travel plans was modified in the latest APR to include an interim target of 25 by 2006 based on regime of enforcing them through the planning process.
- 5.3.14 The vision 2011 target of increasing walking and cycling journeys in Luton is a fairly modest one, having no numerical value, and perhaps a more challenging target could be set.

Competition

- 5.3.15 The scope for competition in the provision of individual services is summarised in Appendix E. Cycling and walking schemes tend to be relatively small in scale and it is usually cost beneficial to utilise in house resources for scheme development and design. However the Council uses external consultancy support where appropriate for larger schemes. The construction of the schemes is undertaken under contract using Highway Maintenance or other contractors.
- 5.3.16 There may be scope to include such schemes within a broader partnering framework contract for other traffic schemes and this is discussed in Appendix E

Discussion

- 5.3.17 A cycling officer has now been appointed and good progress is being made on the cycling strategy. There is also increased support from Members with one taking on the informal role of ‘cycling champion’.. Members generally appear more satisfied with progress on the cycling strategy, although some have continuing concerns.
- 5.3.18 Progress on walking strategy appears to some members to be less well developed with some room for improvement. The nature and scale of response to stakeholder concerns about subway safety is yet to be defined. Progress needs to be demonstrated on this area consistent with the new LTP guidance of setting transport in the wider context
- 5.3.19 Good progress is being made on school and workplace travel plans but no apparent progress on a travel plan for the Council, although this has been included in the consultation draft of the Council’s Environment Strategy as a key action A number of individual measures have been taken, such as subsidised rail travel for staff, but there needs to be a stronger and more co-ordinated corporate approach. Travel plan officer post needs to be filled to enable this to be effectively taken forward, but cycle parking provision for town hall staff and visitors is currently being improved with more sites added.
- 5.3.20 It will be important for the next LTP to demonstrate progress on:-
- improving walking routes and facilities
 - adopting appropriate standards of urban design and maintenance
 - measures to improve public safety
 - establishing a Rights of Way Improvement Plan

It will be important to ensure that highway maintenance policy and practice is co-ordinated with the policy of encouraging walking and cycling, for example in salting of footways, cycle ways and shared use paths

5.4 Road Safety around Schools

- 5.4.1 The full description of this key issue is to 'Improve road safety around schools through the provision of safety engineering, enforcement and training to reduce levels of actual and perceived risk and to encourage travel by more sustainable modes'

Introduction

- 5.4.2 Road safety does not figure specifically in the Council's long term goals for 2011 or as a Medium Term Objective. Further reducing the number of people killed or seriously injured on Luton's roads is however included in the Service Plan as a Corporate Target for 2004-05. It is also a key LTP priority with a range of Best Value and local indicators
- 5.4.3 The Council's Road Safety Strategy was prepared in 2004 following extensive consultation with key stakeholders, including all head teachers, police, primary care trust and the citizens' panel. An Equalities Impact Assessment was carried out before being presented to Members for approval. The Service Plan includes a key target for March 2005 to ensure that all Road Safety and PSA targets are reported on
- 5.4.4 Luton has an excellent performance in terms of casualty reduction with the 2004 APR recording all targets on track for delivery. For the BV99 series of Performance Indicators, Luton compares favourably in most categories showing the best performance in its family group for pedal cyclists (KSI), car users (KSI) and the overall total for KSI. It is in the best quartile for slightly injured riders of powered two wheelers, slightly injured pedal cyclists, slightly injured car users, killed and seriously injured and slightly injured for other vehicles, and slightly injured for all users.
- 5.4.5 It is in the mid quartiles for slightly injured pedestrians, riders of powered two wheelers (KSI), and pedestrians (KSI) and particular attention will need to be given to these areas in the Service Improvement Plan. In this context guidance to be published in March 2005 by the IHIE on measures to improve safety of motorcyclists will be helpful.

Consultation

- 5.4.6 The consultation exercises carried out internally and externally as part of the Best Value Review in 2002 identified a number of key issues that involve the work of the Road Safety Group. These were:
- Reduction of congestion around school gates.
 - Promotion of green travel initiatives
 - Consultation with residents regarding engineering schemes. This has improved and consultation or at least information is now undertaken on every significant scheme.
 - Making walking and cycling safer e.g. through improved street lighting, footways and crossings. Cycle training is carried out although the up take by schools has been poor
 - Introduction of traffic calming to reduce traffic speeds. Traffic calming schemes are now implemented by area.
 - Implementation of road safety initiatives to reduce the number of accidents.

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report (DRAFT)

- 5.4.6 The second highest concern identified in the responses to the Community Forum survey was congestion around schools. The response to the Citizens Panel and Stakeholder surveys also identified this as the single most important issue relating to illegal parking. Research suggests however that such congestion is unlikely to increase road accident risk as traffic speeds are low.
- 5.4.7 Parking attendants enforce restrictions at school entrances and on nearby roads generally once or twice a month, and overall this level of enforcement is unproductive as few offences are observed. The most effective way of mitigating the problems associated with parking around schools is to reduce the number of car school trips by parents and continue with and develop the Area Studies and Safety around Schools programmes.
- 5.4.8 The Citizens Panel and Stakeholders suggested increased use of workshops in schools, and raising awareness through media campaigns. The Road Safety Group already provides road safety education support to all schools, and a “Nursery Box” resource pack loaned to pre-school groups that encourages parents and nursery teachers to begin the process of road safety education. The traffic and transport Challenge session identified the need to develop a strategy to encourage Secondary school children to walk or cycle to school, and the use of workshops/ and road-shows could have a role to play in this process.
- 5.4.9 Consultation with Members did not identify any particular areas of concern with respect to road safety. There were some general concerns about user contacts and information but these are dealt with in Section 5.7

Challenge

- 5.4.10 The traffic and transport Challenge session indicated that there was a need to understand why parents drive their children to school, and to identify particular locations at which they feel improvements are needed if their children are to be encouraged to walk or cycle to school. As sustainability now forms a key element of the school curriculum, consideration also needs to be given to the promotion of different resources to incorporate sustainable travel issues into the children’s learning.
- 5.4.11 The traffic and transport Challenge session identified the need to develop a strategy to improve communications with local people, and better promotion of road safety education particularly for adults and teenagers should form a key element of this strategy.

Comparison

- 5.4.12 Information was sought from local authorities within the Audit Commission family group together with other comparable authorities in the eastern region and eleven authorities responded. The information is set out in Appendix C and summarised briefly below:-
- 5.4.13 On road safety engineering:-
- Luton has the lowest number of personal injury road accidents per head of population.
 - Luton is average in spending for local safety schemes per head of population but the highest in spending per number of accidents in 2003/04.

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report (DRAFT)

- Luton is in the bottom quartile for staff (FTE) working on the investigation of road accidents per head of population but the highest per number of accidents.
- Luton had the lowest fee rate for design of accident reduction schemes in 2002/03 of 11.5%

5.4.14 On Road Safety Education and Publicity:-

- Luton had 2.5 staff, which is just below the average of 0.014 per 1000 population, but it is above the average of per number of injury accidents.
- Luton spending on Road Safety Education, Training and Publicity was well below the average per head of population in 2003/04 actually spending 10p per person whereas the average was 26p. However, Luton spent about average per number of injury accidents.

5.4.15 On School Crossing Patrols:-

- Luton has above average per head of population for the number of school crossing patrols at 0.239 per 1000 population where the average is 0.206.
- Luton pays its school crossing patrol officers the highest amount at between £6.05 and £6.77 per hour
- Luton has below the average number (0.14) of stand-by school crossing patrol officers at 0.019 per SCP officers.
- As a ratio of School Crossing Patrol supervisory staff against actual patrols Luton has about average for the amount of supervisory staff
- Luton's percentage of un-staffed school crossing patrol sites is lower than the average of 22% but is high compared to other authorities in the Eastern region.

Competition

5.4.16 The potential for competition in the provision of services is summarised in Appendix E. In relation to road safety engineering the numbers of staff employed is relatively small and primarily engaged on policy or client focused activity. Some private consultancy support is procured for specialist areas such as safety audit but the road safety market generally is not well developed and unlikely to benefit from competition. The design and construction of road safety and other schemes is dealt with in Section 5.8.

5.4.17 Road safety education and publicity are also small scale budgets and resources and no authority has considered it cost beneficial to out source this work.

Discussion

5.4.18 Road safety problems associated with parking and congestion at school gates identified in consultation are more perceived than real but clearly cannot be ignored. The most productive approach is to focus on achieving modal shift to more sustainable travel methods for the school run, facilitated by engineering measures

5.4.19 Compared with other local authorities, Luton Borough Council's performance in meeting Government targets to reduce casualties is good, with most of these being within the upper quartile. However, historical monitoring of accidents in Luton suggests that all

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report (DRAFT)

categories will continue to fluctuate and a broad approach covering all user groups should continue to be developed, as outlined in the Management Action Plan in Chapter 7 of this report.

5.4.20 Priority will continue to be given to pedestrians, who represent a high proportion of serious casualties in Luton and child accidents will continue to be monitored. Appropriate engineering measures are subsequently being developed to target these, such as the Area Studies Programme, Safety Around Schools and improved pedestrian crossing facilities. The development of education and enforcement initiatives will also continue, covering identified problem areas, such as speed, in-car safety and pedestrian/cycle training. Priority will also need to be given to accidents involving powered two wheelers

5.4.21 Initiatives in hand include:-

- Safety measures in the immediate vicinity of school entrances have already been introduced at 24 schools throughout the Borough, with a further 4 schemes planned to be introduced before April 2003 ??.
- The scope of this work needs to be widened to embody other measures to improve pedestrian safety on routes between the residential areas and the school.
- School Travel Plans have been written and are now in place at 20 schools, with a further 5 schools currently working on producing their plans.
- Walking buses, whilst in principle being popular with parents, are in practice, difficult to implement due to the commitment and responsibility required by parents. One scheme was introduced but has since been discontinued

5.5 Speed Management

5.5.1 The full description of this key issue is to 'Reduce speeding through the use of traffic calming, speeds cameras and active signing, to reduce road casualties especially vulnerable users, to reduce real and perceived risk and to improve network efficiency'

Introduction

5.5.2 The new Guidance for LTP2 acknowledges that speed is a significant contributory factor to accidents and casualties and states that Speed Management Strategies should be devised in concert with local safety camera partnerships, where these exist. The guidance says Speed Management Strategies should look at a variety of methods to manage excessive speed, to include engineering changes to sites and education, as well as automatic enforcement.

5.5.3 The Government are presently consulting on new guidance on speed limits to update Circular 1/93. Responses are required by 18 February 2005 and final guidance is expected during summer 2005.

5.5.4 Speed management is not specifically included as a corporate priority for the Council either as a longer term goal or medium term objective. Neither is it specifically identified as a key issue or task in the Service Plan. It is however a key influence on a number of the Council's policy areas, for example social inclusion, environment and road safety.

5.5.5 A draft Speed Management Strategy has been produced for Luton in association with Bedfordshire Police and is available as background documentation. The aim of the Strategy is to reduce traffic speeds and road casualties without compromising the services of key stakeholders, especially the emergency services and bus operators.

5.5.6 Central to the Strategy is a road hierarchy that provides guidance on the function of each category of road and also the speed management measures appropriate for each part of the road network. As such the Strategy sets out a framework so that when traffic calming works are developed there is guidance on the type of measures that are appropriate..

5.5.7 Luton has a good record in speed management. The Council is one of the main partner organisations of the Bedfordshire and Luton Casualty Reduction Partnership that was launched in April 2002. At present there are 13 fixed cameras and three red light cameras in Luton and mobile enforcement is regularly carried out at 15 sites.

5.5.8 There has been a reduction of 79% in killed and seriously injured casualty rates at camera sites in Luton and Bedfordshire since the start of the Partnership compared to a reduction of 27% of all killed and seriously injured casualties throughout Luton and Bedfordshire. This early evidence indicates that safety cameras are very effective at reducing serious injury.

5.5.9 The Council has developed an Area based Traffic Calming programme to provide a comprehensive approach to reducing rat running and excessive speed which are key criteria in the priority assessment process. The intention is to deal with three areas per annum based on priority to complete the programme in about 7 years

APPENDIX 1

5.5.10 The Council works in partnership with Bedfordshire Police to deliver Operation PRIDE (Prevention and Reduction of Injuries and Driver Education). This provides drivers caught committing a speeding motoring offence with the opportunity of attending a road safety educational talk with a Road Safety Officer instead of receiving a Fixed Penalty Notice.

Consultation

5.5.11 Consultation responses and processes are summarised in Appendix B. The Citizens Panel and Stakeholders considered speeding to be an important issue requiring attention. When asked what measures were appropriate to reduce traffic speeds the most common suggestions were:-

- To introduce more traffic calming, road narrowing and speed humps
- To introduce more 20mph zones in residential areas.

5.5.12 The draft Speed Management Strategy is to be the subject of consultation by May 2005 prior to publication in June.

5.5.13 A public opinion survey has been conducted every year since 2002 by Bedfordshire and Luton Road Safety Partnership involving 500 face to face interviews in 10 locations. Results are available in background documentation and results of the 2003 survey are summarised below:-

- Fewer than half of the motorists surveyed were able to describe the national speed limit sign and no more than half were able to give maximum speed limits on different types of road.
- 73% of drivers said they were more aware of their driving speed than two years ago. This figure was higher (85%) amongst those who had received a speeding penalty and had increased from 65% in 2002.
- Speed cameras were given as the greatest reason for a change in awareness of driving speed – 45% of respondents, an increase from 29% in 2002.

5.5.14 The 2004 survey of public attitude towards safety cameras compared to 2003 indicates:-

- 78% of people support the use of safety cameras as a means of reducing casualties
- 65% believe that fewer accidents are likely to happen on roads that have cameras installed. This figure is consistent year on year.

5.5.13 Operation PRIDE, referred to above has been operating for 6 years and 5,000 people have attended. A mail shot in 2003 to 500 drivers showed an overwhelming support for the scheme. The scheme is recognised as good practice by the DfT and ACPO.

Challenge

5.5.14 There has been no Challenge session specifically to deal with speeding and speed management but aspects were covered in the session on wider aspects of road safety. It would be appropriate to hold a challenge session on speeding as part of the Speed Management Strategy consultation.

Comparison

- 5.5.15 In the absence of national BVPs for speed management and widely varying approaches to the use of cameras and technology it is difficult to establish a framework of comparison. There are certain local authorities considered to exhibit best practice, for example Northamptonshire
- 5.5.17 There is a significant difference in attitude towards safety cameras between road users in Luton and the rest of Bedfordshire. In Luton, there is less support of the use of safety cameras to reduce casualties than in the rest of Bedfordshire. Also, fewer people agree that dangerous drivers are more likely to get caught.
- 5.5.18 Fewer people in Bedfordshire think that there are too many cameras in the local area down from 35% (2003) to 20% (2004). However, in Luton, there has been an increase (from 55% to 59%). There has also been a corresponding increase in those who agree that safety cameras are an easy way to make money out of motorists.

Competition

- 5.5.19 Bearing in mind the sensitivity and strong public attitudes towards speed management and recent concerns about alleged lack of public accountability of speed camera partnerships local authorities have not considered it appropriate to consider competition for this service.

Discussion

- 5.5.20 The consultation undertaken by the Casualty Reduction Partnership suggests that although there is public support in Luton for speed management there is less support for cameras as the means of achieving this.
- 5.5.21 It is therefore intended to focus on the use of Vehicle Actuated Variable Message and a pilot project is to be introduced with these new types of sign.
- 5.5.22 The main focus of the Speed Management Strategy will also be on engineering measures to reduce speeds introduced through our Area Studies and Accident Prevention work programmes.
- 5.5.23 Key recommendations of the draft Strategy are:-
- All predominantly residential roads and areas outside schools to be made 20 mph zones as part of the Council's on-going Area Studies programme.
 - Except in a limited number of cases, all other roads should be subject to a 30 mph speed limit.
- 5.5.24 Following consultation the strategy will be adopted and an action plan relating to the above recommendations will be implemented. Monitoring of accidents and casualties will continue but it will also be necessary to establish a regime to monitor speeds at key sites.

5.6 Bus Service Reliability

5.6.1 The full description of this key issue is to 'Improve bus service punctuality through Quality Bus Partnerships including bus priority measures and Real Time Passenger Information to encourage modal shift from cars and to improve air quality'

Introduction

5.6.2 Increasing the use of public transport is an important priority for the Council. There is a target for 2011 to increase use of public transport for travel to Luton by 15% from 1999 levels. Improving information and reliability will be key to the achievement of this target.

5.6.3 This is also a national shared priority and the LTP includes a target of increasing bus passenger journeys by 10% over the 2000 baseline by 2011 with a 2.5% increase by 2006. However the 2004 APR records that having reached a peak in 2000 the number of passengers fell back in 2003 and there were more cutbacks in commercial services during the year.

5.6.4 The DfT response in December 2003 to the third APR submission indicated that in the field of Local Public Transport and Congestion the authority had 'established a broad range of targets but progress has not been universally strong'. This comment was addressed in preparing the fourth APR which resulted in a much improved score

5.6.5 Passenger transport has recently been reorganised in Luton following an earlier review, and all operational functions are combined within an integrated Passenger Transport Unit. These functions are not dealt with by this Review. The reliability of passenger and public transport services however, can be significantly affected by policies and practices for overall highway network management, and the quality of scheme design, and these aspects are included in this Review.

5.6.6 The Service Plan include key targets for the year as:-

- Review Bus Strategy by March 2005. This is now scheduled to be completed in April 2005
- Complete Bus Information Strategy by March 2005. This is now scheduled to be completed in April 2005.
- Achieve operational status of Real Time Bus Information Pilot project on routes 7, 8, and 38 by July 2004. In July 2004 a Real Time Passenger Information trial was introduced on these routes. Initial feedback is that this has been well received, although formal monitoring of the trial has not yet been undertaken

5.6.7 A Quality Bus Partnership was signed with Arriva to make improvements in principal corridors but the company has recently indicated informally that it wishes to withdraw from the Partnership, due to the way Town Centre works were handled.

5.6.8 Translink is a key element of the Council's public transport strategy and is intended to transform the public transport environment of the Town. The Public Inquiry began on 15 February and is expected to last between 4 and 6 weeks. Bedfordshire County Council are acting in the role of full partner in the promotion of the scheme and continue to make a valuable contribution. Arriva has been consulted throughout the development of the

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report (DRAFT)

scheme, particularly in respect of potential service patterns and have recently written a strong letter of support to be presented at the inquiry

Consultation

- 5.6.9 Consultation processes and responses are summarised in Appendix B and responses to the Citizens Panel and Stakeholders survey indicated support for the strategy adopted by the Council.
- 5.6.10 Bus passenger satisfaction is measured in accordance with BVPI 104. The level achieved in 2003-04 was 49.31% compared with 48.90 in 2000-01
- 5.6.11 Further consultation will be undertaken on the revision of the Bus Strategy and the Bus Information Strategy in the spring-summer 2005

Challenge

- 5.6.12 The traffic and transport Challenge session concluded that the key to public transport improvements was to finalise the Bus Strategy, which is a statutory requirement, and complete the development of a Quality Bus Partnership agreement. Both of these actions were subsequently completed
- 5.6.13 The Transport Act (2000) introduced the power for local authorities to introduce integrated ticketing arrangements, and the Challenge session also highlighted the need to consider the opportunities for this, building upon the existing arrangements.
- 5.6.14 The Transport Act also placed a duty on relevant local authorities to secure adequate public transport information, but at the same time the Competition Act (1998) has made it more difficult for individual operators to work together to provide comprehensive information. The Challenge session concluded that there was a need for additional resources on public transport information work and these have since been provided to assist with the Real Time Passenger Information pilot

Comparison

- 5.6.15 Best Value and Local Indicators are maintained for comparison purposes and to drive continuous improvement and progress against these is set out in Appendix C. and the APR. Key aspects are:-
- BVPI 102 Bus Passenger Journeys. Not on course to meet target and falling behind family group
 - BVPI 103 Satisfaction with local provision of public transport information.
 - BVPI 104 Satisfaction with local bus service. The APR establishes targets of 50% by 2007 and 55% by 2010, and records these as on track for delivery.
- 5.6.16 The DfT consultation paper on mandatory indicators for second round LTP proposed two mandatory indicators relevant to this key issue:-
- Bus Satisfaction – based on current BVPI survey methodology, measured at least triennially. Main question relating to overall satisfaction and subsidiary questions

including reliability/punctuality

- Bus Performance – measuring punctuality. To be measured annually using bus punctuality surveys. Reliability defined as the extent to which scheduled mileage is lost for reasons both within and outside the operators' control. The DfT recommends considering this as part of the wider problem of punctuality (defined as the extent to which buses run to time) and measuring this.

5.6.17 The Traffic Commissioners' present Reliability Standard requires that 95% of all registered services should operate within a window of not more than five minutes late or one minute early.

5.6.18 The DfT advice is that local authorities with access to bus timings information should use these to assess punctuality including no-show buses. Those without access to such data will need to carry out observations at random selections of timing points to gauge the extent to which buses are keeping to time.

Competition

5.6.19 Bearing in mind that public transport operations are outside the scope of this Review issues relating to the competitive provision of services are not dealt with. Competition in respect of engineering measures to assist public transport are considered under general schemes in Section 5.7

Discussion

5.6.20 Public transport availability and reliability will be a key issue in the 'Accessibility Strategies' to be required in the second round LTP. Detailed guidance confirms that local authorities will be expected to include framework Accessibility Strategies within the 2005 provisional LTP and completed strategies within the final LTP in March 2006.

5.6.21 Luton has made significant progress in the introduction of physical measures to improve bus service reliability, including an extensive system of bus lanes on key routes. Progress has also been made on Real Time Passenger Information.

5.6.22 There is concern however that more effort will be necessary to sustain improvements in this area particularly in the light of recent deterioration in relations with the principal operator. More will also need to be done in conjunction with the operator to identify and measure the extent of unreliability on key public transport routes

5.7 User Satisfaction

5.7.1 The full description of this key issue is to 'Increase user and community satisfaction with transport policy and completed schemes through better consultation, particularly following completion, to build support for transport policy and confidence in the Council'

Introduction

5.7.2 Delivering continually improving levels of user satisfaction with services is at the heart of Best Value and needs particular attention by this Review. Improving user satisfaction is a key strategic goal for the Council with a target for 75% of the people of Luton to be satisfied with a range of environmental services by 2011. The list includes the built environment and the maintenance of roads and pavements and is therefore considered to include the services covered by this review.

5.7.3 The Service Plan includes the following in relation to user satisfaction:-

- No formal service-wide consultation carried out recently but general consultation on implementation of schemes and attendance at Area Committees indicates that Engineering & Transportation is recognised as being very much a front line service and its engagement with members of the public is positively received.
- Received very positive comments and letters about our work on the Road Safety Education and Training work.
- Received regular complaints about the levels of congestion and delay in the town centre especially during the peak hours.
- Received regular complaints about certain identified schemes

5.7.4 The Service Plan confirms that the following areas need improvement:-

- Availability of information relating to major schemes and initiatives in electronic forms such as on the website;
- Correspondence management where local performance indicators are slipping
- Educating people into understanding that not everybody will benefit from the traffic management measures that are implemented on the roads and that pedestrians, cyclists and buses are as important or more important than car users.

5.7.5 Following consideration of the Stage 1 report of this Review by the Scrutiny Panel it was resolved that two specific schemes be reviewed to test the project related consultation, decision making and monitoring processes of the Service. The selected schemes are:-

- Town Centre Traffic Management Changes (Bridge Street and Manchester Street) otherwise known as Guildford Street Two way Traffic Scheme
- The Dallow Road (Lyndhurst Road to Ferndale Road) Traffic Calming Scheme

5.7.6 Detailed reviews of these schemes have been undertaken and are included as Appendix G of this report. Issues arising from these reviews are dealt with as a 'Challenge' Item under this Section.

Consultation

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report (DRAFT)

- 5.7.9 The results of consultation relating to this issue are set out in Appendix B. The Council also undertook some selected pilot surveys of specific schemes following completion.
- 5.7.10 About a third of residents were concerned about the amount and quality of consultation for engineering, safety, and other transport proposals. However on the post-completion pilot surveys most residents were very or fairly satisfied with the consultation on the schemes. It is likely therefore that the main criticism relates to other transport schemes that have implication for whole routes or corridors within the town.
- 5.7.11 In the light of this it was concluded that the role of the consultation officer should be widened, in particular as an “expert” source of advice on consultation methods and procedures appropriate to each particular scheme. The officer should be a focal point for monitoring progress on consultation for all schemes, including how these schemes are promoted and marketed
- 5.7.12 The role of post-scheme consultation is important in feeding back the views of local people about the implementation of engineering, safety, and other transport proposals, and should be adopted as a standard part of the overall consultation process. The information provided by such surveys is particularly useful to both the client and contractor in “closing” schemes.
- 5.7.13 Results from the Members questionnaire provided an average agreement of 53% with the statement ‘Users are easily able to make contact with the service and always receive a satisfactory response to enquiries and concerns’ This was the second lowest score of the 10 questions posed.
- 5.7.14 Responses to the question ‘Users and communities receive clear and timely information about scheme construction programmes’ conversely had average agreement of 69%, the second highest ranking of the 10 questions. This would suggest that in the opinion of Members the provision of information on schemes is better than responses to general enquiries. Members were particularly concerned about seeking residents’ views after construction of works
- 5.7.15 The increasing emphasis and public interest in traffic calming and related schemes required a new approach towards scheme development and consultation and a more robust system for determining relative priorities. The Council has recently established a comprehensive Area Studies programme to prioritise and develop schemes in partnership with the local communities. Key aspects of the scheme are:-
- A public exhibition advertised by posters, and leaflet drop to all premises in the area explaining the process. All material to have translations in main languages
 - A questionnaire providing residents with the opportunity to identify problems
 - Residents encouraged to develop solutions from first principles
 - Results of first round consultation applied in developing initial proposals
 - Second round consultations in same manner as the first showing draft proposals
 - Ward members involved throughout
 - Proposals recommended to Members based on second round consultation.
 - Monitoring of effectiveness and public satisfaction conducted following implementation

5.7.16 This process is now routinely applied to all Area Traffic Calming schemes and to other projects of appropriate scale. For smaller schemes involving only limited disruption to residents only one stage of consultation will be used, and very small schemes involving simple traffic orders public information and response will be dealt with through the order advertisement process.

Challenge

5.7.17 The two schemes referred by the Scrutiny Panel are used in this section to challenge the approach to consultation and engagement with users, residents and Members outlined above. A detailed review of both schemes is contained in Appendix G but conclusions are set out below. The schemes will be referred to as Scheme A and Scheme B for convenience:-

Scheme A Guildford Street Two way Traffic Scheme
Scheme B Dallow Road Traffic Calming Scheme

5.7.18 It is important to stress that both schemes have particular characteristics that make them unusual:-

- Scheme A was linked to the Development Framework for Luton Town Centre including a new look for St Georges Square, and forms part of a more comprehensive Town Centre Transport Scheme which includes completion of the Inner Ring Road to the north of the town, a new bus station, and improved pedestrian links into the town from the rail and bus stations. Funding rules required that the project be complete by the end of 2005-06, placing a crucial time constraint on the programme to remove traffic from Bridge Street and Manchester Street.
- Scheme B was also part of a much larger scheme comprising four separate traffic calming schemes receiving SRB funding.

5.7.19 Key conclusions of the Review into Scheme A are:-

- The project was managed through a Project Team, which first met on 27 May 2004. Minutes indicate that consultation was to take place on the Development Framework in July 2004 and that the principles of the Guildford Street Scheme would be consulted upon as part of that process. The minutes suggest that traffic disruption was an accepted consequence of the scheme, at least in the short medium term.
- Subsequent Project Meetings taking place on 6 July and 14 July have only informal handwritten notes. This is not consistent with recommended practice
- In the event, consultation on the Guildford Street trial was limited to key stakeholders i.e. Galaxy, Arndale and bus operators. There would normally be a more extensive list
- No wider public consultation was carried out. This is not consistent with recommended practice
- A report to an informal executive members briefing meeting on 11 February 2004 reports concludes that 'the trial would be costly to implement and the chances of it succeeding are considered to be slight. There would be a further cost in removing the works carried out to allow the trial to take place if the trial was unsuccessful
- A Members briefing note was issued to all Councillors on 20 July 2004 providing a

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report (DRAFT)

comprehensive report on the scheme and stressing the urgency for its completion. This appears to be the first time that non executive members were briefed on a potentially controversial scheme. This could be considered short notice

- Information about the scheme was issued to affected businesses, residents, and other stakeholders at the end of July advising that the scheme was to be implemented on 16 August 2004. Press releases also issued to local press and radio.
- Changes in journey time and traffic count data is currently being reviewed and information will be available shortly. This would normally be reported more quickly
- Records of expenditure on the scheme suggest the total costs associated with the scheme are probably about twice the £45,000 estimate reported to Members. This would normally be reported to Members
- Providing initial responses to the complaints made following the introduction of the scheme was done well.
- A petition was advised that it would be reported to the Area Committee. A report is being taken to the Executive committee on the 14th February 2005. This is consistent with recommended practice but a little late

5.7.19 Key conclusions of the Review into Scheme B are:-

- The public consultation process which took place in January 2002 indicate that this was a thorough and comprehensive exercise. But about two thirds of residents did not respond. With such a significant traffic scheme it would have been preferable to base conclusions on at least a majority of residents to obtain a higher participation.
- The schemes were to be overseen by Community Steering Groups including representation from local councillors, local businesses, community groups, police and transport operators. This is consistent with good practice.
- The first Steering Group for the Dallow Area Schemes took place on 8 October 2001. Local Councillors were invited but none attended. However three local residents attended. The second Steering Group meeting took place on 24 October, but again no Councillors attended despite reminder phone calls. This lack of member and resident involvement is unfortunate
- Attendance continued to be poor at all subsequent Steering Groups with at most one Councillor and one resident attending. A public meeting and exhibition was held on 6 November. Apparently this was poorly attended but there is no record of attendance. Such 'apathy' often translates easily into objections when schemes start.
- The final Steering Group meeting took place on 30 January 2002. No future meetings of the Steering Group were planned and there is no record of subsequent reports to Members.
- There was a long delay in progressing the schemes due primarily to shortage of resources. Precedence was given to LTP schemes and LBC money rather than the SRB funding. Such a long causes uncertainty with residents, and excludes new incomers from the consultation process
- Consultants were not appointed to carry out design of the schemes until September 2003
- The first of regular progress meetings commenced on 26 November 2003. Agreed leaflets were to be issued to residents 1 month and 1 week prior to commencement of works
- The meeting of 9 February concluded that a number of changes to both schemes were necessary as a result of safety audits and comments from Police and residents.

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report (DRAFT)

Changes to the schemes following audits caused problems – residents happy with original scheme were not happy with the modifications. It would have been good practice to retain the original Steering Group throughout the process.

- Notices posted for various orders for including one-way system, road humps in different formats with different response dates. This is not good practice
- It was agreed last month to review the scheme after 6 months. This is good practice
- Actual cost of schemes exceeded estimate by about £120,000. Should this have been reported to Members

Comparison

- 5.7.20 Comparative measurements of user satisfaction are established by Audit Commission surveys for a wide range of Council Services and are available as background documentation.
- 5.7.21 The Council has presently no identified methodology to monitor and compare progress towards its 2011 target of achieving 75% satisfaction with a range of environmental services and it will be necessary to establish this
- 5.7.22 Eight Councils were awarded Beacon Status in 2003-04 for their approach to the management of Roads and Street Works including consultation.
- 5.7.23 Luton Street Services now routinely conduct post-completion surveys of residents following completion of works and examples of these are available as background documentation

Competition

- 5.7.24 Competition is not an issue for this section. The user involvement process is generally undertaken either by local authority staff or by specialist survey companies dependent on the nature of the project and resources required. This is the case in Luton

Discussion

- 5.7.25 Procedures adopted for managing the Area Traffic Calming Programme are best practice and should in due course deliver improved user satisfaction. It will be important however clarify the nature and extent of scheme consultation for all types of scheme and establish monitoring arrangements to check compliance
- 5.7.26 It is clear that there were shortcomings in the procedures used for both of the schemes selected for challenge, in respect of consultation, user information, programming and member reporting. In the case of the Guildford Road Scheme there may be some justification for this in view of the strategic importance of maintaining programme. In the case of Dallow Road there would not seem to be any mitigating circumstances although it did predate the new improved Area Traffic Calming procedure
- 5.7.27 There is a need to address the issue highlighted in the Service Plan in improving availability of information relating to major schemes on the website.
- 5.7.28 There is a need for a more robust system of correspondence management including regular review of complaints to assist continuous improvement

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report

(DRAFT)

5.8 Arrangements for Service Delivery

5.8.1 The full description of this issue is to 'Ensure the delivery of the Capital and Revenue Programme to a high standard of efficiency, economy and quality, to improve compliance with programme and improve user and community confidence'

Introduction

5.8.2 The potential for competition in the provision of services and the approach to be adopted is summarised in Appendix E.

5.8.3 There are five main areas of service where competition has particular relevance, and where there is a strong well developed market. These are:-

- Transportation strategy
- Highway engineering
- Traffic engineering and signals
- Engineering construction
- Parking enforcement

5.8.4 For other service areas where although there may be scope for competition, the scale of resources provided by Luton is fairly small, there are unlikely to be any benefits of competition. There may be some marginal benefit in a larger contract including aspects of these services to provide ad hoc assistance with vacancies. These are:-

- Road safety
- Development control
- Bridges and Structures

5.8.5 Appendix E sets out the three defined roles of staff, policy, client and delivery, based on the presumption that competition is most likely to apply to the last of these. It concludes that the scope for competition is therefore some 13-15 people in highway design and traffic engineering and about a further 30 posts in parking services which is dealt with in Section 5.1)

5.8.6 The Service Plan states that 'It is abundantly clear that our resourcing problems have had a significantly adverse effect on service delivery. Delivery on the ground of relatively straightforward schemes is being delayed'

5.8.7 The Service Plan also notes that:-

- Recognising our staffing difficulties, we entered into a call-off contract with a firm of consulting engineers to provide staff and remote office support.
- We will be exploring options for strategic alliances to enable longer term high-value contracts to be placed to ensure programme delivery.
- We have established a Contract & Business Processes team to review our use of contracts in order to streamline work processes and protect staff from duplication of work.

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report (DRAFT)

- We will explore avenues for contractual and non-contractual partnership working to improve our service delivery.

Consultation

5.8.8 There was no public consultation on this issue. Informal discussions with staff suggest that they accept the need for regular external consultancy and contractual support. They have not been specifically consulted on any proposals and this would be necessary for the next stage.

Challenge

5.8.9 The highways and structures Challenge session identified that further consideration of overhead rates and other ways of improving financial performance was required.

5.8.10 The Challenge sessions concluded that the Review should focus attention on the following areas:-

- Partnership working on the detailed design and construction of new and improved highways and structures.
- Review whether it would be more effective to employ consultants carrying out the preparation work for some schemes on a term consultancy basis.

Comparison

5.8.11 The Council makes extensive use of external consultants and contractors at present to mitigate the affects of vacancies and to provide specialist support and has access to a range of information on comparative costs Appendix E compares internal and external rates and concludes that there is a small difference in favour of external provision within the middle range of grades L6- M1 of about £5 per hour, which for 15 posts would represent a theoretical saving or increased productivity of £100,000

5.8.12 It is however important to note that LBC rates include an on cost of 25% which would not necessarily be recovered with external provision and which could more than compensate for any saving

5.8.13 This confirms the results of work undertaken for the earlier review, which concluded that with the adoption of 1400 productive hours for all staff and consequent changes in overhead allocation the revised charge rates would compare favourably with the industry average. This work is available as background documentation

5.8.14 In reviewing unit cost information for the Review a number of inconsistencies emerged in practices for the recording, coding and recharging of costs, in particular the allocation of costs between capital and revenue accounts. This resulted in inaccurate information and recovery of rechargeable costs. It is important that there is clear and consistent advice to staff and reliable and timely completion of diary sheets

5.8.15 A key consideration in assessing the potential benefits of external service provision is the level of vacancies, recruitment and retention problems and the affect of these on service delivery. Appendix E sets out annual performance which shows underspending every year but an improving trend since 2001-02. The elimination of underspending is an

important goal for Engineering and Transportation which it is intending to achieve. Nevertheless, recruitment remains a continuing problem which is likely to affect this

Competition

5.8.16 Heading not relevant in this case as dealt with by the complete section

Discussion

5.8.17 There are three main options for highway design and traffic engineering:-

- No change. Continue with ad hoc consultancy commissions
- Procurement by competition of about 15 posts engaged on delivery. Some of these would involve externalisation
- As option 2 but restrict to about 7 posts. These would be vacant posts and other short term contracts
- As option 3 but with a presumption that subsequent vacancies would be taken up by the contract rather than recruitment eventually expanding to the Option 2 level

5.8.18 Although the 'no change' option is possible many of the present contractual arrangements are short term or 'ad hoc' appointments and do not provide the robust flexible and reliable framework of support necessary for the longer term. With short term appointments for individual projects the process of preparing briefs, tendering and evaluating can be time consuming

5.8.19 Best practice in procurement is to adopt a longer term 'partnering' contract of 5 years or more with scope for extension, awarded on a balance of quality and price. Such contracts enable the partners to build a close working relationship founded on trust and shared values. Recent contracts have increased the quality price balance to as much as 80-20. During the Review a visit to Southend Council provided a current example of this type of contract. Street services is also presently developing a longer term 'partnering' arrangement which will inform consideration of this aspect

5.8.20 A longer term 'partnering' could also be appropriate for transportation strategy services. Although the vacancy position is less acute, a wide range of consultants are employed and there could be benefits in considering a longer term arrangement along similar lines to that suggested for highway design and traffic engineering.

5.8.21 A fourth option was raised by Street Services involving the delivery of minor schemes more cost effectively using the technique of "Walk and Build". This technique involves constructing the scheme with experienced operatives utilising minimal design input. The approach would not be appropriate for all schemes but is already used to some extent. The potential for this option should also be considered at the next stage of the review

APPENDIX 1

5.9 Working Practices and Processes

5.9.1 The full description of this issue is to 'Improve management and working practices and processes, in particular the need for flexibility recruitment and retention and better internal communication to increase efficiency, to facilitate staff development and to meet corporate targets'

Introduction

5.9.2 This issue will consider working practices and processes used by the Service in the development and delivery of projects, in particular to secure the most effective and efficient use of resources.

5.9.3 The results of internal Audit Reviews are also referred to where appropriate together with issues raised in employee consultations

5.9.4 Within a relatively small authority it can be difficult to recruit and retain specialist staff in all areas of engineering and transportation. In these circumstances it will be necessary to develop a strategy based on:-

- Retain a core of staff with general competence able to provide flexible support over a broad area
- Employment practices, including training and delegation to support such flexible working
- Clear procedures to ensure consistency together with an effective communication strategy to provide support and motivation
- High quality ICT providing common information and support systems and known to all
- Arrangements for obtaining specialist or non specialist support resources easily and at short notice.

5.9.5 The first four points are dealt with in this Section and the fifth point is dealt with in Section 5.8

Consultation

5.9.6 An employees' opinion survey was undertaken in 2003 to understand preferences in changes to working life at the Council. Results are summarised in Background documentation. Asked what three changes would improve working life at the Council, numbers of comments made in various categories are as follows:-

- | | |
|---|----|
| • Work environment facilities | 24 |
| • Communication | 21 |
| • Pay and benefits | 11 |
| • Training and development – career progression | 12 |
| • Equipment and resources including ICT | 11 |
| • Recognition | 11 |
| • Job general | 11 |
| • Work organisation and efficiency | 4 |
| • Equal opportunity and diversity | 3 |
| • Immediate manager | 3 |

- Leadership 3

5.9.7 It is significant that three of the top five issues identified, communication, training and equipment including ICT correspond directly to the elements of the strategy in paragraph 5.9.4. Important comments made include:-

- The need for co-location of staff
- Improved communication and briefing between managers and staff
- Better information exchange and sharing
- Full access to GIS

5.9.8 The Environment and Regeneration Department is pursuing Investors in People recognition but was unfortunately unsuccessful with initial assessment. The key area identified for improvement was communication and further attention needed to be given to the following concerns with a view to a further assessment:-

- Staff not feeling valued with little or no acknowledgement of effort
- Managers not cascading information
- Lack of opportunity for groups and teams to get together for meetings
- People not always understanding how their development can assist with meeting business goals

5.9.9 There was some evidence that the series of regular weekly or fortnightly meetings accompanied by a 'project charter' introduced to develop the fourth APR significantly improved employees' commitment and ownership of the process. Comments during interviews included:-

- Progress meetings leading to good two-way communication.
- Many things now picked-up which tended to 'slip between the floorboards' before.
- Now Involved in all regular meetings, feel fully included in 'ownership' of document
- Seems greater ownership of whole process

5.9.10 Results from the Members Questionnaire indicated average agreement of 56% with the statement 'All works are commenced and completed in compliance with the published programme and delivered 'right first time''. This was the third lowest ranking of the 10 questions posed.

5.9.11 Members mentioned that the key problem was 'too few people and too many projects. Also need to ensure good quality designs integrating with street scene, in this context a design quality guide is being produced by Street Services (Co-ordinated Street Scene), which will be used to progress design of various sites contained within Luton Town Centre Development Framework. First draft is completed and publication is scheduled for June 2005

Challenge

5.9.12 The following issues were raised at the highways and structures challenge workshop:-

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report (DRAFT)

- The need for standardised work practices and procedures. Work has already commenced to develop standard procedures. Progress has however since been delayed by personnel problems
- The need for associated work on reviewing standard details to flow from this process. It was hoped that this would lead to achieving ISO 9000 accreditation for the Division.
- The need for different aspects of recruitment procedures to be reviewed including the job descriptions and person specifications, together with the content of adverts and where these are placed
- The need to undertake an audit of staff skills to assist in determining the particular activities for which partnering should be considered. There is also a link with training, as some staff with the necessary skills required for a particular task could train others to assist in this process.
- The need to develop a Strategy for training, including informal lunchtime training sessions and work shadowing, as well as more formal arrangements including post-entry training and evening classes. Employees of both the Council and the Contractor/Consultant could benefit from training in the partner organisations.
- The need for the Council to retain the ability to act as an informed intelligent client retaining a small caucus of staff with project management skills

5.9.13 The Internal Audit Service Annual Report for 2003-04 identified six reports relevant to this review during the year. In the majority of cases the level of control was considered to be good, except for one scheme, Havelock Road Traffic Calming, where it was considered only fair. In all cases the likelihood of further improvement was considered likely.

5.9.14 Most recommendations for changes were in respect of procedures for selecting consultants for inclusion on select lists and evaluation of bids. All of these recommendations have been implemented. The lack of progress on a standard procedures manual was also noted.

Comparison

5.9.15 It is difficult to compare objectively the effectiveness of work procedures and processes in the absence of a quality assured system. With a quality assured system accredited to ISO 9000 subject to regular inspection and review, non-conformances are recorded and the performance of the system and the organisation can be monitored.

5.9.16 A number of the larger authorities and all major consultants and contractors have QA accredited procedures. Although it would be desirable for Luton to have this it may not be practicable for a relatively small authority. It may be preferable to seek to acquire this as part of a 'Partnering' arrangement with a contractor set out in Section 5.8. or in liaison with another local authority.

5.9.17 In the meantime it will be important to make progress with the development of a relevant procedures manual and ensure understanding and compliance by all members of staff. Street Services has also developed a suitable system and could assist.

5.9.18 The achievement of Investors in People should be pursued as this is a quality assured system

Competition

5.9.19 Competition is not a relevant consideration for this issue other than that referred to in paragraph 5.9.16. The maintenance of standard procedures will remain a client function.

Discussion

5.9.20 The Council has made good progress in improving its procedures. It has sought to address all recommendations by internal audit, including the establishment of more robust procedures for procurement and evaluation. It has established a new process for prioritisation and consultation on Area based Traffic Calming schemes. And it has streamlined processes for assured scheme delivery following concerns by the Department for Transport.

5.9.21 There is however room for further improvement, as illustrated by the analysis of the sample schemes identified by the Scrutiny Panel. Although these are not typical schemes there are aspects of them that indicate some uncertainties of procedure and an ad hoc approach in some cases. This is a particular problem when staff are under pressure, as they undoubtedly are in Luton and there is a need for a more robust approach towards consistent, reliable and auditable procedures.

5.9.22 This is acknowledged in the Service Plan which indicates that service related business processes need to be refreshed and improved in order to improve service delivery. It notes the need for improvements in correspondence management, which is underway and improvements in website which is not.

5.9.23 In relation to risk management the Service Plan identifies the following as key risks together with some mitigation measures:-

- Staff performance affected by overload and stress. Mitigated by significant development of leadership and management training, project management, to improve ability to manage effectively. Establishment of tools for workload management
- Failure to recruit/retain staff. Mitigated by Recruitment & retention action plans developed as part of overall HR strategy, review of existing HR policies to support retention/trainee programme.
- Reputation of LBC Services with Council Members declines. Mitigated by service plan clinics, reliable programme of meetings with portfolio holders.
- Significant new, high profile project fails. Mitigated by promotion of new approach to project management via Leadership and Management training
- Lack of resources to manage change. Mitigated by identifying key areas of concern through service planning processes.

5.9.24 In relation to equalities the Service Plan identifies the following key actions for achievement:-

- Implement an Equalities Action Plan to work towards Level 4 standard for Local Government
- Set service targets and specify actions for improved workforce representation

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report (DRAFT)

- Undertake fully representative interviewing panels for 50% of all posts, subject to availability of appropriate staff
- Conduct Year 3 Equality Impact Assessments as identified for 2004/05
- Consult, feedback and respond to disadvantaged groups and communities about their concerns, needs and priorities

5.10 Quality of LTP and APR

5.10.1 The full description of this key issue is to 'Achieve sustained improvement in LTP and APR scores to maximise government funding and to maximise CPA freedoms and flexibilities'

Introduction

5.10.2 This section of the Report is structured differently from others as it relates less clearly to the headings of the 4Cs. The course of action is also relatively clear cut and based on existing Government and consultancy advice.

5.10.3 The Department for Transport assess the quality of Local Transport Plans and Annual Progress Reports to score and rank them against a defined set of criteria, which are increasingly based on programme delivery. The ranking has some implications for authorities both financially and in terms of 'freedoms and flexibilities'. It also feeds into the overall Comprehensive Performance Assessment.

5.10.4 In December 2003 the assessment for Luton was disappointing, placing the authority just inside the 'weak' category. Although there were no direct financial implications arising from this it was clearly necessary to take action to redress the position for the next year's submission.

5.10.5 A action plan was put in place including adoption of a 'Project Charter' committing all involved in the project team to submitting a step change improved APR in July 2004 with the objective of achieving an APR score of 3.25 whilst maintaining the present PI score of 4.

5.10.6 This action plan was supported by a project commissioned by the DfT for Atkins Highways and Transportation to work with the group of authorities ranked as 'weak' to identify key issues requiring attention and share best practice. This project reported in April 2004 and informed the work of the APR project Team. The APR was completed and submitted on schedule in July 2004 and was subsequently assessed in December 2004 as 'above average'

5.10.7 Although this is a most encouraging result, it will be important to ensure that the improvement is sustained and this has therefore been adopted as a key issue for this Review. The approach has been to:-

- Review actions identified by the Atkins report as requiring ongoing attention in the longer term
- Identify any continuing areas of concern in the December 2004 APR assessment
- Identify issues in the new Guidance for the new second round LTP likely to present particular challenges and assess the extent of preparedness in making arrangements to address these
- Propose improvement actions to deal with any deficiencies

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report (DRAFT)

5.10.8 It will also be necessary to submit a fifth APR in July 2005 and Guidance for this was published in February 2005. The DfT have confirmed their intention to keep content to a minimum in view of the work that will be involved in the production of the second round LTP.

Actions Identified by Atkins Report

5.10.9 The report is available as background documentation and the following recommendations are relevant to this review:-

- Although considerable progress made in building commitment from technical colleagues and management through regular progress meetings the nature and extent of Corporate and Member support and ongoing scrutiny of the process was however less clear
- Important to ensure that robust arrangements were in place to prepare for and manage the LTP2 process. Also important to ensure that enhanced commitment from colleagues and management was maintained throughout the scheme development, delivery and monitoring stages.
- Need to clarify accountabilities for LTP and performance management and to maintain strong focus on recruitment, and retention together with a longer term strategy for ongoing external support
- Process is moving from issue specific scheme origination towards the more mature form of integrated programme development needed to achieve best value outcomes and target achievement but more emphasis needs to be given to this
- The authority is working to address recruitment and retention problems and has moved decisively to seek private sector consultancy support for the short term. It will be important to secure more long term arrangements to support delivery of LTP2 programmes.
- The authority is seeking to modernise contractual arrangements though new forms of contract enabling more effective partnership working, early contractor involvement.
- The authority needs to establish more robust comprehensive performance management arrangements to support LTP programme delivery as a continuous process rather than focussed on the APR timetable.
- The authority needs to make significant improvements in the management, storage and use of data to support LTP development and delivery.
- The authority should develop ongoing improved arrangements for routine communication and reporting to the Regional Office on progress, divergence from planned programme and explanations based on the principle of 'no surprises'

Continuing Areas of DfT Concern

5.10.10 The DfT decision letter of December 2004 responding to the fourth APR is available as background documentation and the following recommendations are relevant to this Review:-

- Progress towards core indicators which is consistent with progress towards local indicators is impressive, but need to give greater explanation in those instances where you have indicators classified as not on track.
- We would encourage you to facilitate the speedy implementation of the statutory procedures for the Luton Town Centre scheme so that the scheme can make a contribution to the Government's Sustainable Communities Plan in the Milton Keynes / South Midlands Growth Area.

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report (DRAFT)

- Although the number of targets assessed as 'no clear evidence' has decreased, there are still too many targets against which progress is either unmeasured or immeasurable. (General comment not Luton specific).
- Continue to stress the importance of measuring progress against outcomes and not outputs. (General comment not Luton specific)

On-going discussions with the Regional Office will provide further clarification of these issues

Issues in Guidance for Second Round LTP

5.10.11 There are significant changes proposed for the second round of LTP. Published guidance is available as background documentation but the key items are summarised below:-

- Four new key principles for LTPs, including setting transport in a wider context, locally relevant targets to be set for outcome indicators, best value-for-money solutions to be identified and trajectories for key targets
- Transport strategy to reflect the 'shared priority for transport'. Improving access to jobs and services, particularly for those most in need, in ways which are sustainable, improved public transport, reduced problems of congestion, pollution and safety.
- New requirement to produce accessibility analysis and strategy
- New requirement to set congestion targets (larger authorities)
- Demonstrate LTP contribution to managing the road network consistent with requirements of the Traffic Management Act (This is dealt with separately under Section 5.11
- The incorporation of Air Quality Action Plans into the LTP process
- The incorporation of Rights of Way Improvement Plans into the LTP process
- Preparation of Transport Asset Management Plan
- Requirement to publish an Environmental Report on the impacts of the proposed LTP as part of Strategic Environmental Assessment.

5.10.12 It will be necessary to produce a status report relating to the issues identified in the preceding three paragraphs identifying any gaps and use this to monitor the production of the new LTP.

5.11 Traffic Management Act

5.11.1 The full description of this key issue is to 'Establish arrangements and systems to comply with the statutory duty under the new Traffic Management Act to secure the expeditious movement of traffic on the local road network to ensure efficient network operation and avoid government intervention'

Introduction

5.11.2 This section of the Report is structured differently from others as it relates less clearly to the headings of the 4Cs. The legislation is new to all local authorities and best practice has not yet been established. It will however have a significant influence on the whole authority and the management of the highway network

5.11.3 This is also a matter of some importance to users. The Best Value general survey for Luton Borough Council undertaken by BMG during September – December 2003 and published in April 2004 sought information about quality of life aspects that most need improving. From a list of 24 aspects, traffic congestion ranked third narrowly beating road and pavement repairs

5.11.4 The Traffic Management Act, which received Royal Assent in July 2004, introduces a wide range of new powers on local authorities, the most important being:-

- A statutory duty to secure expeditious movement of traffic on their road networks
- A statutory duty to facilitate expeditious movement of traffic on other authorities networks
- To perform these duties all local traffic authorities must appoint a 'Traffic Manager'
- Traffic includes cyclists and pedestrians
- If an authority fails to perform its network management duty the Secretary of State can appoint a 'Traffic Director' for that authority rechargeable to the authority

5.11.5 The duty is not limited to the actions of the Department responsible for traffic within the authority. The Council is required to consider the duty when exercising its powers under any legislation where this impacts on the operation of the road network. The Act requires that authorities look to ensure that the whole organisation is aware of the duty and the implications for them

5.11.6 Bearing in mind the breadth of the statutory duty and the ability of the Secretary of State to intervene in case of failure by the Council, it was considered essential to define this as a key issue despite its not being specifically raised in consultation. Having said that, the prime objective of reducing congestion was identified by users as an issue of concern

5.11.7 The Act also introduces a range of other powers relating to works on the highway including:-

- Powers requiring a permit to be issued for virtually all activities to be undertaken on the highway. Permits will provide more effective control than the current Notice arrangement and will allow the Council to make a much more positive response in terms of imposed conditions. The permit system will also be applicable to other

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report (DRAFT)

operational activities conducted on the highway including special events and processions

- Changes in the regulatory regime for works by utility companies and by the Council, including increased levels of fines for overstaying, operating outside specified hours, operating without a permit, operating in an unacceptable manner, and introducing unacceptable collateral damage to the fabric of the highway.
- Greater responsibility and powers to direct, programme and locate works in the highway. This will give the Council the power to say where work can take place, what special arrangements need to be incorporated into the method of working, and when the work can take place given other planned and anticipated demands on the network.
- Requirement to fully e-enable the street works function to provide for complete transparency of decision making and information provision

5.11.8 The Act also extends the powers for civil enforcement of traffic offences by local authorities. Much of this will relate to key issue 1, Parking Productivity and Efficiency but is included here for completeness:-

- Provision of a single framework for civil enforcement by local authorities of:-
 - Parking and waiting restrictions
 - Bus Lane contraventions
 - Some moving traffic offences
 - Empowering local authorities to inspect blue badges
 - Use of any surplus income from parking enforcement expanded to include environmental improvements

5.11.9 The consequences of this part of the Act for Decriminalised Parking Authorities, such as Luton, include:-

- Special Parking Area (SPA) to become Civil Enforcement Area (CEA)
- Decriminalised parking offences extended to include parking at taxi stands, parking offences during special events, parking in a bus stop clearway, double parking, parking within defined area of pedestrian crossing, parking across a dropped footway
- Regulations will be made in respect of a number of other items including posting of PCN for 'drive away', and issuing PCN based on camera evidence
- Authorities will be able to apply for a Special Enforcement Area providing for civil enforcement of banned turns, one way streets, box junction markings and weight limits

5.11.10 The timetable for implementation of the various powers and duties is expected to be as follows:-

- Commencement order for traffic management duty made
- Commencement order for extensions of parking controls imminent and fully operational April 2005
- Commencement order for bus lane contraventions expected April 2005, operational date uncertain
- Commencement order for moving traffic offences expected April 2006 operational date uncertain

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report (DRAFT)

- 5.11.11 In relation to the core new statutory duty of 'facilitating expeditious movement of traffic' it will be necessary to establish performance indicators and targets for congestion and also crucially the minimum standards below which the Secretary of State might intervene to appoint a Traffic Director. Guidance for the second round LTP states that the Government are intending to issue guidance on network management techniques and the criteria it will use to decide whether or not to intervene. It is also using improved data sources to develop a new national target for urban congestion by July 2005.
- 5.11.12 The Government is presently consulting on a wide range of elements of the Act, for which responses are required by 26 April 2005, including:
- Code of Practice for Co-ordination Volume 1 Permit and Notice Procedures
 - Code of Practice for Co-ordination Volume 2 Operations and Guidance
 - Regulations and Guidance for Fixed Penalty offences
 - Regulatory Impact Assessments for Permits, Charges and Fixed Penalties
- 5.11.13 The legislation will have a highly significant effect on a wide range of Council activities with the potential for Government intervention in the event of poor performance and it will be necessary to establish a project team to:-
- Respond to consultations from Department for Transport
 - Establish the main issues and actions for the Council together with timetable
 - Resolve organisational issues
 - Establish Council policies, practice and procedures with respect to Permits, Charges and Fixed penalties
 - Ensure availability of necessary ICT support and systems
 - Ensure necessary improvements to website information
 - Review available guidance, research approaches by other authorities and any emerging best practice

6 ISSUES FOR FURTHER CONSIDERATION

6.1 Issues requiring further consideration fall into two groups:-

- a) Areas identified by the Review as requiring management action, but where there are options requiring evaluation and risk analysis at the next stage. These include:-
- Improving performance in parking enforcement improvement. Options include robust and sustained management action and competitive tendering.
 - Improving environmental performance of the Council. Some initiatives have been introduced but progress on the Council's Green Travel Plan appears to have stalled. Options to reinvigorate this need to be considered
 - Improving relations with principal bus operator. Recent tensions have called into question the future of the Quality Bus Partnership. There is a need for the relationship to be reinvigorated
 - Improving public support and understanding for Town Centre Scheme. The review identified that the need to deliver a tight programme, linked to the St Georges Square Improvement, with time limited funding, had compromised normal public consultation arrangements. Although understandable and possibly justifiable in this case it is important to build wider public and stakeholder understanding and support for the 'big picture'
 - Improving delivery of capital programme. Staff shortages continue to be a problem and the Review identified a consensus for establishing a longer term 'partnering' arrangement with a preferred consultant. There are some options about the scale, nature and content of such an arrangement which need to be addressed at the next stage
 - Improving capacity and capability of the Council for project management, particularly larger projects
- b) Linkages between key issues and wider cross cutting policies, or outputs from reviews of related services. These linkages will need to be checked to ensure that opportunities for added value are maximised and any inconsistencies resolved. Linkages identified include:-
- Quality of Life Assessment
 - Sustainability Appraisal
 - Equalities Review
 - Issues from Administration Review
 - Issues from Web and Communication Cross Boundary Group Review
 - Issues from Street Services Improvement Plan

7 MANAGEMENT ACTION PLAN

- 7.1 A series of actions have been identified by the Review and these are set out in Table 7A. Actions are identified under each of the key issues and are described as 'strategic' and 'non-strategic' for convenience.
- 7.2 'Strategic' actions are those which impact very directly on the issues and which will have the greatest impact in improving performance. Some of these will require options to be evaluated prior to approval by Members at the next stage of the Review. They all have timescales for action but are not specifically assigned to officers at this stage.
- 7.3 'Non-strategic' issues reflect either actions already identified and approved, for example in the LTP and therefore should require no further authority to proceed, or actions identified during the review which although useful, are of a relatively lower priority. These can be pursued by officers without further approval and comprise the Management Action Plan. These are set out in Table 7B together each with a responsible officer designated and a timescale in accordance with the approved methodology.

APPENDIX 1

TABLE 7A: BV REVIEW ACTION PLAN (Arranged under headings of the “Key Issues” as identified in Section 5 of report and “Minimum Analysis”)			
Ref	Issue	Strategic Actions	Non-Strategic Actions
1	Parking Productivity and Effectiveness		
	<p>Improve productivity, overall efficiency and effectiveness in parking enforcement</p> <ul style="list-style-type: none"> to reduce illegal parking to improve highway network efficiency and access 	<ul style="list-style-type: none"> Manage the operation of the parking service to reduce the number of illegally parked vehicles per km of restricted street to 1.00 by 2005-06 Manage the operation of the parking service to reduce parking service sickness absence to 15 days by 2005-06 Manage the operation of the parking service to achieve best quartile performance by 2005-06 for proportion of PCN overturned on appeal or not contested by Council Achieve efficiency improvements in back office operations to achieve above average performance in 2005-06 Develop a plan for competitively tendering the parking enforcement service in 2006-07 depending on performance to 2005-06 	<ul style="list-style-type: none"> Achieve LTP objective of a managed reduction in town centre long stay parking year on year Implement LTP medium term strategy to deflect all but the shortest stay town centre car parking off street Achieve LTP objective to double the real cost of public on and off street car parking by 2011 including a full review in 2005 Develop, prioritise and publish TRO regulations programme including a strategy for dealing with hotspots. Participate in pavement parking initiative with DfT to allow enforcement in future years Update leaflet on car parks locations to include security, size in each car park by 2006 Carry out feasibility study into alternative means of transport eg. cycles, mopeds for PAs by 2006 Carry out pilot study into use of digital photographs for enforcement by 2006 Develop enforcement strategy including, Investigate feasibility in bringing in towaway and clamping by 2006 Investigate internet payment system and costs by 2006 Investigate the feasibility of introducing fraud

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report (DRAFT)

TABLE 7A: BV REVIEW ACTION PLAN (Arranged under headings of the “Key Issues” as identified in Section 5 of report and “Minimum Analysis”)			
Ref	Issue	Strategic Actions	Non-Strategic Actions
			squads to investigate permit abuse by 2007 <ul style="list-style-type: none"> Review viability of all car parks and investigate means of improving revenue through advertising and sponsorship by 2006 Develop standard but personalised acceptance and rejection letters by 2006
2	Walking and Cycling		
	Increase walking and cycling through Green Travel Initiatives, provision of facilities and better safety <ul style="list-style-type: none"> to improve air quality to improve community health 	<ul style="list-style-type: none"> Develop and Implement programme to achieve 70% children walking to school by 2010 Develop and Implement a programme to achieve 70 school travel plans and 70 employer travel plans by 2010 Develop and Implement a programme to improve the green travel performance of the Council by 2005-6 	<ul style="list-style-type: none"> Complete and publish review of cycling strategy by summer 2005 Complete and publish review of walking strategy to meet new LTP preparation timetable Develop and Implement programme to double cycling mode share by 2010
3	Road Safety around schools		
	Improve road safety around schools through the provision of safety engineering, enforcement and training <ul style="list-style-type: none"> to reduce levels of actual and perceived risk to encourage travel by more sustainable modes 	<ul style="list-style-type: none"> Develop and Implement a programme to achieve 80% schools with safer routes to school or traffic management scheme, 20 mph, signing in place by 2011 	<ul style="list-style-type: none"> Manage the casualty reduction programme to sustain best quartile performance for child casualties Manage the road safety education programme to achieve 70% children over 5 receiving road safety advice by 2011 Manage the School Crossing Patrol Service to achieve 6% un-staffed SCP sites by 2011
4	Speeding		
	<ul style="list-style-type: none"> To reduce speeding through the use of traffic calming, speed cameras and active 	<ul style="list-style-type: none"> Develop and Implement a programme to achieve 100% roads with appropriate speed limit by 2011 	<ul style="list-style-type: none"> Develop and gain approval for a Speed Management Strategy in 2005 Sustain 100 % priority camera sites with

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report (DRAFT)

TABLE 7A: BV REVIEW ACTION PLAN (Arranged under headings of the “Key Issues” as identified in Section 5 of report and “Minimum Analysis”)			
Ref	Issue	Strategic Actions	Non-Strategic Actions
	<p>signing</p> <ul style="list-style-type: none"> to reduce road casualties, especially for vulnerable users to reduce real and perceived risks especially for vulnerable road users to improve network efficiency 	<ul style="list-style-type: none"> Develop and implement a programme to achieve 50% priority sites with traffic calming measures or active signing installed by 2011 Develop and implement measures to achieve 85% speed compliance at 20 mph sites by 2011 	regular enforcement action (13 fixed and 15 mobile)
5	Bus Service Reliability		
	<p>Improve bus service punctuality through Quality Bus Partnerships including bus priority measures and Real time passenger information</p> <ul style="list-style-type: none"> to encourage user satisfaction to encourage modal shift from cars to improve air quality 	<ul style="list-style-type: none"> Establish arrangements to improve relations with the principal bus operator to reinvigorate the Quality Bus Partnership Programme Develop and implement a programme of improvements to achieve best quartile performance for bus service punctuality by 2011 (based on new LTP indicator) 	<ul style="list-style-type: none"> Achieve best quartile performance for satisfaction with public transport information by 2011 Increase public transport use to town centre by 15% by 2011 compared with 1999 levels
6	User and Community Satisfaction		
	<p>Improve user and community satisfaction with transportation policy and completed schemes, through better consultation, particularly following completion</p>	<ul style="list-style-type: none"> Develop methodology and strategy to achieve Corporate Goal of 75% satisfaction with completed schemes by 2011 Build public and stakeholder support and understanding for ongoing Town Centre 	<ul style="list-style-type: none"> Review and update Divisional Consultation document and procedures by 2006 Centralise consultations results and analysis within one section of the

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report (DRAFT)

TABLE 7A: BV REVIEW ACTION PLAN (Arranged under headings of the “Key Issues” as identified in Section 5 of report and “Minimum Analysis”)			
Ref	Issue	Strategic Actions	Non-Strategic Actions
	<ul style="list-style-type: none"> To build support for transport policy to build community confidence in the Council 	<p>Improvements and the ‘big picture’</p> <ul style="list-style-type: none"> Ensure that 100% of significant schemes have public consultation by 2005 and 30% have post completion surveys by 2006, including arrangements to communicate findings to drive continuous improvement Establish system by 2005 to record monitor and review all complaints to ensure corporate targets are met and drive continuous improvement Establish by 2006 a communications strategy to ensure that users, communities (and employees) are provided with accurate and timely information 	<p>Division by 2006</p> <ul style="list-style-type: none"> Implement a system for monitoring consultation throughout the Division on major and minor schemes by 2005 Monitor the different methods carried out and promote the most effective methods by 2005
7	Arrangements for Service Delivery		
	<p>Ensure the delivery of the Capital and Revenue Programme to a high standard of efficiency, economy and quality</p> <ul style="list-style-type: none"> to improve compliance with programme to improve user and community convenience 	<ul style="list-style-type: none"> Achieve Scheme design unit costs and productivity of industry standard >80% by 2006 Achieve 90% client satisfaction with quality of design and construction by 2006 Develop and implement by 2006 procurement arrangements for a long term strategic partnership for the provision of highway design and traffic engineering services Investigate the potential for including transportation strategy within the partnering arrangements 	<ul style="list-style-type: none"> Achieve 95% vacancies and posts filled or covered by contract arrangement by 2006 Achieve sickness absence of 8 by 2006 Achieve 90 % schemes designed in accordance with approved capital and revenue programme by 2006 Achieve 90% schemes constructed in accordance with published programme by 2006 Carry out a skills audit of staff to inform training programme and requirements of partnership by 2005
8	Working Practices and Processes		

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report (DRAFT)

TABLE 7A: BV REVIEW ACTION PLAN (Arranged under headings of the “Key Issues” as identified in Section 5 of report and “Minimum Analysis”)			
Ref	Issue	Strategic Actions	Non-Strategic Actions
	<p>Improve management and working practices and processes, in particular the need for flexibility, staff recruitment and retention, and better internal communication</p> <ul style="list-style-type: none"> to increase efficiency to facilitate staff development and morale to meet corporate equality targets 	<ul style="list-style-type: none"> Improve project management capability and capacity by 2005 Achievement recognition as Investor in People by 2006 Complete the production of a Quality Procedures manual by 2006 with regular review process to monitor non-conformances Manage the service to achieve no process non-conformances by 2008 Achieve corporate targets for disability and diversity by 2006 	<ul style="list-style-type: none"> Provide 100% employees in post for 12 months with annual appraisal by 2006 Develop, implement and regularly review a staff communication strategy by 2006 Implement a strategy for training and including work shadowing, mentoring etc by 2006 Rationalise and review career progressions schemes by 2006 Review of recruitment procedures (advertising, adverts content, job description, persons specifications by 2005 Instigate training agreements by 2006
9	Quality of LTP and APR		
•	<ul style="list-style-type: none"> Achieve sustained improvement in LTP and APR scores to maximise government funding to maximise CPA freedoms and flexibilities 	<ul style="list-style-type: none"> Develop and implement a programme to achieve and sustain above average score by 2006 Develop and implement a programme to achieve 100% completion of key actions in DFT/Atkins report by 2005 Develop and implement a programme to achieve 100% compliance with LTP programme preparation in 2005 	<ul style="list-style-type: none"> Develop member support and ongoing scrutiny of the process by 2005 Establish robust project management arrangements for the LTP2 process by 2005 Establish more robust comprehensive performance management arrangements to support LTP programme delivery as a continuous process rather than focussed on the APR timetable. by 2005 Introduce a programme of improvements in the management, storage and use of data to support LTP development and delivery by 2005-6
10	Traffic Management Act		
	Establish arrangements and systems to comply with the	<ul style="list-style-type: none"> Establish policy and organisational arrangements to meet statutory obligations to 	<ul style="list-style-type: none"> Respond to consultations from Department of Transport (ongoing)

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report (DRAFT)

TABLE 7A: BV REVIEW ACTION PLAN (Arranged under headings of the “Key Issues” as identified in Section 5 of report and “Minimum Analysis”)			
Ref	Issue	Strategic Actions	Non-Strategic Actions
	statutory duty under the new Traffic Management Act to secure the expeditious movement of traffic on the local road network <ul style="list-style-type: none"> to ensure efficient network operation to avoid government intervention 	meet government requirements <ul style="list-style-type: none"> Meet performance requirements to avoid possibility of intervention 	<ul style="list-style-type: none"> Establish the main issues and actions for the Council together with timetable by June 2005 Resolve organisational issues (ongoing) Establish Council policies, practice and procedures with respect to Permits, Charges and Fixed penalties by June 2005 Ensure availability of necessary ICT support and systems by 2006 Ensure necessary improvements to website information by 2006 Review available guidance, research approaches by other authorities and any emerging best practice (ongoing)
12	Minimum Analysis Items		
	Highway Development Control	.	<ul style="list-style-type: none"> Establish arrangements to share staff across Division to deal the peaks and troughs (ongoing) Include Highway Development expertise in the requirements for partnering agreement with consultants by 2005-6 Review Design guide and make available on the Internet, along with standard details. Initiate regular reviews of standards and guide by 2006 Introduce a clause to the model Section 38 Agreement to charge additional fees when roads are not put forward for adoption within a ‘reasonable’ time period by 2005

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report (DRAFT)

TABLE 7A: BV REVIEW ACTION PLAN (Arranged under headings of the “Key Issues” as identified in Section 5 of report and “Minimum Analysis”)			
Ref	Issue	Strategic Actions	Non-Strategic Actions
			<ul style="list-style-type: none"> • Establish database of key information relating to recently adopted highways and those awaiting adoption, available throughout the authority by 2007
	Bridges and Structures		<ul style="list-style-type: none"> • Continue to examine ways of reducing their ‘charge out rates’ to retain competitiveness (ongoing) • Continue to review procedures for both general dangerous structure enquiries and emergency out of hours enquiries (ongoing). • Establish guidance on extent of responsibility for inspection of dangerous structures by 2005

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report (DRAFT)

TABLE 7B: MANAGEMENT ACTION PLAN (Arranged under headings of the “Key Issues” as identified in Section 5 of report and “Minimum Analysis”)				
Ref	Issue	Quantified Task	Responsible Officer	Timescale
1	Parking Productivity and Effectiveness			
	<p>Improve productivity, overall efficiency and effectiveness in parking enforcement</p> <ul style="list-style-type: none"> to reduce illegal parking to improve highway network efficiency and access 	<ul style="list-style-type: none"> Achieve LTP objective of a managed reduction in town centre long stay parking year on year Implement LTP medium term strategy to deflect all but the shortest stay town centre car parking off street Achieve LTP objective to double the real cost of public on and off street car parking Develop, prioritise and publish TRO regulations programme including a strategy for dealing with hotspots. Participate in pavement parking initiative with DfT to allow enforcement in future years Update leaflet on car parks locations to include security, size in each car park Carry out feasibility study into alternative means of transport eg. cycles, mopeds for PAs Carry out pilot study into use of digital photographs for enforcement Develop enforcement strategy including, Investigate feasibility in bringing in towaway and clamping Investigate internet payment system 	<p>Parking Services Manager</p> <p>Parking Services Manager</p> <p>Parking Services Manager</p> <p>Parking Services Manager</p> <p>Parking Services Manager</p> <p>Parking Services Manager</p> <p>Parking Services Manager</p> <p>Parking Services Manager</p>	<p>Ongoing</p> <p>Ongoing</p> <p>2011 with full review by October 2005</p> <p>Programme complete annual ongoing</p> <p>Underway</p> <p>April 2006</p> <p>April 2006</p> <p>April 2006</p> <p>October 2006</p>

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report (DRAFT)

TABLE 7B: MANAGEMENT ACTION PLAN (Arranged under headings of the “Key Issues” as identified in Section 5 of report and “Minimum Analysis”)				
Ref	Issue	Quantified Task	Responsible Officer	Timescale
		<ul style="list-style-type: none"> and costs Investigate the feasibility of introducing fraud squads to investigate permit abuse Review viability of all car parks and investigate means of improving revenue through advertising and sponsorship Develop standard but personalised acceptance and rejection letters 	Parking Services Manager Parking Services Manager Parking Services Manager Parking Services Manager	October 2006 April 2007 October 2006 October 2005
2	Walking and Cycling			
	Increase walking and cycling through Green Travel Initiatives, provision of facilities and better safety <ul style="list-style-type: none"> to improve air quality to improve community health 	<ul style="list-style-type: none"> Complete and publish review of cycling strategy Complete and publish review of walking strategy to meet new LTP preparation timetable Develop and Implement programme to double cycling mode share 	Road Safety Manager Road Safety Manager Road Safety Manager	June 2005 To meet new LTP timetable April 2010
3	Road Safety around schools			
	Improve road safety around schools through the provision of safety engineering, enforcement and training <ul style="list-style-type: none"> to reduce levels of actual and perceived risk to encourage travel by more sustainable modes 	<ul style="list-style-type: none"> Manage the casualty reduction programme to sustain best quartile performance for child casualties Manage the road safety education programme to achieve 70% children over 5 receiving road safety advice Manage the School Crossing Patrol Service to achieve 6% un-staffed SCP sites 	Road Safety Manager Road Safety Manager Road Safety Manager	Ongoing April 2011 April 2011

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report (DRAFT)

TABLE 7B: MANAGEMENT ACTION PLAN (Arranged under headings of the “Key Issues” as identified in Section 5 of report and “Minimum Analysis”)				
Ref	Issue	Quantified Task	Responsible Officer	Timescale
4	Speeding			
	<ul style="list-style-type: none"> To reduce speeding through the use of traffic calming, speed cameras and active signing to reduce road casualties, especially for vulnerable users to reduce real and perceived risks especially for vulnerable road users to improve network efficiency 	<ul style="list-style-type: none"> Develop and gain approval for a Speed Management Strategy Sustain 100 % priority camera sites with regular enforcement action (13 fixed and 15 mobile) 	Road Safety Manager Road Safety Manager	April 2005 ongoing
5	Bus Service Reliability			
	Improve bus service punctuality through Quality Bus Partnerships including bus priority measures and Real time passenger information <ul style="list-style-type: none"> to encourage user satisfaction to encourage modal shift from cars to improve air quality 	<ul style="list-style-type: none"> Achieve best quartile performance for satisfaction with public transport information Achieve LTP objective to increase public transport use to town centre by 15% by 2011 compared with 1999 levels 	Transportation Strategy Manager Transportation Strategy Manager	April 2011 April 2011
6	User and Community Satisfaction			
	Improve user and community satisfaction with transportation policy and completed schemes, through better consultation, particularly following completion	<ul style="list-style-type: none"> Review and update Divisional Consultation document and procedures Centralise consultations results and analysis within one section of 	Service Managers (shared) Service Managers (shared)	April 2006 April 2006

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report (DRAFT)

TABLE 7B: MANAGEMENT ACTION PLAN (Arranged under headings of the “Key Issues” as identified in Section 5 of report and “Minimum Analysis”)				
Ref	Issue	Quantified Task	Responsible Officer	Timescale
	<ul style="list-style-type: none"> To build support for transport policy to build community confidence in the Council 	<ul style="list-style-type: none"> the Division Implement a system for monitoring consultation throughout the Division on major and minor schemes Monitor the different methods carried out and promote the most effective methods b 	<p>Service Managers (shared)</p> <p>Service Managers (shared)</p>	<p>April 2005</p> <p>April 2005</p>
7	Arrangements for Service Delivery			
	<p>Ensure the delivery of the Capital and Revenue Programme to a high standard of efficiency, economy and quality</p> <ul style="list-style-type: none"> to improve compliance with programme to improve user and community convenience 	<ul style="list-style-type: none"> Achieve 95% vacancies and posts filled or covered by contract arrangement Achieve corporate target for sickness absence of 8 Achieve 90 % schemes designed in accordance with approved capital and revenue programme Achieve 90% schemes constructed in accordance with published programme Carry out a skills audit of staff to inform training programme and requirements of partnership 	<p>Engineering Services Manager</p> <p>Engineering Services Manager Engineering Services Manager</p> <p>Engineering Services Manager</p> <p>Engineering Services Manager</p>	<p>April 2006</p> <p>October 2006</p> <p>October 2006</p> <p>October 2006</p> <p>October 2005</p>
8	Working Practices and Processes			
	<p>Improve management and working practices and processes, in particular the need for flexibility, staff recruitment and retention, and better internal communication</p>	<ul style="list-style-type: none"> Provide 100% employees in post for 12 months with annual appraisal Develop, implement and regularly review a staff communication strategy 	<p>Service Managers (shared)</p> <p>Head of Service</p>	<p>April 2006</p> <p>April 2006</p>

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report (DRAFT)

TABLE 7B: MANAGEMENT ACTION PLAN (Arranged under headings of the “Key Issues” as identified in Section 5 of report and “Minimum Analysis”)				
Ref	Issue	Quantified Task	Responsible Officer	Timescale
	<ul style="list-style-type: none"> to increase efficiency to facilitate staff development and morale to meet corporate equality targets 	<ul style="list-style-type: none"> Implement a strategy for training and including work shadowing, mentoring etc Rationalise and review career progressions schemes Review of recruitment procedures (advertising, adverts content, job description, persons specifications) Instigate training agreements 	Service Managers (shared) Service Managers (shared) Head of Service Service Managers (shared)	April 2006 April 2006 October 2005 April 2006
9	Quality of LTP and APR			
<ul style="list-style-type: none"> Achieve sustained improvement in LTP and APR scores to maximise government funding to maximise CPA freedoms and flexibilities 	<ul style="list-style-type: none"> Develop member support and ongoing scrutiny of the process Establish robust project management arrangements for the LTP2 process Establish more robust comprehensive performance management arrangements to support LTP programme delivery as a continuous process rather than focussed on the APR timetable. Introduce a programme of improvements in the management, storage and use of data to support LTP development and delivery 	Head of Service Transportation Strategy Manager Transportation Strategy Manager Transportation Strategy Manager	April 2005 April 2005 April 2005 October 2005	
10	Traffic Management Act			
	Establish arrangements and systems to comply with the statutory duty under the new Traffic Management Act to secure the expeditious movement of traffic on the local	<ul style="list-style-type: none"> Respond to consultations from Department of Transport Establish the main issues and actions for the Council together with timetable by 	Head of Service Head of Service	ongoing June 2005

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report (DRAFT)

TABLE 7B: MANAGEMENT ACTION PLAN (Arranged under headings of the “Key Issues” as identified in Section 5 of report and “Minimum Analysis”)				
Ref	Issue	Quantified Task	Responsible Officer	Timescale
	road network <ul style="list-style-type: none"> to ensure efficient network operation to avoid government intervention 	<ul style="list-style-type: none"> Resolve organisational issues Establish Council policies, practice and procedures with respect to Permits, Charges and Fixed penalties Ensure availability of necessary ICT support and systems Ensure necessary improvements to website information Review available guidance, research approaches by other authorities and any emerging best practice 	Head of Service Head of Service Head of Service Head of Service Head of Service	ongoing June 2005 October 2005 April 2006 ongoing
12	Minimum Analysis Items			
	Highway Development Control	<ul style="list-style-type: none"> Establish arrangements to share staff across Division to deal the peaks and troughs Include Highway Development expertise in the requirements for partnering agreement with consultants by 2005-6 Review Design guide and make available on the Internet, along with standard details. Initiate regular reviews of standards and guide Introduce a clause to the model Section 38 Agreement to charge additional fees when roads are not put forward for adoption within a ‘reasonable’ time period 	Engineering Services Manager Engineering Services Manager Development Control Officer Development Control Officer	ongoing June 2005 April 2006 April 2005

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report (DRAFT)

TABLE 7B: MANAGEMENT ACTION PLAN (Arranged under headings of the “Key Issues” as identified in Section 5 of report and “Minimum Analysis”)				
Ref	Issue	Quantified Task	Responsible Officer	Timescale
		<ul style="list-style-type: none"> Establish database of key information relating to recently adopted highways and those awaiting adoption, available throughout the authority 	Development Control Officer	April 2007
	Bridges and Structures	<ul style="list-style-type: none"> Continue to examine ways of reducing their ‘charge out rates’ to retain competitiveness Continue to review procedures for both general dangerous structure enquiries and emergency out of hours enquiries Establish guidance on extent of responsibility for inspection of dangerous structures 	Bridge Engineer Bridge Engineer Bridge Engineer	ongoing ongoing April 2005

8 VISION TARGETS

- 8.1 Vision targets have been established for each of the key issues to drive service improvement. Most issues have more than one target, reflecting the multidimensional nature of the issues.
- 8.2 Vision targets are either based on 'stretched' LTP targets where appropriate or have been developed from first principles. They are set out in Table 8A together under each key issue. The fourth column of the table contains general information about existing targets from the LTP or Service Plan, for convenience

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report (DRAFT)

TABLE 8A: PROPOSED VISION TARGETS (Arranged under headings of the “Key Issues” as identified in Section 5 of report and “Minimum Analysis”)				
Ref	Issue	Why	Proposed Vision Target	Comments
1	Parking Productivity and Effectiveness			
	Improve productivity, overall efficiency and effectiveness in parking enforcement	<ul style="list-style-type: none"> to reduce illegal parking improve highway network efficiency and access 	<ul style="list-style-type: none"> Reduce number of illegally parked vehicles per km of restricted street to 1.00 by 2005-06 Reduce parking service sickness absence to 15 days by 2005-06 Achieve best quartile performance by 2005-06 for proportion of PCN overturned on appeal or not contested by Council 	<ul style="list-style-type: none"> Service Plan target for EN56a is 265 in 2004-05 compared with 232 actual in 2003-04 and 276 in 2002-03 Service Plan target for EN56b is 51.00 for 2004-05 compared with actuals of 53.13 and 52.97 respectively for 2003-04 and 2002-03 Service Plan target for EN 57 is 16.50 compared with actuals of 16.40 and 11.73 for 2003-04 and 2002-03 respectively Service Plan target for ER59 is 16.00 compared with actuals of 14.26 and 12.37for 2003-04 and 2002-03 respectively Service Plan target for ER58 based on monitored sample of control streets to 1.18 in 2004-05 compared with actuals of 1.33 and 1.36 for 2003-04 and 2002-03 respectively

APPENDIX 1

2	Walking and Cycling			
3	Road Safety around schools			
<ul style="list-style-type: none"> • Increase walking and cycling through Green Travel Initiatives, provision of facilities and better safety 	<ul style="list-style-type: none"> • to air quality • to improve community health 	<ul style="list-style-type: none"> • 70 of total 84 schools to have adopted travel plans by 2011 • Increase number of employers with travel plans to 25 by 2006 and 70 by 2011 • Achieve 70% of children walking to school by 2010 • Triple No. of children cycling to school to by 2011 • Double cycling mode share by 2010 • Reduce concentrations of NO2 across 10 representative sites to 36µgm3 	<ul style="list-style-type: none"> • Service Plan target for L3 Walking to school is 50% for 2004-05 • Service Plan target for cycling to school is 0.60% 	
<ul style="list-style-type: none"> • Improve road safety around schools through the provision of safety engineering, enforcement and training 	<ul style="list-style-type: none"> • to reduce levels of actual and perceived risk • to encourage travel by more sustainable modes 	<ul style="list-style-type: none"> • Sustain best quartile performance for child casualties • Achieve 80% schools with safer routes to school or appropriate traffic management scheme, 20 mph limit or signing in place by 2011 (based on priorities) • Achieve 70% children over 5 receiving road safety advice by 2011Service Plan 	<ul style="list-style-type: none"> • No real road safety problem around schools. Mainly an issue of perception • LBC is in best quartile for BVPI 99, nationally and in family group • LBC ranked best in family group for cycle KSI and second best for slight • LBC ranked 12th in family group for pedestrians KSI and 6th for slight • Service Plan target for % of 	

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report

(DRAFT)

			<p>target is 50% for 2004-05 compared with actuals</p> <ul style="list-style-type: none"> • Achieve 6% un-staffed SCP sites by 2011 	<p>children over 5 receiving road safety education is 50% for 2004-5 compared with actuals of 44.58 and 46.39 for 2003-04 and 2002-03 respectively</p> <ul style="list-style-type: none"> • Service Plan target for un-staffed SCP sites is 8 for 2004-05 compared with 8.9 and 12.62 for 2003-04 and 2002-03 respectively
4	Speeding			
	<ul style="list-style-type: none"> • To reduce speeding through the use of traffic calming, speed cameras and active signing 	<ul style="list-style-type: none"> • to reduce road casualties, especially for vulnerable users • to reduce real and perceived risks especially for vulnerable road users • to improve network efficiency 	<ul style="list-style-type: none"> • Achieve 100% roads with appropriate speed limit by 2011 • Sustain 100 % priority camera sites with regular enforcement action (13 fixed and 15 mobile) • Achieve 50% priority sites with traffic calming measures or active signing installed by 2011 • Achieve 85% speed compliance at 20 mph sites by 2011 	<ul style="list-style-type: none"> • Speed management strategy out for consultation • All residential streets should be subject to 20 mph through the Areas TM programme 2 per year
5	Bus Service Reliability			
	<p>Improve bus service punctuality through Quality Bus Partnerships including bus priority measures and Real time passenger information</p>	<ul style="list-style-type: none"> • to encourage user satisfaction • to encourage modal shift from cars • to improve air quality 	<ul style="list-style-type: none"> • Achieve best quartile performance for bus service punctuality by 2011 (based on new LTP indicator) • Achieve best quartile performance for satisfaction with public transport 	<ul style="list-style-type: none"> • LTP target is to increase number of bus passenger journeys by 10% by 2011 • LTP target is to Increase public satisfaction with service to 50 % by 2007 and 55% by 2010

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report (DRAFT)

			<ul style="list-style-type: none"> information by 2011 Increase public transport use to town centre by 15% by 2011 compared with 1999 levels 	<ul style="list-style-type: none"> LTP target is to double number of pupils travelling to school by public transport by 2011
6	User and Community Satisfaction			
	<p>Improve user and community satisfaction with transportation policy and completed schemes, through better consultation, particularly following completion</p>	<ul style="list-style-type: none"> To build support for transport policy to build community confidence in the Council 	<ul style="list-style-type: none"> Achieve Corporate goal of 75% satisfaction with scheme development and delivery by 2011 100% of 'significant' schemes to be subject to public consultation by 2005 (significant to be defined) 30% of 'significant' schemes to have post completion surveys by 2006 100% enquiries responded to in 10 days by 2006 100 % complaints acknowledged in 3 days by 2006 100 % complaints with full response in 10 days by 2006 	<ul style="list-style-type: none"> 75% is Corporate objective – uncertain how measured Corporate target of 100% enquiries responded to in 10 days compared with E&R actual 74.7 for 2003-04 Corporate target of 100 % complaints acknowledged in 3 days compared with E&R actual 93.3 for 2003-04 Corporate target of 100 % complaints with full response compared with E&R actual 72.0 in 2003-04
7	Arrangements for Service Delivery			
	<p>Ensure the delivery of the Capital and Revenue Programme to a high standard of efficiency, economy and quality</p>	<ul style="list-style-type: none"> to improve compliance with programme to improve user and community convenience 	<ul style="list-style-type: none"> Achieve Scheme design unit costs and productivity of industry standard >80% standard by 2006 95% vacancies and posts 	<ul style="list-style-type: none"> (Corporate target is 8.5 for 2004-05) Service Plan target for 2004-05 is to reduce by 1 day per year from actual of 9.6 in 2002-03 and estimated

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report

(DRAFT)

			<p>filled or covered by contract arrangement by 2006</p> <ul style="list-style-type: none"> • Achieve sickness absence of 8 by 2006 • Achieve 90 % schemes designed in accordance with approved capital and revenue programme by 2006 • Achieve 90% schemes constructed in accordance with published programme by 2006 • Achieve 90% client satisfaction with quality of design and construction by 2006 	of 9.5 in 2003-04
8	Working Practices and Processes			
	<p>Improve management and working practices and processes, in particular the need for flexibility, staff recruitment and retention, and better internal communication</p>	<ul style="list-style-type: none"> • to increase efficiency • to facilitate staff development and morale • to meet corporate equality targets 	<ul style="list-style-type: none"> • Achievement of IIP by 2006 • 100% employees in post for 12 months to have annual appraisal by 2006 • Internal communication strategy in place by 2006 • Quality Procedures manual in place with regular review process to monitor non-conformances by 2006 • Achieve no process non-conformances by 2008 • Achieve corporate targets for disability and diversity by 2006 	<ul style="list-style-type: none"> • Service Plan target for appraisals 100% for 2004-05 compared with actual of 62% in 2002-03 corporate health indicators BV 8, 11, 12, 16, 17, 156 • corporate health indicator
9	Quality of LTP and APR			

APPENDIX 1

Engineering & Transportation BV Review - Stage 2 (Vision) Report (DRAFT)

	<ul style="list-style-type: none"> Achieve sustained improvement in LTP and APR scores 	<ul style="list-style-type: none"> to maximise government funding to maximise CPA freedoms and flexibilities 	<ul style="list-style-type: none"> Achieve and sustain above average score by 2006 Achieve 100% completion of key actions in DFT/Atkins report by 2005 Achieve 100% compliance with LTP programme preparation in 2005 	
10	Traffic Management Act			
	Establish arrangements and systems to comply with the statutory duty under the new Traffic Management Act to secure the expeditious movement of traffic on the local road network	<ul style="list-style-type: none"> to ensure efficient network operation to avoid government intervention 	<ul style="list-style-type: none"> Establish policy and organisational arrangements to meet statutory obligations to meet government requirements Meet performance requirements to avoid possibility of intervention 	<ul style="list-style-type: none"> Guidance and indicators being developed Guidance on levels for intervention to be published