

Shropshire Council

West and Shires Permit Scheme

Annual Performance & Evaluation Report Year 3, 2016 - 2017





Foreword from Steve Davenport, Portfolio Holder for Highways and Transportation:



I'm pleased to present the Permit Scheme Performance and Evaluation Report for year three (2016/17) of the operation of the West and Shires Permit Scheme.

The third year of operation of the scheme has continued to highlight some significant positive outcomes that represent real benefits to the people and businesses of Shropshire alike, for example:

- An average reduction in works durations in year 3 compared to year 2, resulting in a saving of 2,134 days of highway occupation.
- An estimated 600 collaborative activities took place, resulting in a further saving of 2,400 days of highway occupation. These savings in highway occupation equate to an estimated saving to the local economy in excess of £1million, and have helped to reduce the impact of works on motorists and other road users.
- A reduction in the numbers of cancelled permits in year 3 compared to year 2 is another encouraging outcome of the permit scheme as it is an indication of improved works planning by works promoters.
- A clear downward trend in the numbers of interim to permanent reinstatements in year 3 compared to year 2. This clearly demonstrates the emphasis the Council places on reducing the disruption and inconvenience caused by roadworks, by driving the use of first time permanent reinstatements.
- An improved inspections regime and full team of inspectors has meant that inadequacies on site are being identified and corrected more rigorously, helping to ensure the safety of the public.

Whilst the management of road and street works and other highways activities has continued to improve in year three of the operation of the WaSP scheme, it is recognised that there are improvements still to be made, such as:

- Continue to consolidate and build upon the number of joint occupations of the highway and assist in the direction of timing, to maximise the amount of time the highway is available for use.
- Continue to work with all work promoters in improving the quality and timeliness of information.
- Shropshire will also work with all promoters in improving performance in relation to Category A, B & C inspections, as well as further driving the use of first time permanent reinstatements.
- Improve recording and measuring of performance data in relation to the highway authority works, such as early starts, Section 74s and FPNs, in order to further drive performance and parity of treatment.
- Shropshire is committed to carrying out an annual fee review whilst the WaSP scheme is in operation to ensure that a balance is maintained between permit fee income and costs incurred in dealing with utility promoter permits.
- The council will also undertake a detailed review of the road network in terms of the asset data held against each street. Improving the quality of information relating to how the road is constructed, what engineering difficulties exist, materials used, etc. will allow more effective planning and co-ordination of works.

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1 Executive Summary

This report evaluates the progress of the Shropshire Permit Scheme in meeting both the stated objectives and parity of treatment of both local authority highway and statutory undertaker work for financial year 2016/17.

2016/17 was the third year of operation of the permit scheme in Shropshire, and in this year 25,394 permit applications were received with 17,416 having been granted and 7,978 refused for varying reasons.

While there are no significant trends, the scheme demonstrates some successful outcomes including:

- A reduction in overall works activity occupation of the highway through the assessment of permit durations and
 a significant improvement in identifying and encouraging collaboration between works promoters. Together
 these have resulted in approximately 4,500 fewer days of occupation than the equivalent number of activities
 might have led to in 2015/16.
- The overall days saved represents a direct financial benefit to the regional economy in the region of £1million+ in terms of cost of disruption from street and road works.

In addition to the above, some specific examples of some successes and achievements include:

- Collaborative works on Shoplatch in Shrewsbury town centre. This involved proactively planning and coordinating 3 statutory undertakers and the highway authority to work together on a combined major works
 programme resulting in a reduction in highway occupation from 116 days down to 84 days. This was a major
 success, saving a huge total of 32 days of occupation right in the centre of the County's busiest town. In
 addition to the reduced occupation, the collaborative working meant that the original proposed 23 days of road
 closures was reduced down to 8 days; a significant reduction in disruption to members of the public and local
 businesses alike.
- Collaborative works in Ludlow town centre that required a road closure for installing new connections to a new
 development. Three utilities required road space and all worked together under the same closure saving 5 days
 of road space and significantly reducing disruption on a major town centre road.
- New Lidl store works by developer to signalise junction on Shrewsbury Road and Victoria Road, Oswestry. Scottish Power were able to work collaboratively with the developer to alter/divert the main and supply service to the new store. This saved 7 days of highway occupation on a main traffic sensitive route into the town.
- Shropshire Homes closed Pulley Lane in Bayston Hill for 18 days to undertake new development works. Within
 the same closure, Shropshire Council Street Works team were able to co-ordinate works to be undertaken by
 Severn Trent Water, Fulcrum Gas and British Telecom. In total this saved a further 10 days of highway
 occupation.

2 Introduction

The Traffic Management Act 2004 (TMA), Part 3 Sections 32 to 39, and the Traffic Management Permit Scheme (England) Regulations 2007 make provision for Permit Schemes to be introduced in England. The West and Shires Permit (WaSP) Scheme was adopted by Shropshire Council on 1st April 2014 and has been revised in October 2015 to reflect the requirements introduced in the 2015 permit scheme regulation amendments¹.

This report sets out an overview of the scheme's operational performance in its third year (2016/17). The report provides analysis of the available data in relation to street works and road works activities in Shropshire Council for the primary purpose of

- demonstrating the introduction of the WaSP scheme has and will continue to provide the benefits stated in the objectives; and
- outlining any changes required by Shropshire Council to improve the operation of the scheme.

Data has been collected, collated and presented in either graphical or tabulated format for each of the defined KPIs. Commentary is also provided to expand on noteworthy trends in the data.

¹ The Traffic Management Permit Scheme (England) (Amendment) Regulations 2015, 2015/958

3 Objectives of the WaSP Scheme

The objectives of the West and Shires Permit Scheme are laid out in Section 2.3 of the Scheme document. These are summarised in the table below along with how they have been met.

Objective	How the objective has been met
To increase the efficient running of the highway network by minimising the disruption and inconvenience caused by road works and other highway events and activities through proactive management of activities on the highway	Significant savings in occupation from activities through the use of conditions to manage activities, coordinating works to avoid clashes, seeking collaborative opportunities and challenging durations.
To improve the quality and timeliness of information received from all activity promoters to increase and improve the publicly available data for integration into the Council-wide travel information.	Use of permit refusals to ensure information is accurate. Use of Fixed Penalty Notices to drive quality of information and its timely submission. Encourage the use of non-statutory cancellation notices. Works information synchronized to <i>roadworks.org</i> for visibility to the public.
To encourage a proactive approach to planning and undertaking of works on the highway from promoters and thus lessen the impact of activities on road users	Greater level of planning to ensure permit contains all the necessary information required in order to grant the permit. Careful use of conditions to ensure works are undertaken at suitable times. Encourage first time permanent reinstatements or interim reinstatements where this benefits the network.
To protect the structure of the street and the integrity of the apparatus in it	Greater number of Major works are now planned to ensure 'Section 58/58a' protection of the asset. More comprehensive inspection regime at 'works in progress' stage, and coring programme in place to look at wider reinstatement and material issues.
To ensure safety of those using the street and those working on activities that fall under the Scheme, with particular emphasis on people with disabilities	Increased number of site inspections have helped to drive focus on best practice, compliance and safety to all road users. Closer assessment and coordination process allows better consideration to be given to modes of transport other than vehicles, and a focus on elements such as those people with disabilities and young children.
To ensure parity of treatment for all activity promoters particularly between statutory undertakers and highway authority works and activities working on activities that fall under the Scheme.	Performance Indicators show both highway authority and statutory undertaker works are assessed in an equal manner and conditions applied to both in a considered way. Introduction of wider Council processes to include other activities that do not fall under the scheme (highway events, developments, Highways Act licenced activities etc.).

The successful performance of the scheme has bought a number of unquantified subsidiary benefits. These include:

- maximising the safe and efficient use of road space;
- providing reliable journey times;
- improving the resilience of the network;
- minimising inconvenience to all road users; and
- improving public satisfaction.

4 Fee Structure

The Traffic Management Permit Scheme (England) (Amendment) Regulations 2015 require that the permit authority shall give consideration to whether the fee structure needs to be changed in light of any surplus or deficit.

Shropshire Council has set their fee levels in accordance with the Department for Transport and within the maximum fee levels specified in Regulation 30. Current fee levels are given in the table below.

Activity type	Charge on strategically significant streets	Charge on non- strategically significant streets
Provisional Advance Authorisation	£105	£75
Major activities (over 10 days duration OR requiring a TTRO)	£240	£150
Major activities (4 to 10 days duration)	£130	£75
Major activities (up to 3 days duration)	£65	£45
Standard activities	£130	£0
Minor activities	£64	£0
Immediate activities	£60	£0
Permit variation	£45	£35

Following a restructure of the Street Works team in September 2016 a number of additional posts were included in order to improve resilience within the team and ensure consistent service delivery. Due to this change, a full reevaluation of the fee profile has been undertaken to ensure the cost neutral requirement of the service delivery. This is allowed for in the permit scheme regulations in order to ensure that the permit scheme operates on a cost neutral basis for the council while delivering the service effectively and efficiently. This analysis of the current fee levels has highlighted that there is a deficit, and therefore Shropshire Council is required to amend the permit fees to cover this cost.

The table below details the fees that will be impacted. A two-month consultation period will commence on the 12 January 2018 and end on 12 March 2018, with the proposed new charges being in force from 1 April 2018.

Activity type	Current Charge on non-strategically significant streets	Proposed Charge on non-strategically significant streets
Standard activities	£0	£70
Minor activities	£0	£40
Immediate activities	£0	£35

5 Performance Indicators

5.1 KPI 1 - The number of permits and permit variation applications

The number of permits and permit variation applications received, the number granted and the number refused is shown as:

- The total number of permit and permit variation applications received, excluding any permit applications that are subsequently withdrawn
- The number of applications granted as a percentage of the total applications made
- The number of applications refused as a percentage of the total applications made

Total Granted

Total Refused

5.1.1 KPI 1 – Results and Analysis

The data provided has been collated from Mayrise using the report "KPI1 Permit and Permit Variations" and is available in its raw format on request. Please refer to Appendix A.

Total Permit and Variation
Applications Received

Year 3 2016/17
25,394

17,416 (69%)

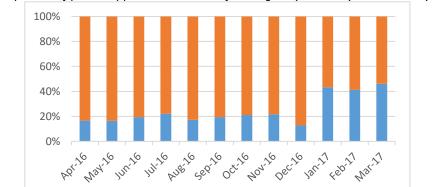
7,978 (31%)

Table 4.1a: Total number of permit applications and responses

Number of Permit Applications

The number of applications received has increased year on year from 18,374 in year one to 19,615 in year two, and 25,394 in year three, this is an increase of 29% from year two.

The chart below compares the percentage of permit applications received from highway authority and statutory undertakers. On average, highway authority permit applications ranged between 10-45% of the total permit applications each month. There is a marked increase in the number of highway authority permit applications received in January, February and March, which is representative of the seasonal nature of surface dressing/resurfacing schemes which need to be carried out during spring/summer months, and therefore permits submitted 3 months in advance of this.



■ HA Applications ■ SU Applications

Chart 4.1a: Proportion of permit applications received from highway authority and Statutory Undertakers

In years one and two, on average the highway authority generated around 25% of applications and the statutory undertakers 75%. The data shows very little change in this statistic for year three with the highway authority generating 26% and statutory undertakers 74% of applications.

Permits Granted and Refused

Overall, in comparison to the numbers of permit applications received, 69% of applications were granted and 31% were refused in year three. These results show little change from year one (62% granted, 38% refused) and year two (68% granted, 32% refused) indicating that permit applications received have remained at a broadly similar standard.

The chart below shows a breakdown of the data into the percentage of each Works Promoters applications granted and refused.

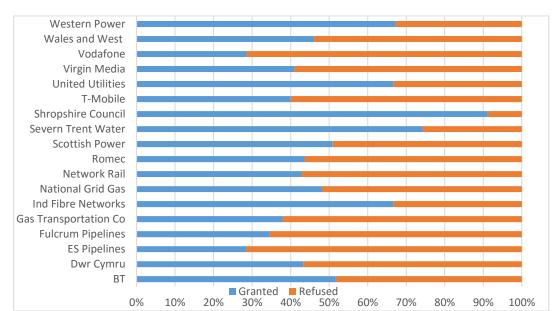


Chart 4.1b: Percentage of Works Promoters applications granted and refused

The Highway Authority permit applications have a much greater grant rate than statutory undertakers. This is due to the dedicated resource and close working relationship that means many activities (particularly larger schemes) are being discussed in detail prior to the permit being submitted ensuring a better quality permit application.

It can be seen that there is a high refusal rate with 11 out of the 18 works promoters having more than 50% of their applications refused or modified.

The following must be noted in relation to this data:

- Each application has a statutory response period which means that the number of applications received in any one period does not correspond to the permits granted and refused within that same period. In other words, a permit application received in one period may be responded to within the next period.
- The 'refused' response includes those applications where a permit modification request is submitted instead of a straight refusal. These are considered a 'polite refusal' and most permit modification requests are responded to by the promoter with a modification that leads to the permit being granted.
- The report includes applications that are not assessed and subsequently 'deem', these are classed as granted.

5.2 KPI 2 - The type and numbers of permit conditions applied

There are nineteen different conditions that can be attached to a permit (please see Appendix B "Statutory guidance for Highway Authority Permit Schemes – Permit Conditions"). These are applied by the works promoter or as requested by Shropshire Council's Co-ordination Team.

KPI 2 measures the number of conditions applied to permits and permit variations and shows:

- The number of permits granted
- The number of EToN conditions applied
- The number of each type being shown as a percentage of the total permits issued

5.2.1 KPI 2 – Results and Analysis

The data provided has been collated from Mayrise using the report "KPI2 – permit application conditions" and is available in its raw format on request. Please refer to Appendix A.

The chart below shows the percentage of permit conditions applied against permits in relation to works for road purposes and street works undertaken by statutory undertakers on the basis of the 13 standard EToN conditions.

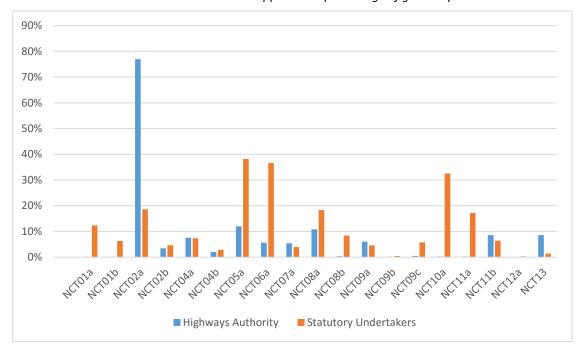


Chart 5.2a: Permit conditions applied as a percentage of granted permits

There is some variance between how conditions are applied by the Highway Authority and how they are applied by Statutory Undertakers which clearly demonstrates the differing types of works and the resultant pressures put on the network.

The high use of condition NCT02a for Highway Authority works can be explained by the fact that the HA contractor will have a greater buy in of Traffic Sensitive times and will aim to work outside of these times wherever possible, especially given that many of their works for reactive or responsive repairs can be only a few hours in duration, and therefore it is much easier to limit these activities to outside traffic sensitive times.

The high use of NCT10a for statutory undertaker works demonstrates the importance of understanding the works methodology, as this can often have an impact on the duration, traffic management and scope of works. A similar assumption can be made regarding the use of NCT05a and NCT06a as these relate to road occupation and traffic space dimension, of which both are necessary to understand the full scope and potential impact of the statutory undertaker works. Conditions NCT01a, NCT01b and NCT11a are standard conditions and therefore do not need to be applied to the permits, however many statutory undertakers still do include them even though this is not necessary.

Conditions are clearly applied and assessed for both promoters. Despite the obvious differences, there is no evidence to suggest that one condition is being overly applied to another. The graphs also demonstrate that conditions are not being applied more robustly to utility work in favour of highway works, but rather the Permit Authority is acknowledging the differing kinds of work and resultant pressures put on the network. This is also proven later in this report under Section 7.4 which looks at OM4-the number of refusals by refusal reason, as the most common reason for a permit being refused is due to incorrect conditions. This clearly demonstrates Shropshire Council's consistent checking of permit conditions across all works promoters.

5.3 KPI 3 - The number of approved revised durations

Also known as "duration extensions", these are an increase in the agreed permit duration, and therefore in most cases the Section 74 'reasonable period'. Extension requests are considered individually on their own merits by Shropshire Council, who will grant an extension if the reasons are legitimate (genuine engineering difficulties met) and if the network allows it (i.e. no conflict with other activities etc.).

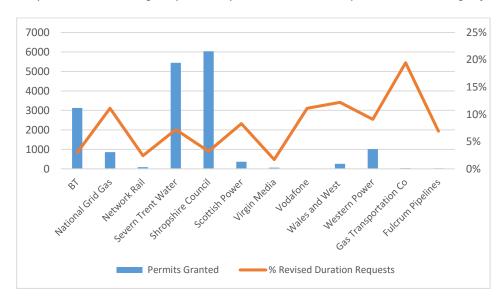
This will be measured by promoter and shown as:

- The total number of permits granted
- The number of requests for revised durations shown as a percentage of permits granted
- The number of agreed revised durations shown as a percentage of revised durations applied for

5.3.1 KPI 3 – Results and Analysis

The data provided has been collated from Mayrise using the report "KPI3 Approved permit extensions" and Shropshire Council's Section 74 database, and is available in its raw format on request. Please refer to Appendix A. The charts below show the revised duration requests as a percentage of permits granted, and the percentage of the requests that were subsequently approved.

Chart 5.3a: Statutory Undertaker and Highway Authority Revised Duration Requests as a Percentage of Permits Granted



Identifying and controlling instances of approved extensions support the objectives of WaSP to reduce unnecessary highway occupation. It should also be born in mind that the reasons for requiring extensions will vary considerably between promoters and contractors and the kinds of works being undertaken.

On average, statutory undertaker requests for revised durations equated to approximately 7% of granted permits and Highway authority requests equated to 3% of granted permits in year three.

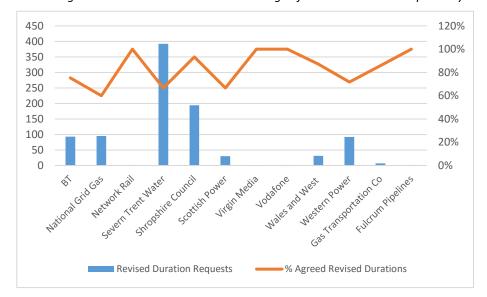


Chart 5.3b: Agreed Revised Durations as a Percentage of Revised Duration Requests by Promoter

Of the 7% of granted statutory undertaker permits that had requests for revised durations, 69% were subsequently agreed. 93% of the highway authority extension requests were subsequently agreed. This is due to the close working relationship and the higher levels of local knowledge that the highway authority have, which means that the majority of revised durations are discussed before submission and have already taken into account relevant local factors. It is also likely that the Statutory Undertakers have a lower percentage of agreed revised durations because following site inspections the reasons for the extensions were subsequently found to be inaccurate.

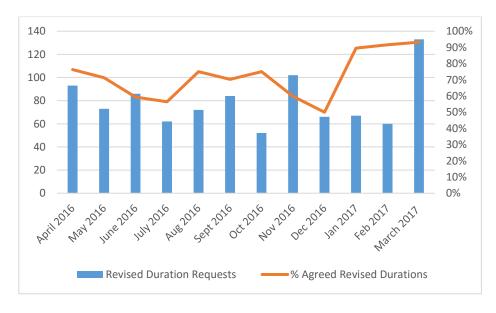


Chart 5.3c: HA and SU Agreed Revised Durations as a Percentage of Revised Duration Requests by Month

Chart 5.3c shows the Highway Authority and Statutory Undertaker agreed revised durations as a percentage of revised durations requested, month by month. The average number of revised duration requests per month is 79, and on average 73% of these are agreed.

5.4 KPI 4 - The number of occurrences of reducing the application period

Also known as "early starts", these are a reduction to the minimum notice period as set out in regulations and shown in table 1, section 7.1 of the Scheme document.

Early start requests are considered individually on their own merits by Shropshire Council to ensure that there is a legitimate reason for the request and not a result of poor works planning by the activity promoter.

The measure is shown as:

- the total number of permit and permit variation applications made
- the number of requests to reduce the notification period as a percentage of total applications made
- the number of agreements to reduce the notification period as a percentage of requests made.

The WaSP scheme will operate in a fair and equitable way ensuring a level playing field with all promoters competing for time and space on the highway. The Permit Authority will ensure sufficient separation between those operating the permit scheme and those responsible for highway activities so that parity of treatment is evident.

5.4.1 KPI 4 – Results and Analysis

In compiling this report issues were identified regarding the quality of the data compiled in the Mayrise report "KPI4 Reduced Application Periods". This is based around the fact that once an agreement has been generated within Mayrise it then has to be linked back to the permit application when it comes back in. In many cases this hasn't been done and therefore the KPI4 report is inaccurate. Consequently, the data provided below has been collated from a tailor made query in Mayrise "Agreements", however the data can only illustrate the number of early start agreements and not the number of requests made, since the majority of these come via a works comment. The data is available in its raw format on request. Please refer to Appendix A.

The charts below show the number of agreed early starts as a percentage of permit applications for both statutory undertaker and highway authority works.

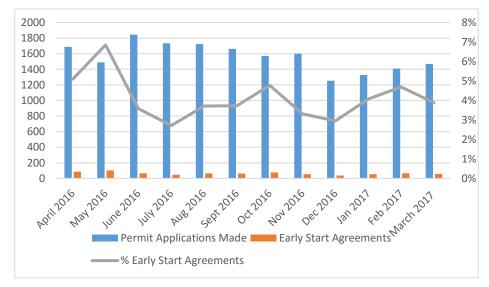


Chart 5.4a: Statutory Undertaker early starts as a percentage of permit applications received

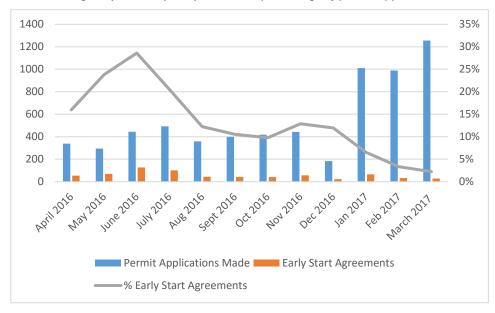
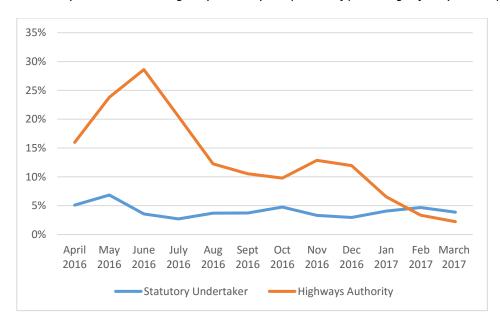


Chart 5.4b: Highway authority early starts as a percentage of permit applications received

Chart 5.4c: Statutory Undertaker and highway authority comparison of percentage of early starts approved



It can be seen that on average 13% of highway authority permit applications and 4% of statutory undertaker's applications have approved early starts. As was reflected in last year's report, there seems to be a trend of fewer early starts in winter months. The increase in early starts in the first few months of the year could be reflective of works promoters having new works programmes, increased funding etc. at the beginning of the new financial year.

6 TPI measures

This section outlines the Permit Indicators (TPI) contained as Annex A within the Statutory Guidance for Highway Authority Permit Schemes.

These indicators for permit schemes are additional to the general TMA Performance Indicators (TPIs), which are already being produced.

- TPI1 Works Phases Started (Base Data)
- TPI2 Works Phases Completed (Base Data)
- TPI3 Days of Occupancy Phases Completed
- TPI4 Average Duration of Works
- TPI5 Phases Completed on time
- TPI6 Number of deemed permit applications
- TPI7 Number of phase one Permanent Registrations

It should be noted that TPI data is available from the Joint Authorities Group and Geoplace for analysis. A copy of the scorecard produced by Geoplace can be found in Appendix C.

7 Authority Measures

In addition to DfT KPIs and HAUC TPIs, The WaSP scheme sets out a number of Operational Measures that provide further insight into the way the scheme is being operated and the success of the scheme.

7.1 OM 1 – Number of overrun incidents

The number of activities that are logged by the Permit Authority as overrunning their agreed end date is an indicator of how well the activity promoters are managing their activities and lessening the impact of their works on road users.

This measure is expressed as:

• The number overrun incidents shown as a percentage of permits issued

Whilst this measure sheds light on the effort of works promoters to complete works within agreed timescales it is not considered that it is a measure that is reflective of the success or failure or permitting.

7.1.1 OM 1 – Results and Analysis

For statutory undertaker's the data has been recorded outside Mayrise using an Access database. For the highway authority the data is collected from a bespoke query in Mayrise, this is because HA overruns are not recorded in the Access database as no charge is applied to these overruns. The Mayrise query looks at all HA permits where the actual end date is after the estimated end date. The raw data is available on request, please refer to Appendix A. Not all of statutory undertaker overrun incidents will have resulted in a charge.

The charts below show the numbers of recorded statutory undertaker and highway authority overrun incidents in year 3, and the number of overrun incidents as a percentage of each promoters granted permits.

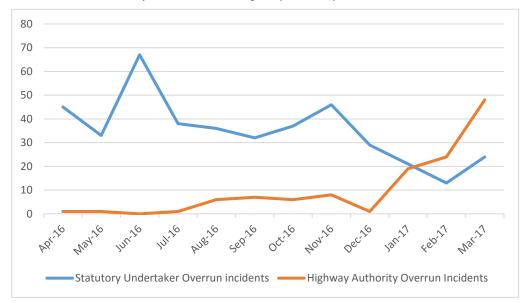


Chart 7.1a: Statutory Undertaker and highway authority Section 74 Overrun Incidents

On average there are 35 statutory undertaker and 10 highway authority overrun incidents per month. The numbers of overrun incidents for statutory undertakers peaks during the spring and summer months and the dips during the winter months, this is reflective of the seasonal nature of works that take place on the highway, meaning that in general less works take place during winter than summer, and therefore less overrun incidents occur. The opposite can be seen for highway authority overruns, with them increasing in the winter months.

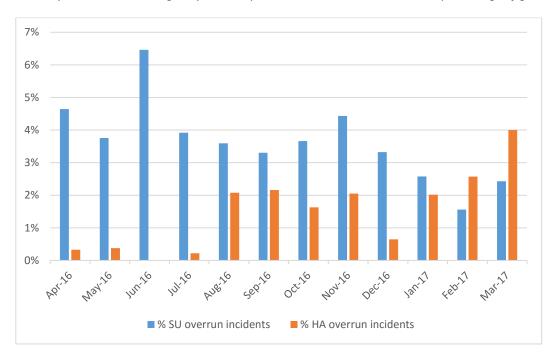


Chart 7.1b: Statutory Undertaker and Highway Authority Section 74 Overrun Incidents as a percentage of granted permits

On average 3.7% of granted statutory undertaker and 1.5% of highway authority permits then go on to overrun their agreed end date per month. Improved processes for data recording for 2016/17 means that improved reporting is now used to monitor performance of the statutory undertakers in order to identify any improvements in processes.

7.2 OM 2 – Average road occupancy and reduced occupation

One of the benefits of permits is that works durations can be judged more effectively and the use of conditions is a greater driver for tighter processes from all activity promoters to reduce their occupation of the highway. Additionally, analysis of permit durations shows how the Permit Authority and activity promoters are reducing the overall impact of activities on the highway. It is expressed as

- The average number of working days for different works categories as compared between periods and other authorities
- The total number of days of reduced occupation for different works categories as compared between periods and other authorities

7.2.1 OM 2 - Results and Analysis

The data has been collected from Mayrise KPI report "OM4 (AM1) – Average duration of works", and is calculated for all works where the Actual Start date is within the date range. Phases not yet started are excluded, which may result in fluctuations in data compared to future report runs for the same date range. The report excludes cancelled phases. The data is available in its raw format on request. Please refer to Appendix A.

Average Road Occupancy

The data covers Years 2 (2015/16) and 3 (2016/17) to allow comparisons to be made.

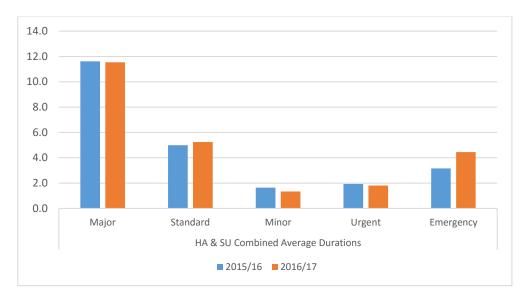


Chart 7.2a: Average works duration by works type (Years 2 and 3)

Overall average occupation shows small year-on-year changes (both increases and reductions up and down).

The data shows a small increase in the overall average duration of Standard Works from 5.0 to 5.3 days. There is also an increase in the average duration of Immediate Emergency Works from 3.2 days to 4.4 days which is due to the unknown and unplanned nature of emergency works.

All other works categories show a drop in average works durations between years two and year three. Major works average durations reduced from 11.6 days to 11.5 days. Minor works average durations reduced from 1.6 days to 1.3 days. Immediate Urgent Works average durations reduced from 1.9 days to 1.8 days. Even these very small differences will still provide a substantial reduction in the overall days of highway occupation, when multiplied out over the total number of activities within that category, as can be seen in table 7.2a.

Savings in Road Occupation

Reduction in overall occupation is calculated by multiplying out the average reduction of occupation for each works category, by the overall number of granted permits.

The accumulation of average increase and reduction in days over year 3, as compared to year 2 results in a total saving of 2,134 days, this is illustrated in Table 7.2a below.

2134

Works Category	Ave days saved	Permits granted	Actual saving
Major	0.07	2501	174.817
Standard	-0.26	969	-252.977
Minor	0.31	7003	2189.956
Immediate U	0.13	6304	817.4553
Immediate E	-1.29	618	-794.956

Days of occupation Saved

Table 7.2a summary of number of days saved in occupation (year 3)

As this table shows, even a very small difference of a tenth of a day, when multiplied out over the total number of activities within that category that take place across the year, can still provide a substantial overall movement in the overall days of occupation.

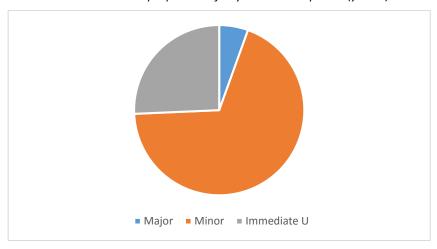


Chart 7.2c: overall proportion of days saved occupation (year 3)

Monetised savings from reduced occupation

Using data from the original economic appraisal undertaken by Shropshire Council prior to the development of the permit scheme it is possible to quantify very roughly what these 'savings' in occupation mean.

The QUADRO (Queues and Delays at Roadworks) modelling used in the economic assessment produces a range of works costs, based on the type of road, and the average length of a works site and on an average duration of an activity. For approximately 2134 days saved, using the lowest possible daily cost of a works site (£248 on a rural category 4 road for a 10m site length), it is possible to produce a very rough estimate of savings to the local economy of just over £500,000. In reality it is likely that this saving is a low estimate as the lowest daily rate has been used for this calculation.

7.3 OM3 - Number of collaborative works and days of disruption saved

The potential economic benefits from shared working space are considerable. In addition, this measure shows a proactive and positive approach to working together to minimise disruption and occupancy. The number of collaborative works will be expressed as:

- A percentage of all works granted per period.
- The number of days of reduced occupation per period.
- As an ongoing measure, this will also be expressed as the number of collaborative works sites per period, thus
 enabling a percentage increase/reduction to be calculated.

Any activity on the highway will be included to show how the Permit Authority is able to coordinate works and other highway activities proactively.

7.3.1 OM3 Results & Analysis

The data for this measure is taken from the Mayrise report "OM6 collaboration" which analyses the use of the ETON codes for 'collaboration' that have to be included within a permit application. Further financial analysis has also been

undertaken to show the numbers of permits that have been charged at the reduced rate for collaboration. The data is available in its raw format on request. Please refer to Appendix A.

The charts below show the number of days that have been saved through collaborative works that took place in 2016/2017. The number of collaborative works per period are then shown as a percentage of permits granted.

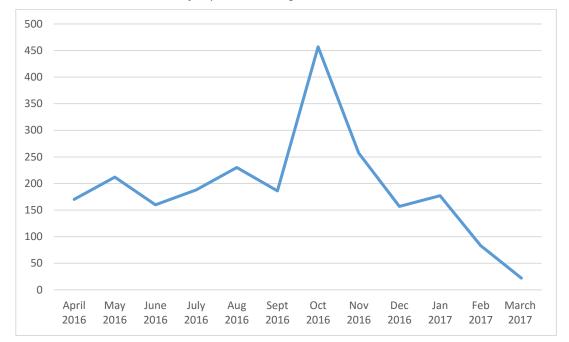


Chart 7.3a: Number of days saved through collaborative activities in 2016/2017

The EToN 'collaboration' codes are susceptible to being used incorrectly by promoters, this issue has been identified by Shropshire Council, and from January 2017 onwards there is now a more vigorous checking process in place on all collaborative works permits, and this will not be an issue for future reporting. It is worth noting that there is also the possibility that some collaborative works permits are submitted without the correct collaboration code, which could mean that the figures produced by the report are in fact more conservative than reality.

Taking into account the issue explained above regarding the incorrect use of the EToN 'collaboration' codes, further discussions with the network manager has enabled indicative estimations that approximately 600 activities were collaborative in some way during 2016/17. On average each of these saved as much as 4 days of occupation. When applying the same monetising technique as above, this also equates to approximately a £600,000 saving in terms of reduced days of occupation.

The chart below shows the number of collaborative works that took place in Shropshire Council in 2016/2017. The percentage of these activities are also shown against permits granted.

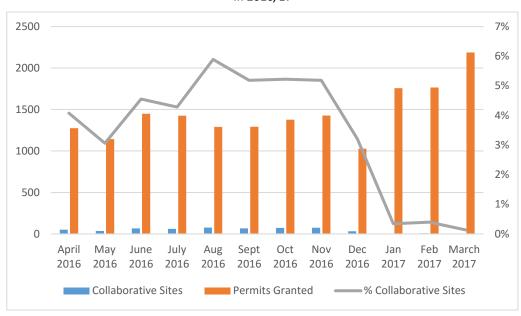


Chart 7.3b: Number of collaborative activities set against number of permit granted and shown as a percentage of granted permits in 2016/17

Financial analysis of the numbers of permits charged at the reduced rate for collaboration has shown that in total there were 552 collaborative sites in 2016/17. This is an average of 46 sites or 3% of granted permits per month. The reduced numbers from January 2017 onwards are reflective of the more exhaustive checking process that was implemented at this time.

7.4 OM 4 – Number of refusals, by refusal reason

Monitoring permit refusals will show clearly the most common reasons for refusal. This is helpful to the activity promoter to identify particular areas where they are failing. Actual numbers of applications refused are part of KPI1 and are an indicator of parity.

This measure will also show any improvements for each period for the way promoters deal with systematic failures within their processes. It is therefore a measure of how information quality is improving. It is expressed as

The number of each category of refusal as a comparison of previous periods

Following the amended permit regulations in October 2015, HAUC produced an advice note with nationally agreed refusal codes². The original WaSP "WR" codes were in use up until January 2017. From January 2017 onwards Shropshire adopted the HAUC "RC" refusal codes. Appendix D provides a list of both the WR and RC refusal codes and their meaning.

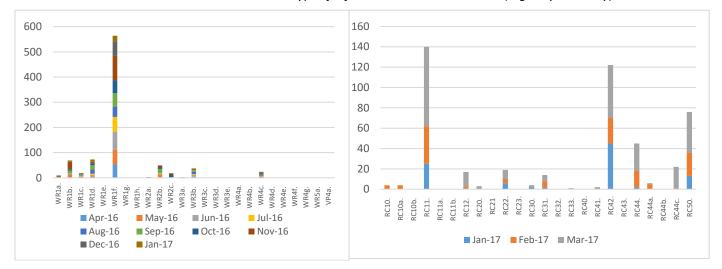
The term 'refusal' includes the issuing of a permit modification request (PMR); under the regulations this is technically a refusal since an application will automatically expire if a PMR is not responded to with a modified permit application (MPA). Refusal codes are used in both scenarios, the decision to use one or other generally depends on wider

² Draft guidance HAUC (England) Standard Permit Response Codes.

data/quality and timeliness of that application. However, there are certain situations when only a refusal will be issued: incorrect unique street reference number (USRN), or the permit dates conflict with other activities etc.

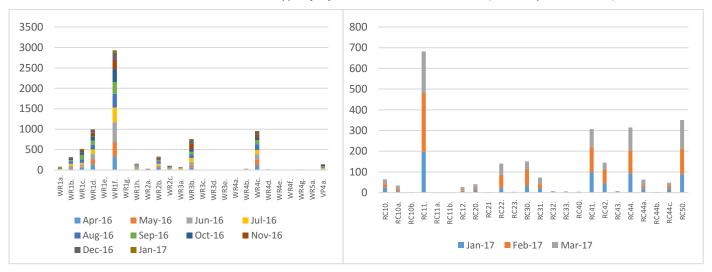
7.4.1 OM 4 – Results and Analysis

The data provided has been collated from Mayrise using a bespoke query and is available in its raw format on request. Please refer to Appendix A.



Charts 7.4a & b: Number and type of refusal codes used each month (Highway Authority)





It can be seen that by far the most commonly used refusal code for the Highway Authority is condition refusal (WR1f and RC11). The other most common refusals are for works description (WR1b), wrong TM (WR1d), no early start agreement (RC42) and generic refusal (RC50).

For Statutory Undertakers the most common refusal is also for incorrect conditions. Wrong TM (WR1d), duration challenge (WR4c), unavailable road space (WR3b) and no TM application (WR1c) are the other most common refusals.

It is disappointing that both the Highway Authority and Statutory Undertakers are still unable to apply the correct conditions even in the third year of operation of the permit scheme. The high use of the wrong TM refusal is a concern as it shows a lack of planning. The high use of the duration challenge refusal demonstrates that Shropshire Council's Coordinators are actively assessing and reducing durations in order to minimise impact on the highway network.

This data shows the number of times a refusal code was used in a month, not as a proportion of the number of permits issued. This is because it is possible for several refusal codes to be used on any permit application (i.e. there are multiple problems with that submission); and an application may be refused (or modified) many times before it is finally granted. A percentage of permits granted figure would therefore be meaningless.

However, it may be useful to reflect on refusal codes and their overall proportionate usage within a month, as this allows general consideration to be given to

- which codes are used the most within a month; and
- a comparison between months to identify general trends in usage

7.5 OM 5 - Number of cancelled permits

To ensure the control of works and to proactively minimise the effect of those activities by many different affected parties it is important that any booked road space not required is cancelled, in a timely manner. Since there is a fee for a permit, a statutory undertaker must pay for their permit even if the works subsequently do not go ahead. This is therefore a disincentive for an activity to be cancelled once a permit is granted. It is not a statutory requirement for promoters to cancel works, either before or after the start date, however the DfT and HAUC support good practice that promoters should cancel road space bookings if not required. One of the anticipated benefits of permitting is that better planning will mean that fewer activities are cancelled. This has a direct benefit to the Permit Authority and the activity promoter since it shows better works management and allows officers and staff to use their time more productively.

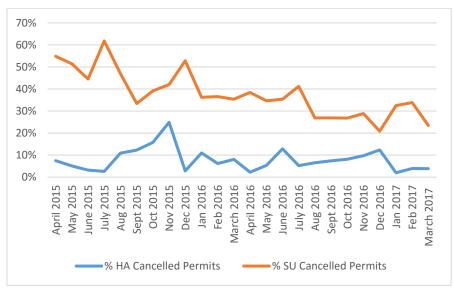
This measure will compare year on year rates of permit cancellation. This measure is expressed as

The proportion of permits cancelled each period.

7.5.1 OM 5 – Results and Analysis

The data has been collated from a tailor made query in Mayrise and is available in its raw format on request. Please refer to Appendix A.

Chart 7.5a: Statutory Undertaker and highway authority: proportion of cancelled permits as a percentage of granted permits Years 2 (2015/16) & 3 (2016/17)



The proportion of statutory undertaker cancellations is remarkably high; however, the data does show a reduction in the number of cancelled permits from an average of 45% in Year 2 to 31% in Year 3. It is positive that the data shows a downward trend because it can be seen as an indication of improved planning of works. Highway authority cancellations are much lower at an average of 9% in Year 2 and 7% in Year 3.

The data provided does not take into account a number of factors:

- Some activity promoters cancel their application following a refusal from the authority.
- Some promoters cancel their application following a permit modification request, and resubmit a new application.
- Data includes applications cancelled prior to having been assessed.

7.6 OM 6 – Number of first time permanent reinstatements

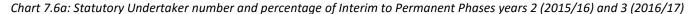
Section 70 of NRSWA allows statutory undertakers to undertake an interim or permanent reinstatement. Interim reinstatements must be made permanent within 6 months. Undertaking a first time permanent reinstatement can therefore reduce general disruption, particularly when traffic management is required, by removing the need for a return visit to site. Measuring the number of interim reinstatements or the number of first time permanent reinstatements provides a comparison to be made each period, and allows targets for the scheme to be set to try to drive down interim reinstatements.

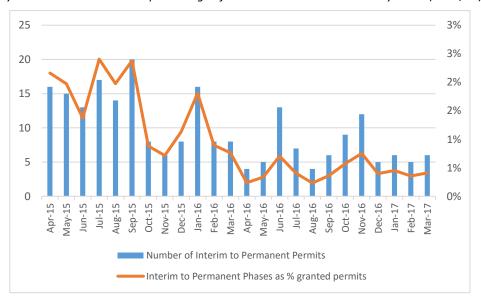
The metric is expressed as

- The number of interim reinstatements undertaken as a percentage of total permits issued, OR
- The percentage of first time permanent reinstatements from total permits issued

7.6.1 OM 6 – Results and Analysis

The only standard report within Mayrise to extract this data, is TPI8 and analysis of this data has shown discrepancies. Therefore, for the purposes of this report data has been collated using a tailor made query within Mayrise which looks at the number of interim to permanent phases. The data is available in its raw format on request. Please refer to Appendix A.





It should be noted that this data only includes Statutory Undertaker details as there is no legal requirement for Highway Authorities to register their works. It can be seen that there is a clear downward trend in the numbers of interim to permanent permits, with an average number of 12 per month in 2015-16 and 7 per month in 2016-17. This is a significant positive outcome which demonstrates one of the ways in which the permit scheme is helping to reduce the disruption and inconvenience caused by roadworks, by driving the use of first time permanent reinstatements.

7.7 OM 7 – Category A inspections

Category A inspections described in the NRSWA Code of Practice for Inspections scrutinize the way a site is set up; suitability of traffic management, signing and guarding and site safety. This is not just for vehicular traffic; it has particular significance for the safety of pedestrians and those with a disability. In addition, they also cover methods of excavation, materials and methods used during the reinstatement.

Category A inspections are part of NRSWA and are a common reporting and performance measure for authorities. It can be argued that this measure is not specific to the permit scheme and does not necessarily provide information on how the permit scheme is being operated. However, this measure has been included within the WaSP scheme because one of the key objectives of WaSP is to ensure safety of those using the street and those working on activities that fall under the Scheme, with particular emphasis on people with disabilities.

The metric is expressed as the number of inadequate (failed) category A inspections shown as a percentage of the total Cat A inspections undertaken within a period.

7.7.1 OM 7 – Results and Analysis

The results below only account for statutory undertaker works, there is no requirement under the permit scheme regulations for highway authority contractors to undergo the same kind of inspection. The data has been collated using a bespoke Mayrise report "Shropshire Inspection Details" and is available in its raw format on request. Please refer to Appendix A. The available data starts in July 2015 when Mayrise was first implemented.

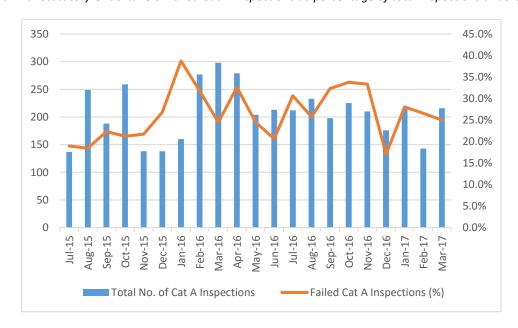


Chart 7.7a: Statutory Undertakers: Failed Cat A inspections as percentage of total inspections undertaken

The overall rate of inadequacy for sites is very high, on average 25% in Year 2 and 28% in Year 3. A 20% 'failure' rate is substantially over the expected levels, which are normally expected to be below 10% (Code of Practice for Inspections

2002, S.7.3). As part of Shropshire Council's auditable inspections process, it is normal practise for the Inspections Supervisor to undertake regular random checks of inspections data, in order to check that the results being logged are consistent and reasonable.

Shropshire Council will scrutinise this data more thoroughly and to ascertain whether this high level is down to one or perhaps a small number of undertakers only. This will then be raised with the statutory undertakers in their regular performance meetings with a view to driving improvement in this area.

7.8 OM8 - Permit condition compliance

ETON 6 caters for specific permit condition compliance inspections that provide a measure of whether the promoter is working within the terms of their permit.

There is no statutory inspection sample size for condition compliance inspections, however the expectation is that any site that is inspected for a NRSWA Category A inspection will also have its permit conditions checked (and *vice versa*).

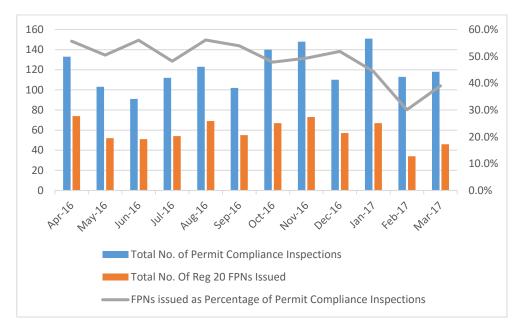
The measure is expressed as

- Total numbers of FPNs issued under Regulation 20
- The number of individual types of condition breaches under Regulation 20
- The percentage of FPNs against the number of inspections undertaken.

7.8.1 OM 8 – Results and Analysis

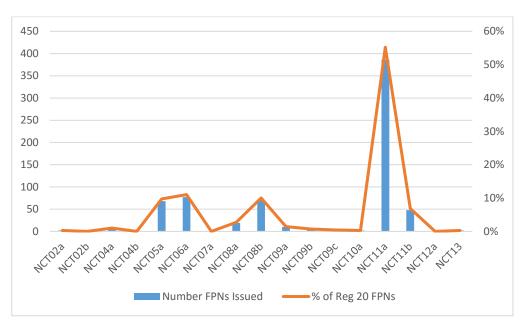
The data has been collated using two bespoke Mayrise reports "Shropshire Inspection Details" and "Shropshire FPN Management", and is available in its raw format on request, please refer to Appendix A. The reports give the numbers of permit compliance inspections undertaken, and the resultant number of FPNs issued.

Chart 7.8a: Number of Regulation 20 FPNs issued as a percentage of permit compliance inspections undertaken 2016/2017



The data shows that on average 49% of permit compliance inspections resulted in an FPN being issued during 2016/2017. The chart shows that the numbers of Regulation 20 FPNs remained relatively consistent throughout the year, in the region of an average of 50-60 per month.

Chart 7.8b: The number of individual types of condition breaches under Regulation 20 as a percentage of Regulation 20 FPNs issued, 2016/2017



The data shows that the vast majority (55%) of FPNs issued under Regulation 20 in 2016/17 were for breaches of NCT11a (Display of Permit Number). This is very disappointing, especially as it is one of the simplest ones to get right. The other most common condition breaches, all representing approximately 10% of FPNs issued under Regulation 20 were for NCT06a (Road space to be available to traffic/pedestrians at certain times of day), NCT05a (Width and/or length of road space that can be occupied), NCT08b (Manual Control of Traffic Management) and NCT11b (Publicity for proposed works).

8 Conclusion & Recommendations

The permit scheme has continued to improve the management of all activities on the road network in its third year of operation by allowing Shropshire Council's Network Management Team to better co-ordinate works by statutory undertakers and its own highway contractors. The data demonstrates parity of treatment for both Highway Authority and Statutory Undertaker works, and a number of other positive conclusions can be drawn from this report, and these are summarised below:

- An average reduction in works durations in year 3 compared to year 2, resulting in a saving of 2,134 days of highway occupation. This is also shown in the data for OM4 with one of the most common refusal reasons being for duration challenge. This shows that Shropshire Council Co-ordinators are actively assessing and reducing excessive works durations in order to minimise the impact of activities on the highway network. An estimated 600 collaborative activities took place, resulting in a further saving of 2,400 days of highway occupation. These savings in highway occupation equate to an estimated saving to the local economy in excess of £1million, and have helped to reduce the impact of works on motorists and other road users.
- A reduction in the numbers of cancelled permits in year 3 compared to year 2 is another encouraging outcome of the permit scheme as it is an indication of improved works planning by works promoters.
- The data demonstrates a clear downward trend in the numbers of interim to permanent reinstatements in year 3 compared to year 2. This clearly demonstrates the emphasis the Council places on reducing the disruption and inconvenience caused by roadworks, by driving the use of first time permanent reinstatements.
- An improved inspections regime and full team of inspectors has meant that inadequacies on site are being identified and corrected more rigorously, helping to ensure the safety of the public.

Whilst the management of road and street works and other highways activities has continued to improve in year three of operation of the WaSP scheme, it is recognised that there are improvements still to be made, such as:

- Continue to consolidate and build upon the number of joint occupations of the highway and assist in the
 direction of timing, to maximise the amount of time the highway is available for use. As part of this, it is
 recognised that improved recording of collaborative activities needs to be implemented due to the poor quality
 of data that can be extracted from the Council's street works system in relation to this.
- Continue to work with all work promoters in improving the quality and timeliness of information. It is
 recognised that there should also be an emphasis on reducing the number of modification requests and
 modified applications on each permit in order to reduce Co-ordinator's time spent repeatedly assessing
 individual permits, and also allow more accurate analysis to be made from the KPI1 data.
- Shropshire will also work with all promoters in improving performance in relation to Category A, B & C inspections, as well as further driving the use of first time permanent reinstatements through inspections regime, performance measures and improvement plans where required.
- Implementation of the new highways term contractor in April 2018 will mean that there will be scope for improved recording and measuring of performance data in relation to the highway authority works, such as early starts, Section 74s and FPNs, in order to further drive performance and parity of treatment.
- Shropshire is committed to carrying out an annual fee review whilst the WaSP scheme is in operation to ensure that a balance is maintained between permit fee income and costs incurred in dealing with utility promoter permits.
- The council is also committed to undertake a detailed review of their road network in terms of the asset data held against each street. Improving the quality of information relating to how the road is constructed, what engineering difficulties exist, materials used, etc. will allow more effective planning and co-ordination of works.

9 Glossary

Category A inspection – An inspection undertaken during the progress of the works as defined in Section 2.3.1 of The Code of Practice for Inspections 2002

EToN system – The Electronic Transfer of Notices, the nationally agreed format for the transmission of notice information.

EToN developers (EDG) – representatives of the main software developers involved in street works

EToN Strategy Group – responsible for the development of the EToN system

HAUC – Highway Authority and Utility Committee. Industry body to provide oversight of street works and associated practice.

KPI – Key Performance Indicator as developed by the DfT and set out in the Permit Code of Practice.

NMD – Network Management Duty, a legal obligation created by the Traffic Management Act 2004 for highway authorities to secure the expeditious movement of traffic.

OM - Authority Operational Measure.

PAN - Permit Advice Note.

TMA – Traffic Management Act 2004.

10 Appendices

10.1 Appendix A

Data that has been extracted and used in this report is available as a separate addendum (available on-line or for download on request). Please contact Network Management Team at Shropshire Council.

10.2 Appendix B - Permit scheme conditions

AS of October 2015 the DfT introduced nationwide standardised permit condition texts. Since this report covers the period before and after this change, the table below provides cross reference of original WaSP scheme conditions and existing statutory texts. There is some 'EToN type code' cross-over on a small number of the original conditions.

EToN	Statutory standardized conditions
ref	
1	Date Constraints
	NCT1a – Duration applies to all permits on streets where validity window does not apply
	NCT1b – Duration APPLIES TO ALL PERMITS on streets where the validity window applies
2	Time Constraints
	NCT02a - Limit the days and times of day
	NCT02b - Working hours
3	Out of Hours working (not used)
4	Materials and plant storage
	NCT04a -Removal of surplus materials/plant
	NCT04b Storage of surplus materials/plant
5	Road Occupation Dimensions
	NCT05a - Width and/or length of road space that can be occupied
	NCT06a - Road space to be available to traffic/pedestrians at certain times of day
7	Road Closure
	NCT07a - Road Closed to Traffic
8	Light Signals and Shuttle Working
	NCT08a - Traffic Management Request
	NCT08b - Manual Control of Traffic Management
9	Traffic Management Changes
	NCT09a - Changes to traffic management arrangements
	NCT09b - Traffic management arrangements to be in place
	NCT09c - Signal Removal from operation when no longer required
10	Work Methodology
	NCT10a - Employment of appropriate methodology
11	Consultation and Publicity
	NCT11a - APPLIES TO ALL PERMITS -Display of Permit Number
	NCT11b - Publicity for proposed works
12	Environmental
	NCT12a -Limit timing of certain activities
13	Local Condition
	NCT13a – reserved for exceptional circumstances and local agreements

10.3 Appendix C – Geoplace Scorecard 101 TP133 TR 17 17116 * * * * * * * TRIS Shropshire Council (3245) All Quarters Scorecard 9000 8 8 30.00 8 8 1 XX 100% 808 Up to Quarter 4 2016/17 Utility • Highway • All -35,000 8 8 8 8 8 8 K08 8 8 8 100 20,000 to 20,000 hate of Estraction: 27/07/2017 8

10.4 Appendix D – Refusal Codes

WaSP scheme (WR) refusal codes used April 2016 – January 2017. HAUC (England) (RC) codes were in place from January 2017 onwards.

Code:
WR1a Location Description Refusal
WR1b Works Description Refusal
WR1c No TM Application Refusal
WR1d Wrong TM refusal
WR1e Bay Suspension Refusal
WR1f Condition Refusal
WR1g Site Provision Refusal
WR1h No Illustration / Site Plan
WR2a USRN Refusal
WR2b Conflicting Coordinates and Location Refusal
WR2c Wrong permit type
WR3a Section 58 in place
WR3b Road space unavailable
WR3c weekend works (must/must not)
WR3d working hours unspecified/out of hours working not possible
WR3e Activity on site following modification request (no permit)
WR4a Cross boundary discussions required
WR4b TM application (TTRO/TTS) required
WR4c Duration Challenge
WR4d Agreed consultation (under PAA) not done
WR4e Third party refusal (no approval from)
WR4f Modified after Grant
WR4g Amended start and end dates on MPA
WR5a Reinstatement (temp/perm) must be undertaken use condition WR51/local
RC10. Permit is refused <i>delete as required</i> . There is missing information on the permit (specify). NAME XXXX
RC10a. Approval is given to amend/include XXXXX on the permit, please state agreement ref XXXXXXXX
in the agreement section of the Modified application/variation request delete as required. Name XXXX
RC10b. Application to amend/include XXXXX is refused (Specify reason). NAME XXXX
RC11. Permit is refused <i>delete as required</i> . You have omitted essential conditions for these works. If
you still plan to proceed with the activity you must supply the appropriate conditions within the conditions text box (Specify). NAME XXXX
RC11a. Approval is given to amend the conditions associated with this permit (details of new
conditions) NAME XXXX
RC11b. Application to amend conditions (specify) is refused as (detail). NAME XXXX

RC12. Permit is refused delete as required. Please provide the required [TM application/bay

suspension/reduced speed limit/illustration/traffic management drawing/works activity footprint] for

this activity. Please supply the required plan and submit a new application once you have received approval. NAME XXXX

RC20. Permit is refused *delete as applicable*. The following details on the permit are incorrect (Specify). NAME XXXX

RC21 Permit is refused *delete as appropriate*. You have incorrectly selected XXX as the primary recipient of the permit. If you still plan to proceed with this activity you must submit a new permit application ensuring that you have issued it to the correct permitting authority. NAME XXXX

RC22. Permit is refused *delete as required*. Your location description and map coordinates conflict/is not sufficient *delete as required* preventing effective coordination of these works. If you still plan to proceed with the activity you must amend this information. NAME XXXX

RC23. Permit is refused *delete as required*. You have conflicting information contained within your permit application. You state [Example 1] which conflicts with [Example 2] If you still plan to proceed with the activity you must supply consistent information. NAME XXXX

RC30. Permit is refused *delete as required*. The works cannot be accommodated on the network (Specify why). Please submit a new permit application with alternative dates. NAME XXXX

RC31. Permit is refused delete as required. Your works will conflict with other

(Works/Events/Diversion Routes etc. *delete as required*) for your proposed dates at this location, and collaboration is not possible. Please submit a new permit application with alternative dates. The conflicting works are estimated to be completed on [XX/XX/XXXX]. NAME XXXX

RC32. Permit is refused *delete as appropriate*. You have not specified the precise [Times/Days] that your work site(s) will be occupying the public highway. If you still plan to proceed with this activity you must supply the necessary timing information. NAME XXXX

RC33. Permit is refused *delete as appropriate* Your works will conflict with other activities for your proposed dates at this location. Please confirm you can co-ordinate your works with the party who are (Name of Conflicting Promoter). If you still plan to proceed with this activity you must submit a new permit application with alternative dates or an agreement of collaboration which is required to be referenced on the permit in line with the WaSP process *delete as required*. The conflicting works are estimated to be completed on [XX/XX/XXXX] by (XXXXXX promoter). NAME XXXX

RC40. Permit application is refused *delete as required* as approval for (Specify) cannot be given/has not been given *delete as required*. NAME XXXX

RC41. Permit application is refused *delete as required*. You have not gained the relevant [TM plan/WAF/site meeting/TM] (*delete as appropriate*) approval for these works. NAME XXXX

RC42. Permit application is refused *delete as required*. Permit start date is within minimum application period and requires an early start. No Early Start Agreement has [been obtained/been justified/is permitted] *delete as required* for this activity. NAME XXXX

RC42a. Request to reduce the application period has been approved, please state agreement ref XXXXXXX in the agreement section of the Modified application/variation request *delete as required*. Once the permit variation/modification is granted the revised start date is dd/mm/yy until this time the current permit dates must be adhered to. Name XXXX

RC43. Permit application is refused *delete as required*. This street is protected by a section 58 restriction. (Please provided evidence that you have the relevant agreement to work within this restriction/agreement to work within this restriction is not given and work must be replanned after restriction ends on dd/mm/yy) *delete as applicable*. NAME XXXX

RC44. Permit application is refused *delete as required*. The duration is considered to be excessive/insufficient (*delete as required*) because [XX]. Please specify a duration not longer than [XX] working days. NAME XXXX

RC44a. Application to extend the duration of the permit is approved; agreed end date is now dd/mm/yy NAME XXXX

RC44b. Application to extend the duration of the permit is refused NAME XXXX

RC44c. Approval is given to extend the end date of the permit however this agreement does not allow the extension of the reasonable period and the permit may be subject to overrun charges NAME XXXX

RC50. Permit application is refused delete as required for the following reasons. NAME XXXX