

# derbyshire

## LOCAL TRANSPORT PLAN 2006-2011

progress report 2008

## Annex 1 Network Management Duty

***“Derbyshire County Council is committed to taking a proactive approach in carrying out the Network Management Duty, which has been embedded in the Local Transport Plan.***

***We are establishing a Control Centre to improve the co-ordination of planned and emergency works; we are taking on civil parking enforcement, and encouraging more sustainable travel behaviour through travel planning initiatives.”***

Mike Ashworth, Traffic Manager, Deputy Director,  
Environmental Services Department

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### A1.1 Introduction

Part 2 of the Traffic Management Act places two new obligations on local highway authorities in their role as local traffic authorities in dealing with delays and congestion on both their own highway network and that of neighbouring authorities - effectively to produce the “seamless journey” for all classes of road user. Section 16 of the Act sets down the new duties of the Act for Local Traffic Authorities and Section 17 sets out arrangements and monitoring processes which need to be put in place.

One of the key tasks has been to develop the ethos of this change into all appropriate work practices within the highways related functions - from designer through to the operational delivery. Elected members have also been briefed and have openly offered support.

The very recent Highways Review undertaken by the Environmental Services Department has looked to the delivery of the Traffic Management Act as one of its Keystone Objectives and will assist the authority’s responsibilities contained within Part 2 - Sections 16 and 17.

Better management of highway related assets is also seen to be a key factor in reducing delays to the users of the highway network and so the authority is pursuing its Asset Management Plan as a priority.

The introduction to the main document summarises how the various aspects of the Network Management Duty are incorporated within the core framework of the LTP’s strategies (see page 2-3). Service delivery objectives relating to efficient traffic management may be found in Chapter 3. Progression with the congestion and economy strategy as a whole is described in Chapter 6, including initiatives such as Punctuality Improvement Partnerships, cross-boundary working and the forward look. This forward look process included a self-assessment of performance, resulting in further actions which have been incorporated in a Risk Management Project Plan. In terms of achieving behavioural change, the ‘Smarter Choices’ package of measures as a whole, including travel planning, public transport information and marketing, travel awareness, car sharing, walking and cycling is reported in Chapter 4. These strategies have associated performance indicators which relate to the Network Management Duty and are therefore built in to the authority’s corporate performance reporting schedules.

This Annex therefore deals largely with the procedural elements of the Traffic Management Act.

## **A1.2 Governance of the Traffic Management Act implementation**

### **Appointment of Traffic Manager - 'even playing field'**

At the early date of November 2004, the authority resolved to appoint a senior officer to act as Traffic Manager for Derbyshire. This is the Deputy Director, Environmental Services, who has an overview of policy, highway works, public transport, service redesign and highways information services. He is assisted and advised by other key members of staff, especially the head of Technical Policy and Highways Information who manages a group who is outside the remit of design and operations, so assisting with the fulfilling the concept of "even playing field" between the highway authority's own works and those of the statutory undertakers or others involved with works within the highway.

### **Responsibility for the authority, not the individual Traffic Manager**

A series of Traffic Management Workshops have been held for staff to inform them of the changes that will be brought about by the Act and these have been revised and repeated when further parts of the Act have been enabled. Reports have been made to elected members and various press releases made to raise the profile of the consequences of the implementation of the Act. Furthermore, the authority supports local forums and reports/presentations have been made to these bodies. Some partnership bodies such as the Punctuality Improvement Partnership initiative with Bus Operators have the subject of the Traffic Management Act as a standard item to be considered at their meetings.

The whole of the highway network in Derbyshire is currently subject to a Hierarchy Review which seeks to establish the maintenance and standards for different elements of roads and footways to reflect the demands and usage placed upon them by road users. Included in this project are such items as the review of traffic sensitive streets. The results of this work will be for management of the highway network only and will not cause changes to the national road numbering and classification used by drivers. It is expected that this work will result in a better service to road users.

### **East Midlands Traffic Managers Forum**

The authority has also participated in the East Midlands Traffic Managers Forum, composed of representatives from all the local traffic authorities in the East Midlands. In addition, representatives from the Highways Agency and also the Yorkshire Traffic Managers attend the meeting to discuss matters of common interest and to formulate cross boundary policies and relationships. From time to time these meetings are also attended by representatives of the DfT's Traffic Management Act Team. The authority has taken the lead role in the Rural Congestion Project, developing a network of roads within the rural parts of the East Midlands along which it is intended to measure traffic flows, delays and congestion across the region. It is anticipated that the network will have its first data collection exercise in the summer of 2009.

## **A1.3 The detail**

This section provides more detail about the various causes of traffic congestion, congestion data and providing information needs, civil parking enforcement, asset management and preparedness for climate change.

### **Causes of traffic congestion - highway works**

**Key objective [1]** - to introduce the new form of Notice co-ordination from 31st March 2008 and include the local Highway Authority works into the system. To monitor the co-ordination to ensure that all appropriate works are managed more effectively.

**Key objective [2]** - to investigate the DfT's rules and regulations for the introduction of permit systems for the management of all works within the highways with a view to applying to the Secretary of State for permission to instigate such a system towards the end of 2009.

The change of notices regulations has brought about a series of initiatives to look at ways in which works can be better managed to reduce delays and where they are likely to accrue to give roads users more accurate information than previously.

The authority's own highway works are now being actively co-ordinated and notices issued for the works themselves with the amount of advance notification depending upon the scale and "class" of works. The scheduling of some of the more minor works is still causing some managerial problem in co-ordination, but this is being actively resolved by further staff training.

The authority also sets up task groups with the statutory undertakers (SU) and itself to deal with locations where a number of SU and/or highway works are required over a short period of time or where diversions are limited options.

#### **Task Group - Matlock**

A task group was recently used in the Matlock area where works had been delayed for some time pending the opening of a new supermarket. Careful liaison ensured that of the radial routes entering Matlock no more than two ever had works on them, and that diversionary routes were marked where appropriate and were free of other works - except emergency work by either the SU's or the highway authority.

The introduction of a permit system is being planned for - with thoughts of a system of full permits on the main road network with some lesser system on the rest of the network. The authority is working with other authorities within the East Midlands Region to seek to develop a common framework for a permit system from which each authority would then develop their own application to the Secretary of State. Although systems would be slightly different the initiative is seen to have the potential to produce a permit system which would be largely similar across neighbouring authorities with the advantage for SU's in common rules. The authority envisages making an application for a permit system to the Secretary of State in the latter part of 2009, subject to other authorities' early applications, having being approved. By this time it is also intended that a full review of Traffic Sensitive Network will have been undertaken and fully consulted upon prior to implementation. The authority has for several years maintained the availability of roads subject to highway maintenance activities during the peak periods. Until the cessation of BV100, the authority regularly returned a value of zero.

### **Causes of traffic congestion - incident management**

**Key objective [3]** - to deliver a new management and operations structure to respond more effectively and efficiently to urgent and emergency works within

*the highway by the end of 2008. To monitor the reporting and works flow information to ensure that such works are dealt with in a more effective manner for the benefit of all road users.*

As part of the Highways Review, the opportunity was taken to develop and deliver a Control Centre and Rapid Response Teams. This will deal more effectively and efficiently with urgent or emergency works on the highway. Special repair teams are being recruited to be linked electronically to a Control Centre who will provide a priority service to highway repairs such as potholes, missing gully covers, or blown down trees. Not only will these teams improve the availability of the road network to users but the rapid response to the reports it is seen will improve road safety along the road network. The Control Centre will be technically up and running during December 2008, with operations going live in early 2009. The Control Centre will also be used for our "winter service control," bringing all functions into a common base. Computer linkages to the teams along with vehicle tracking facilities and satellite navigation will enable the Control Centre to optimise the allocation of works to the teams, producing a highly effective and efficient operation for the road user.

The Control Centre will be able to assist far more effectively with the deployment of highways related staff, plant and materials to assist the Police and Emergency Services with local and regional emergencies. Other discussions have taken place with the Highways Agency and their agents to assist with the definition of Diversionary Routes for Incident and Major Maintenance Management. The Control Centre will act in future as the contact point for Highways Agency "emergencies". Procedures are also to be put in place for the Control Centre to inform the National Traffic Control Centre or the Highways Agency's local agent of non-emergency incidents which might affect accessibility to/from the motorway network.

#### **Causes of traffic congestion - visitor traffic**

At the weekends and some periods in holiday periods considerable congestion can arise with the Peak District National Park area - over 50% of the population of England are within two hours' travel time of the National Park. It is anticipated that some of the rural congestion initiative will be aimed at dealing with the National Park area. In the meantime, regular traffic management meetings take place with the National Park Authority. The Authority was one of the key founders of the South Pennines Integrated Transport Strategy initiative to reduce traffic flows across the Peak District National Park. The previously mentioned rural congestion initiative from summer 2009 will be used to examine further issues involving the National Park from a regional perspective.

#### **Collection and analysis of congestion data**

The county council receives data on travel times through the ITIS system and produces maps and tables used in reporting and in the assembly of programmes of schemes. There remain some concerns over data coverage, which reflects traffic levels and is, therefore, relatively weak in less heavily-trafficked areas. Perhaps more importantly ITIS does not represent a direct measure of congestion because observed speeds, even in free-flow conditions, will reflect limitations imposed by the network, most notably by speed limits. It does, though, allow comparison between locations subject to the same speed limit and also the analysis of trends over time, and in combination with other sources of data represents a valuable tool.

As part of the '6Cs Congestion Management Study' six local highway authorities including the county council carried out early in 2008 congestion surveys on key routes in and around the cities of Derby, Leicester and Nottingham. Unlike ITIS this was a 'true' measure of congestion produced by comparing travel times during and between peak periods with 'free-flow' speeds. It revealed similar levels of delay over a given distance within Derbyshire's market towns as within the cities themselves (but, of course, experienced over shorter overall distances). The survey results were affected by major road works in the south-western Nottingham area, and it is anticipated that the exercise will be repeated for comparison and for the analysis of trends. The county council will, in addition, be considering the use of the same methodology for surveys in other areas, notably Chesterfield.

As part of the county council's work with bus operators in the preparation of Bus Quality Partnerships and Punctuality Improvement Partnerships information is provided on locations where buses are subject to delay. These include 'network' constraints such as junctions but also the influence of on-street parking which the county council will be able to take into account in setting its priorities for controls and enforcement.

#### **Providing information needs**

**Key objective [4]** - *to ensure that all works as noticed by the highway authority and also the SU's are updated on the Electronic Local Government Information Network (ELGIN) system at the end of the working day [Monday to Friday]. To pay particular reference to ensuring that works completed are "closed down" on the ELGIN system.*

The authority was one of the partners in the East Midlands which developed the Electronic Local Government Information Network (ELGIN) system under the auspices of the Government's e-govt initiative. This system is used to provide information on roadworks - both highway and SU's - to whoever wishes to access it. As all the authorities within the East Midlands and many others now support the system, many journeys can be checked upon by drivers before commencing their journey from origin to destination even if either origin or destination is outside Derbyshire. Users can access ELGIN via local authority website such as the Derbyshire website portal which gives access to both the Derbyshire network and also the rest of the national network with authorities who subscribe to the ELGIN system. Further information concerning major works which are likely to cause delays and congestion are also logged onto the Derbyshire website.

The authority also liaises with local radio concerning urgent delay matters which are not covered by the police or other emergency services.

#### **Civil parking enforcement**

**Key objective [5]** - *to obtain the Secretary of State's approval for the Derbyshire Civil Parking Enforcement Scheme to "go-live" on the 24th November 2008<sup>1</sup>. To seek to work closely with the districts and boroughs of Derbyshire to ensure that an effective service is delivered which better manages the use of road space and reduces the delays occasioned by illegally parked vehicles. To use the information that will flow from the enforcement system to*

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<sup>1</sup> Further negotiation is underway (November/December 2008) with DfT's Traffic Management Act Team in London to determine a revised date.

*identify areas where delay and congestion is arising and identify the need for further traffic management action to be taken.*

Under Part 6 of TMA the authority is seeking approval of the Secretary of State for a scheme to be implemented from 24th November 2008. The authority sees implementation of improved on-street and off-street enforcement management as a way of improving the availability of the road network coupled with an improved turn-over of parking capacity resulting in a better service to road users. More positive management of the network resulting in fewer offences being committed in areas of TRO's is seen also to offer a safer network for all types of road user.

At the initial time of taking up the powers it is not seen that the powers relating to moving traffic offences will be taken up, but this matter will be kept under review looking at both the need and operational capacity. Double parking infringement and parking across dropped crossings are seen to be early opportunities for further enforcement. It is also intended to regularise school entrance marking throughout the county so that some form of better management of parking in the vicinity of schools can be introduced by the autumn of 2009.

An annual monitoring report will be produced as defined and required by the DfT, which will show how the parking partnership is working, and will identify areas where further attention is required. The first report will be produced early in 2010.

#### **Asset management and climate change**

The authority sees its priority of introducing asset management of the highway network not only as a more financially sound way of managing the highway network but also the delivery of a better road service to all users of the network.

Such better management of the road network should result in longer living road structures and surfaces which should require less intervention to carry out remedial works. Fewer remedial works should result in fewer delays to road users. This will be monitored as part of the asset management systems but the results will not be available for a number of years.

The authority has worked with Atkins Consultancy to produce its Highways Asset Management Plan/Transport Asset Management Plan and has recently let a major contract for inventory collection of the asset elements of the road network. Such information, not previously available in such a wide ranging and comprehensive format, should enable much better planning of works and on-going maintenance, again resulting in less intervention (see case study on page 3-6).

The authority is also working with Nottinghamshire and Leicestershire County Councils with Scott Wilson to investigate the likely impact of climate change on the highway network with the initial results being published in September 2008. As a further step, the authority is in the process of making a bid for regional funds to trial the use of better climate sensitive highways materials. Clearly, longer term planning for climate change will have a major impact in the likely avoidance of extra delays due to the temperature and climate change effects causing early failure, reducing delays to road users in the future.

Particular reference will also be made to the likely effects of changes in patterns of rainfall on the highway drainage capability and possible modifications required to keep the highway both in a safe state for users and to minimise delays arising from local flooding of highways.

### **Monitoring of effectiveness**

Effectiveness has to be judged appropriately according to the needs of particular roads and its users. Accordingly, work is prioritised on the basis of the Derbyshire road hierarchy, and studies will consider the needs of particular areas e.g. the traffic sensitive streets review.

Regular monitoring is and will be carried out in a wide range of ways including internal working groups (e.g. Code of Practice Working Group), reporting through the Local Transport Plan process, annual reporting requirements such as for civil parking enforcement, improvement and scrutiny reviews, and performance management processes where a range of indicators relate to monitoring of the Network Management Duty. The latter indicators help to demonstrate how journey quality is improving for the general public e.g. 96.4% of reported potholes were repaired within 24 hours for the twelve months ending September 2008, compared with 88.8% for the twelve months ending September 2003.

### **Effect of the 2008 Highways Review**

The implementation of the Highways Review 2008 (see section 8.3) will improve service delivery for all network users - hence meeting the objectives of the Traffic Management Act 2004.

## **A1.4 Behavioural change**

### **Smarter choices**

“Smarter Choices - Changing the Way We Travel” was published by DfT with the Future of Transport White Paper. Research has shown that ‘high intensity’ application of behavioural change measures could achieve an overall 11% reduction in traffic levels. There has been more recent success following the Sustainable Travel Town projects in Darlington, Peterborough and Worcester, where car trips have been reduced by between 11% and 13%, with increases in cycling, walking and the use of public transport.

Achieving behavioural change is a sustainable and long term solution to the current problems associated with traffic congestion. The objective of facilitating behavioural change is central to the evolving role of local authorities. The approach to changing travel behaviour offers the longer-term ‘prevention’ element, while traffic management and other physical works offer shorter term ‘cures.’ It could be considered as the less painful strand of demand management (i.e. road user charging, parking). As it helps particularly with tackling congestion, it therefore could be seen as a value for money tool of the Traffic Management Duty.

In order to work towards the target of 100% of schools having School Travel Plans in place by 2010, the authority has given particular priority to working with schools - by April 2008, over 70% of schools had produced plans. A major impact of these plans looks to reducing car trips to schools with both a reduction in car trips at key peak congestion times and also the improvement of road safety within the vicinity of the schools themselves. Indicator LTP 4

(number of school pupils travelling to school by non-car modes) has shown an improvement comparing 2007/8 with 2006/07 (see Annex 3 for details).

The 'Smarter Choices' package of measures as a whole, including travel planning, public transport information and marketing, travel awareness and car sharing is reported on in Chapter 4. Furthermore, the recent Highways Review has created a new sustainable travel team which will be in place by the latter end of 2008.

### **A1.5 Influencing decision-making**

Steps have also been taken to ensure that decisions made within the authority take into account transport issues. 'Transport Considerations' (2008) has been approved to be one of the standard headings in reports to elected members across the authority, planning to ensure that all decision-making is in line with the Local Transport Plan's objectives and targets.