

ANNEX 19:

Traffic Management Duty

Context

Making the best use of the road network is important for the economic vitality of Darlington, but also to facilitate access to services, provide a safe environment for all road users and improve the quality of life for those that use or live or work adjacent to the road network.

As the provision of additional road space is generally impractical and a last resort solution, the existing network has to be managed effectively for all road users. There are a number of issues to be considered:

- Managing the network under normal traffic conditions;
- Improving the network and reducing the demands on the network;
- Managing events that put further pressure on the network such as planned roadworks and events, and emergencies such as accidents or poor weather conditions; and
- Improving communications to road users and key stakeholders.

National Context

Part 2 of the Traffic Management Act 2004 places a network management duty on local traffic authorities (LTA). Section 16 of the Act sets out the requirement of the new duty as being:

“It is the duty of a local traffic authority to manage their local road network with a view to achieving, so far as is reasonably practicable having regard to their other obligations, policies and objectives, the following objectives –

- a) Securing the expeditious movement of traffic on the authority’s road network; and
- b) Facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority.”

The duty requires the LTA to consider the movements of all road users – pedestrians, cyclists, motorcyclists, public and private transport – involved in the transport of people or goods. This includes any special needs for the disabled.

The Act also requires that a Traffic Manager is appointed. The Traffic Manager has a key role to play, not only in the effective management of the network at an operational level, but also in managing future demands on the network at a more strategic level. The approach to traffic management is therefore key to the development and successful implementation of the Second Local Transport Plan.

Regional Context

The Regional Spatial Strategy sets out 4 main themes for the North East region:

- Delivering economic prosperity and growth;
- Creating sustainable communities;
- Conserving, enhancing and capitalising on the region’s natural and built environment; and
- Improving connectivity within and beyond the region.

Across the North East local traffic authorities aim to support the delivery of these aims and ensuring that the existing and planned road networks are effective and efficient is key to attracting new businesses to the region. In particular the key trunk road network needs to be fit for purpose to link the North East to the rest of the UK. The Tees Valley Vision also puts regeneration at the top of the sub-regional agenda. At a sub-regional level the importance of roads for car and HGV traffic is complemented by a focus on promoting a wide range of travel choices, especially bus and rail transport across the Tees Valley and walking and cycling at a local level.

A North East Traffic Management Group has been established to implement the duties of the Traffic Management Act on a region wide basis, setting standards within the same framework. The Group meets quarterly and it has developed a North of England Network Management Plan Template, which each individual authority can use to develop a Plan that meets local needs. Darlington has embraced this approach and has established its Plan which is included on page 19.6 of this Annex.

Local Context

Darlington is an historic market town, situated adjacent to the River Tees and on the East Coast Main Line. It is the 5th largest retail centre in the North East. 85% of the population live in the compact urban area with the majority of the remaining residents concentrated in a few outlying villages.

The A1(M) and A66(T) roads pass around the edge of the urban area, providing fast and efficient north-south and east-west connections respectively. In addition there are key roads linking to North Yorkshire and County Durham, which are important commuter links. Within the urban area the roads are laid out in a traditional radial pattern, with the focus of the network being the town centre, served by a ring road.

Darlington is both a Cycling Demonstration Town and Sustainable Travel Demonstration Town and therefore there is a recognition of the importance of all modes of transport that use the network. Darlington also has high levels of bus patronage (10% of all trips compared to 6% nationally) although this is declining. Car ownership is below the national average but increasing and there are noticeable disparities between car ownership between wards.

The Community Strategy “Where Quality Comes to Life” establishes the key local priorities for Darlington and provides structures for delivering against those priorities, led by Darlington Partnership, the Local Strategic Partnership. The Strategy is directed towards realising the vision for Darlington as:

- An area creating and sharing prosperity;
- A location for learning, achievement and leisure;
- A place for living safely and well; and
- A high quality environment with excellent communication links.

The Partnership has identified 3 priorities on which it will focus, namely:

- Improving the local economy;
- Raising educational achievement; and
- Promoting inclusive communities

As well as three priority groups, namely:

- Children and young people;
- Older people; and
- Those living in the most deprived wards.

Darlington’s regeneration strategy has been successful in

attracting inward investment to Darlington, creating employment opportunities for local people and for those in neighbouring areas. Whilst this is a fantastic achievement it also brings added problems, particularly in terms of additional traffic and in ensuring that those without access to a car are able to access these opportunities. Therefore it is important that the Local Development Framework, Regeneration Strategy and Transport Plan interlink to minimise the negative impacts on the road network of creating employment opportunities and wealth, and actively promote the use of all modes of transport.

As some of the network management issues are most severe at peak travel times, often associated with travel to school, college or work, it is important that the focus on young people addresses home to school travel.

Whilst the Transport Strategy and Local Transport Plan contribute across a number of themes to the vision, the network management role fits neatly into one of the eight themes, namely **“Developing an Effective Transport System”**.

The Local Transport Plan has 6 strategic objectives and Network Management has a role to play in delivering all of them, as is summarised in **Table 1**.

Table 1 Role of Network Management in delivering strategic objectives

Strategy Objectives	Role of Network Management
A To provide the framework for sustainable development of new and existing businesses, housing and services in Darlington.	To ensure developments in Darlington do not have an adverse affect on the road networks managed by Darlington and its neighbouring authorities. To ensure new developments provide for all road users To minimise the disruption to the operation of the road network during periods of construction.
B To improve access to employment and education, particularly for those without access to a private car, those with a disability and those that have greatest need.	To ensure that the network can operate efficiently and effectively, in particular for public transport, cyclists, motorcyclists and pedestrians; provision of safe facilities for the disabled. <i>Key objective of Network Management</i>
C To tackle traffic congestion on key corridors and its potential impact on the economy and environment by making the most effective use of the transport network.	<i>Measures to secure the expeditious movement of traffic should</i>
D To improve travel safety and security for all by addressing the real and perceived risks.	<i>always be safe for all road users, particularly pedestrians, cyclists, motorcyclists and vulnerable users of the highway.</i> <i>Measures to reduce the demand on the road network can help</i>
E To provide and promote travel choices to all, in particular to reduce the proportion of car driver trips.	<i>to secure a more efficient use of the road network. This will include travel plans.</i> <i>To ensure that the network can operate efficiently and effectively</i>
F To improve the health of the community through increasing levels of sustainable travel and improving access to health, leisure and fresh food.	<i>to ensure minimum response times for emergency vehicles.</i> <i>To ensure that the network can operate efficiently and effectively for pedestrians and cyclists to encourage active travel, which has a positive impact on health.</i>

Implementation

Darlington has appointed a Traffic Manager who also has a remit for Development Control. This ensures that there is a close link between land use, transport assessments, accessibility appraisals, demand management measures (such as travel plans) and network management duties.

In order to ensure that there is integration between strategic and operational issues it is important that there is good communication and cooperation between the key officers. The Traffic Manager is co-located with:

- Highway Maintenance Manager, with responsibility for the Transport Asset Management Plan, planned, routine and emergency maintenance, Streetworks coordination and winter service provision;
- Traffic Management and Road Safety Manager, with responsibility for planned highway improvement schemes, including pedestrian, cycling and public transport improvements and demand management measures (car parking and traffic regulation orders);
- Highway and Bridge Design Manager, with responsibility for major traffic schemes;
- Transport Policy Manager, with responsibility for setting the policy framework, budget setting and control, target setting and monitoring and demand management (in particular 'soft measures').

The Traffic Manager has developed the Traffic Management Plan for Darlington following the North of England Network Management Plan Template and is found on page 19.6 of this document.

An audit of all roads within the Borough has been undertaken to produce a network hierarchy of classified roads. This includes all the roads that cross boundaries into the neighbouring local traffic authorities of North Yorkshire County Council, Stockton Borough Council, Durham County Council and Highways Agency and has been completed in partnership with these authorities.

This information is being used to establish service levels for each type of road based on traffic flows and sensitivity. This in turn will be used to set policies and procedures for streetworks, maintenance schemes and improvement schemes, and for development and access issues identified through the development control process. By 2007 this information will be used for streetworks permitting, linking the potential impact of planned maintenance or utility works on the efficiency of the network, to the restrictions that apply to when and how works can be implemented.

Strategic level - Improving the network and reducing the demands on the network

The Traffic Manager has a key role to play in the development control process and is involved in all planning applications that impact on the highway. The Traffic Manager is also involved in strategic land use planning, both as part of the development of the Local Development Framework and on major regeneration schemes, for example the Council's own development of the Faverdale area for logistics and distribution businesses, the housing development at West Park (including school and other community facilities) and Tees Valley Regeneration's masterplan for Central Park. Through this process, improvements to the network are planned for all road users.

In April 2007 Darlington Borough Council will take over the enforcement of parking restrictions through the decriminalisation of parking, a process that is already underway. This will reduce the negative impact of parked vehicles hampering the use of the network for all road users, including pedestrians, as well as improving safety. Control of parking enforcement is part of a much wider demand management role for the Traffic Manager. Other demand management measures will be sought through the delivery of the Local Transport Plan and land use development, such as the appropriate allocation of road space, travel plans, bus priority measures and appropriate levels of car park provision.

The Traffic Manager will also be involved in proposals to reallocate road space on the existing highway network, in particular for buses and cycles.

The Traffic Manager will use the results of phase 1 and 2 of the Congestion Study, being undertaken by Capita Symonds, to agree capital improvement schemes to the highway. The model that is being developed will also be used in the assessment of land use planning applications.

Operational level - Managing the network under normal traffic conditions;

The Traffic Manager will be responsible for developing and reviewing policies and processes that will allow effective coordination of works on the highway network, to minimise the impact of any disruption or resulting congestion.

This will apply to Darlington Council's own highways works as well as those undertaken by other organisations such as utility companies.

Technology will be used to both assist traffic movement and monitor resulting disruption. This will include variable messaging systems to direct traffic to car parks, real time information for the public transport operations, Urban Traffic Control to improve traffic flow at key light controlled junctions and vehicle run time data collection.

Managing events that put further pressure on the network such as planned roadworks and events, and emergencies such as accidents or poor weather conditions

The Traffic Manager working alongside the Highway Inspectors, Streetworks Inspector and Technical Support Team coordinates planned streetworks on the highway in conjunction with the managers for Highway Maintenance, Traffic Management and Road Safety, Highway and Bridge Design and the public utility operators.

A Safety Advisory Group has been established to provide advice and coordination for all events that take place within the Borough. This Group includes the Traffic Manager and representatives from the emergency services, Highways team and event management. It meets before the start of a new financial year when the events programme is finalised to look at the programme for the entire year. The Group then meets quarterly (or more often if required) to evaluate the processes and policies put in place for each event to ensure that public safety is maintained, and that the event has minimal impact on the operation of the highway network.

A similar Safety Advisory Group exists for Darlington Football Club to manage football match fixtures at the ground and other events held at the venue and the Traffic Manager is an integral part of the Group.

Contingency planning with key partners such as the Police, emergency services and bus operators ensures that there are processes in place to deal with emergencies such as accidents and poor weather. Alternative routes are agreed with the Police when there are accidents, in particular taking into account disruption that may occur on the A66(T) and A1(M) resulting in additional large volumes of traffic having to use the Borough's roads. The Council operates a large gritting fleet for the size of the authority to ensure that roads remain safe during poor winter driving conditions.

Improving communications to road users and key stakeholders

In September 2005 a major change to the traffic management system in Darlington town centre was introduced as part of the Pedestrian Heart scheme to pedestrianise the town centre. One of the key roles of the Traffic Manager was to ensure that all key stakeholders understood the implications of the changes, in particular occupiers of premises effected by the changes and the implications for access and deliveries; bus operators as all town centre bus stops and routes changed; the Police for assistance with enforcement; and Darlington Association on Disability to assist with advising people of changes to parking, bus stop location and wheelchair accessible routes.

A communications strategy was put into action to inform people of the changes including press releases, articles in the Council magazine, leaflets, information on the website and

information at each new bus stop and every bus stops no longer in use. For 10 days around the change day members of Council staff were in the town centre advising people of the changes and helping them to find their new bus stops and blue badge parking bays. In addition large numbers of office based Council staff had to be informed so that they could answer queries from people who were unsure where they could walk, cycle, drive and park.

The Traffic Manager was a central point of contact for any issues around the new system and ongoing communication with both the public and stakeholders resulted in improvements to the scheme, such as additional temporary ramps to assist those in wheelchairs, installation of a handrail to help people access a bus stop, realignment of the temporary barriers to enable cyclists to access the new pedestrianised space, and changes to a number of bus services to assist both bus passengers and bus operators. This ongoing communication has ensured that the traffic management system is working effectively and pedestrians are beginning to see the benefits from having a traffic free environment.

It is important to inform road users about potential disruption to the highway network and to advise people how best to use the highway network, to reduce journey time delay.

The Variable Messaging System on the radial routes approaching the ring road, advise drivers where spaces are available in the main car parks. This enables drivers to select the most appropriate route to find a car parking space and reduces circulating traffic.

Roadworks information signs provide drivers with details of planned roadworks, and importantly the hours of operation of the works and the length of the disruption. This enables drivers to plan alternative routes or adjust their journey time.

A comprehensive Streetworks register is available on the Council's website and is one of the most accessed resources. It provides details of planned and emergency works so that residents can find out what is happening in their local area.

The Council has a partnership Working Agreement with Traffic Information Services (TIS) Ltd for the provision and maintenance of operating procedures and services in relation to the national Traffic Control Centre.

Planned or emergency disruption to the highway network is communicated via an online communications announcement to all council staff to ensure that service delivery can continue without disruption.

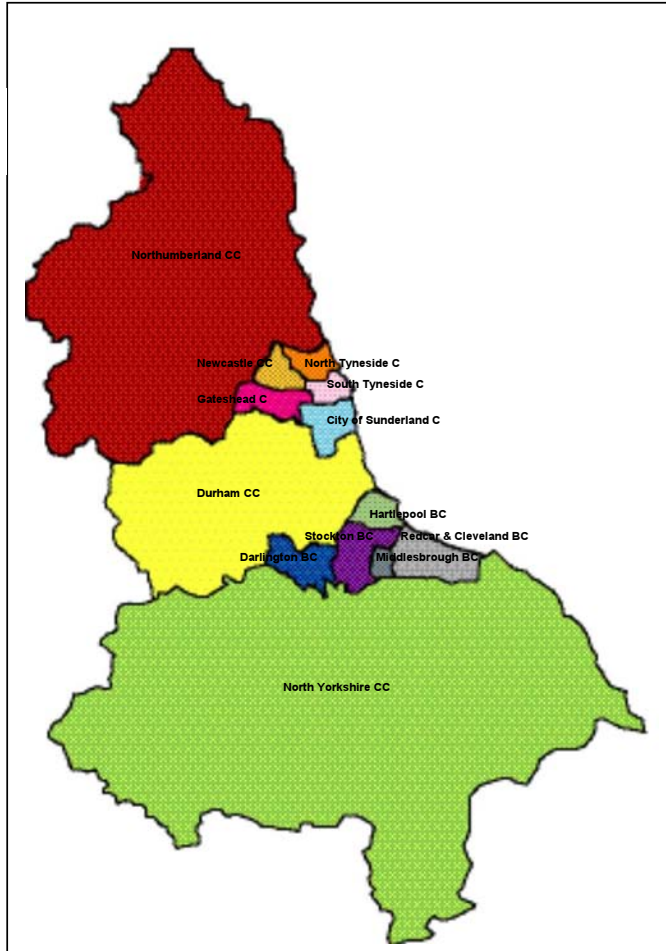
In addition to communicating with the general public and key stakeholders other information is also communicated to the Traffic Manager to assist in his work, e.g. the data collected monthly from the extensive network of automatic traffic and cycle counters. The first bus punctuality and vehicle runtime surveys have been undertaken and ongoing surveys will establish a baseline to identify areas for improvement.

Partnerships

- North of England Traffic Managers Group – the thirteen members of NEHAUC (North of England Highway Authorities and Utilities Committee)
- Durham Constabulary
- Punctuality Improvement Partnership – local bus operators
- Highways Agency - regular meetings and provide good advance warning of proposed works
- Darlington Pedestrian Heart – key stakeholders involved in the project to pedestrianise the town centre and introduce major changes to the traffic management system

DRAFT Darlington Network Management Plan





Darlington Borough Council

DRAFT Network Management Plan

Contents Amendment Record

This report has been issued and amended as follows:

Issue	Revision	Description	Date	Approved by
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1 Introduction

1.1. Objectives

The Traffic Management Act 2004 (TMA) introduces the Network Management Duty on local traffic authorities (LTAs). Section 16 of the TMA sets out the requirement of the new duty as being;

“It is the duty of a local traffic authority to manage their road network with a view to achieving, so far as is reasonably practicable having regard to their other obligations, policies and objectives, the following objectives –

(a) securing the expeditious movement of traffic on the authority’s road network; and

(b) facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority.”



The Department for Transport has issued guidance on the duty. Whilst this guidance implies that there is no requirement on LTAs to develop a specific Network Management Plan, Darlington Borough Council believe that, in developing such a plan, it can show our commitment to the new duty in terms of managing our road network in line with the Council’s vision and aims as follows:

‘Where quality comes to life’ – A Community Strategy for the future of Darlington was adopted by the Council and Local Strategic Partnership in March 2003. The Council shares with its partners the vision adopted as part of that process.

Our Vision for the Future of Darlington

Together our community will expect and strive to achieve:

- **An area creating and sharing prosperity** – enhancing our economy and sharing the benefits with all our community.
- **A location for learning, achievement and leisure** – raising aspirations and attainment, promoting creativity and leisure.
- **A place for living safely and well** – reducing crime, making people feel safer and improving health.
- **A high quality environment with excellent communication links** – making the most of our heritage, market town appeal and location.

Connecting Themed Aims

The Corporate and Best Value Performance Plan is structured into sections based on the four visionary goals and eight connecting themes of the Community Strategy as follows:

Four visionary goals –

- An area creating and sharing prosperity
- A location for learning, achievement and leisure
- A place for living safely and well
- A high quality environment with excellent communication

Eight connecting themes –

- Improving the local economy
- Raising education achievement
- Promoting community safety
- Enhancing the local environment
- Promoting inclusive communities
- Stimulating leisure activities
- Improving health and well-being
- Developing an effective transport system

The TMA requires the Council to appoint a Traffic Manager, who will be responsible for delivering a co-ordinated, planned and effective response to the network management duty across all the Council’s departments and functions that may have an influence on the successful operation of the network, and to ensure that agreed actions are implemented. The role of Darlington Borough Council Traffic Manager is defined in greater detail in Section 5 of this plan.

The TMA also provides for the Secretary of State to intervene in a LTA where that authority can be shown to be failing in the discharge of the duty and appoint a Traffic Director. Initial draft guidance on the criteria for intervention is soon to be published by the DfT. In developing this plan Darlington Borough Council demonstrate how it will monitor the effectiveness of its network management and will be reviewed in line with the criteria for intervention as it is developed.

The Network Management Plan has been created in collaboration with the LTAs in the north of England (a cd is attached at Appendix 10 of this plan which contains a copy of all the individual Network Management Plans of the other LTAs who were partners in the development of the original template). The purpose of the plan is to set out the Councils approach to managing the network to the benefit of our customers. It will be used to demonstrate the policies it is actively pursuing to ensure the more expeditious movement of traffic on the network. The plan will remain under continual review to ensure that changing needs are embraced within effective network management. The principal objectives of the plan are:

- Objective 1 – support delivery of the Transport Strategy and Accessibility Strategy in line with the 2LTP
- Objective 2 – tackle congestion and reduce disruption
- Objective 3 – assist in achieving the targets relating to bus patronage and bus punctuality
- Objective 4 – assist in achieving the targets relating to walking trips
- Objective 5 – assist in achieving the targets relating to cycle trips

The plan will facilitate the integration of the Traffic Manager into the existing administrative structure and assist the Council to discharge the duty through the expeditious use of existing systems.

In working in partnership with the other LTA's in the north of England it demonstrates that, through collaborative working, an open and frank exchange of information on best practice is key in ensuring regional consistency in the approach to network management. It is envisaged that a North of England Traffic Managers group will be established that will keep the regional aspect of network

management under continual review, complementing the local review that individual LTAs undertake. Further information on this group is given in Section 2 of this plan.

This plan recognises that network management should form only one element of the Council's transport strategy and that, whilst it is the Council's aim to see an improvement in the efficient use of the network, it should not be at the expense of those with a need to use or work on roads and footways. It is important that our approach to network management recognises these needs and the fact that they can and will have an effect on the network capacity. A pro-active approach to co-ordination will be adopted that will allow the gathering of accurate information on planned works or events, consideration on how best to minimise their impact and agreement (or stipulation if necessary) on optimum timing.

1.2. Council Policy Statement

The Council's Transport Strategy seeks to:

- improve accessibility to services and opportunities by providing travel options, so that all may participate in the life of their community;
- tackle traffic congestion and its associated effects on local communities through a focus on sustainable travel choices, thus contributing to residents' quality of life;
- make the transport network safe and secure for all; and
- deliver solutions to travel needs in partnership with local people, businesses and other providers.

1.3. Background

The provisions in the TMA aim to provide LTAs with a stronger focus on tackling congestion, and greater powers to pursue that aim.

The TMA provides LTAs with much greater powers to minimise unnecessary disruption caused by poorly planned works. In addition, there are many different strands of work within local authorities, which need to be co-ordinated properly if their collective impact is to be one that delivers visible benefits to the public. These strands of work include not only co-ordination of utility companies' street works and the authority's own road works, but also

activities such as managing parking provision, managing provision of public transport, development control policy, activities on the network, for example refuse collection, and planned and unplanned events, all of which can contribute to unnecessary disruption and congestion. It is the planning for and dealing with the effects of all such aspects that the network management duty is aimed.



However, the TMA is specific in stating that traffic is not only vehicular, but includes pedestrians and cyclists. So the duty must consider the movement of all road users. It is for the Council to develop the duty alongside our existing strategies and policies and not for it to supersede them. Indeed the network management duty is to be applied to the Councils duties not only as LTA (s121A, Road Traffic Regulation Act) but also as:

- local highway authority (s1(b), Highways Act 1980); and as
- street authority (s49(1), New Roads and Street Works Act 1991).

This plan outlines how Darlington Borough Council will do that.

1.4. Legislative context

Existing legislation under which highway authorities attempt to control the disruption caused by utility companies' street works, the New Roads and Street Works Act (NRSWA), dates back to 1991, at which time only a handful of utilities were permitted to dig up the road. There are now however over 150 utilities able to conduct street works. The need for those utilities to build and maintain networks of apparatus beneath the street has led to a significant growth in the levels of disruption caused by street works over the last decade. The CBI stated last year that delays on the

country's road and rail network were costing the economy around £20 billion a year, whilst the Halcrow report¹ on street works, for the Department for Transport, estimated the cost of delay caused by utility street works to be £4.3 billion

Tackling congestion is a key objective for the Government. Transport 2010: The 10 Year Plan sets out policy aims for transport. The Act will make a vital contribution to progress against important 10 Year Plan targets:

- Reducing congestion on inter-urban trunk road network, and in large urban areas
- Improving air quality
- Reducing the number of people killed or seriously injured in Great Britain in road accidents

¹ Halcrow/DfT – Assessing the Extent of Street Works and Monitoring the Effectiveness of Section 74 on Reducing Disruption: Volume 3 – Estimation of the Cost of the Delay from Utilities Street Works – July 2004

2 Regional context

2.1. NEHAUC

The North of England Highway Authorities and Utilities Committee, NEHAUC, is one of ten regional Highway Authorities & Utilities Committees (HAUCs). It should however be noted that any reference to NEHAUC in this plan refers only to the highways side.

These regional HAUCs were created after the introduction of the New Roads and Street Works Act 1991 (NRSWA) to provide a forum for Highway Authorities and Utility Companies (Gas, Electricity, Water, sewerage and Telecommunications) to discuss and review topics of mutual concern and interest.

The NRSWA placed a new emphasis on minimising disruption to road users by providing a framework of procedures that ensures all works, are 'coordinated' to minimise the effects on the travelling public.

NEHAUC use the dictum

“Working together to the benefit of Highway users”

this describes the positive and constructive attitude that has been developed between the members.

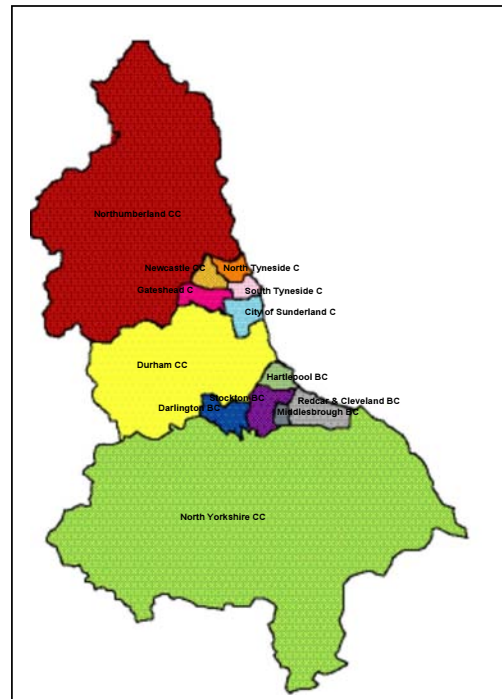
Communications between the members of NEHAUC is essential. Representatives meet three times a year to discuss issues and formulate agreed working practices. The committee is supported by a number of working groups which are tasked with looking at specific issues.

2.2. Regional Network Management

Whilst it is recognised that the Network Management duty is not necessarily a function of NEHAUC, the collaborative approach taken in developing a regional Network Management Plan template demonstrates the regional approach to network management.

With the advent of the TMA and the introduction of the Network Management Duty, the north of England highway authorities have recognised the importance that a collaborative regional approach will make to the successful implementation of the duty across the north of England.

Consequently, they have worked together to develop a Network Management Plan template that, whilst being used specifically by individual



authorities to detail the policies and procedures they will use to aid the discharge of the duty, also demonstrates that they are committed to the working together and disseminating best practice.

Not all of the factors that may have an influence on network management will fall under the remit of the highways side of NEHAUC. However it is a fact that the principle causes of unnecessary disruption and congestion, and which the network management duty is aimed at improving, do. Street works and roadwork's can and should be carefully co-ordinated and other activities, for example skips and scaffolding licensed under the Highways Act 1980, road closures effected under the Road Traffic Regulation Act 1984, will become registerable as the provisions of Parts 4 and 5 of the TMA are commenced. Co-ordination of these activities will then fall under the remit of the highways side of NEHAUC.

Other causes of congestion, for example planning/development control, school start/finish times, road traffic accidents and weather events will be dealt with through council policies and contingency plans. Monitoring of the effects of such activities and the influencing changes that may improve the use of the network will form part of the new duty. However it is considered that the direct link between the Traffic Manager and NEHAUC is important as it will provide for a focus in terms of the monitoring of the duty and its success.

2.3. Regional Traffic Managers Group

To facilitate this cross regional collaboration, it is intended to establish a North of England Traffic Managers Group. This group will compare and benchmark performance and disseminate best practice amongst its members, and further a field, within an environment of continual improvement.

The north of England LTAs will endeavour, as far as is reasonably practicable, to manage the regional highway network effectively to keep traffic moving.

A working group consisting of the Traffic Manager from each of the authorities will be established to monitor the effects of the duty on a regional basis and they will cooperate in the interests of disseminating best practice with a view to establishing a culture of continual improvement.

As referred to above, a direct link between the Traffic Managers and NEHAUC will be established. Each forum will have representatives of the other in attendance to ensure a consistency in decision making.

This group will work together in developing the management of the regions network. Whilst all council's have there own priorities, the culture of collaboration that exists between the north of England highway authorities means that the sharing of best practice will enable the councils to learn from others experience, benchmark their performances and ensure, as far as is reasonably practicable, that continual improvement occurs across the region.

It will also make efforts to disseminate their experience outside the region in order that best practice can be shared across the country and lessons learned from other regions can be embraced within the continual improvement culture developed in the north of England.

Darlington Borough Council recognises the important role that the Highways Agency has in the success of network management. Whilst the Highways Agency (HA) network of motorways and trunk roads represents only 3% of the road network in England it carries a third of all traffic and two thirds of all heavy freight traffic. The network is of strategic importance and its efficient operation is fundamental to the economic wellbeing of the country.

The HA network passes through our network. Activities affecting the local road network can have a detrimental affect on the motorways and trunk roads, and the reverse is also true. Whilst the network management duty does not strictly apply to the HA, the Network Management Guidance states that it has been given a similar remit to manage better its network and to reduce the impact of congestion and congestion related delays. This includes the HA facilitating the movement of traffic on local road networks.



Darlington Borough Council recognises the important role the HA has to play and will maintain an ongoing dialogue with its nominated network management nominee, namely the Area Performance Manager, on a local level and regionally via the North of England Traffic Managers group.

3 Organisation

The following section gives details of key personnel within the authority's structure and details of the reporting lines in place.

3.1. Key Personnel Details

The following table gives details of key personnel that are vital to the successful operation of this plan.

The persons named above are those with responsibility for the overall network management duty conferred on Darlington Borough Council. They will deal with high-level policy development and review to ensure the Council shows continual improvement in its network management.

A further list of contacts is included as Appendix 3 for all day-to-day operational issues relating to the management and co-ordination of works and other activities affecting the network. Appendix 4 contains a list of key external contacts that Darlington Borough Council will use in the discharge of the duty.

Position	Name	Location	Tel Number	E-mail
Traffic Manager	Harry Alderton	Hopetown House	01325 388748	Harry.Alderton@darlington.gov.uk
Highway Maintenance Manager	Steve Brannan	Hopetown House	01325 388755	Steve.Brannan@darlington.gov.uk
Highways Superintendent	Alan Ward	Hopetown House	01325 388743	Alan.Ward@darlington.gov.uk
Principal Engineer – Highway Asset Management	Dave McGuckin	Hopetown House	01325 388745	Dave.McGuckin@darlington.gov.uk
Parking Enforcement Manager	Sue Gillham	Houndgate	01325 388932	Sue.Gillham@darlington.gov.uk

4 Network management hierarchy

4.1. Introduction

It is important that Darlington Borough Council define its network carefully in terms of network management. It is not appropriate, or practical, to apply the same level of network management to the whole of the network and therefore a hierarchical approach has been taken.

Currently the Council's network has a number of different hierarchy classifications. These hierarchies are listed in Appendix 5 of this plan.

Whilst these hierarchies' reflect different, but equally important criteria Darlington Borough Council believe that, in order to best discharge the network management duty, the network needs to be considered in the context of the location and use. In this way, and accounting for the Council's major transport policies a network management hierarchy has been established that reflects a usage hierarchy in terms of all traffic, including pedestrians and cyclists.

4.2. Network management hierarchy

The hierarchy that has been developed for network management divides the network into three categories – high/medium/low. The different designations are colour coded; high = red; medium = amber; low = green, where;

Red: roads where works/incidents/events would have a serious detrimental impact on the efficiency of the network if not coordinated

Amber: roads where works/incidents/events would have a reduced detrimental impact on the efficiency of the network if not coordinated, but are considered to be of lower priority

Green: roads where works/incidents/events would have little detrimental impact on the efficiency of the network if not coordinated.

This hierarchy is shown as Appendix 6 to this Network Management Plan.

In order to adequately understand the interrelationship between the different hierarchies, it is essential for these hierarchies to be displayable on a map based GIS. Some of the existing hierarchies are paper based, having been developed some years ago.

Others are already GIS and in an appropriate format.

The Traffic Sensitivity hierarchy will be reviewed in light of the new criteria to be published in the forthcoming Code of Practice on Notices etc. The Reinstatement Category hierarchy also needs to be reviewed in light of revised traffic flows. The Winter Maintenance Pre-salting Route hierarchy is updated on an annual basis and published as part of the Winter Maintenance Plan.

5 Traffic Manager

5.1. Introduction

The post of the Traffic Manager, as prescribed in section 17(2) of the TMA, is a statutory post for Darlington Borough Council. All LTAs are required to appoint a Traffic Manager as part of their arrangements for delivering the new duty. The aim is for the Traffic Manager to be a focal point within Darlington Borough Council, drawing together all the strands of activity that effect movement on the road network, ensuring co-ordination of our own activities and those of others, for example utility companies and others undertaking activities on the network, and in dealing with the effects of unplanned incidents.

5.2. Organisational Structure

The post of Traffic Manager has been placed within the Traffic Management and Road Safety Service area of the Highways Management section. The organisational structure is set out in Appendix 14.

The Traffic Manager has no responsibility for promoting works on the highway, there is therefore no conflict of interest.

The Traffic Manager is also responsible for Highway Development Control.

5.3. Responsibilities

Section 17(4) of the TMA states;

“The arrangements must include provision for establishing processes for ensuring (so far as may be reasonably practicable) that the authority -

(a) identify things (including future occurrences) which are causing, or which have the potential to cause, road congestion or other disruption to the movement of traffic on their road network

(b) consider any possible action that could be taken in response to (or in anticipation of) anything so identified.”

whilst section 17(5) states;

“The arrangements must include provision for ensuring that the authority –

(a) determine specific policies or objectives in relation to different roads or classes of road in their road network

(b) monitor the effectiveness of –

(i) the authority's organisation and decision making processes; and

(ii) the implementation of their decisions; and

(c) assess their performance in managing their road network

In practice, to discharge the duty, the role of the Traffic Manager is to oversee various activities that can potentially result in congestion if poorly co-ordinated during their execution or that could result in long term problems if insufficient provision is included during their inception. These activities can be divided into three groups;

- a) Operational activities
- b) Planned activities
- c) Unplanned events

5.3.1 Operational activities

Generally all work carried out in the highway is done so by somebody with the power to undertake such work, or those who are licensed under some particular legislation. Typically these can include, but are not necessarily exclusive to;

- street works (Statutory Undertakers)
- highway works (Council/developers)
- NRSWA licensed activities (installation of private apparatus)
- Highways Act 1980 licensed activities (skips/scaffolding, etc)



- Traffic Regulation Orders (Road Traffic Regulation Act 1984)
- road closures
- abnormal load movements
- refuse collection
- parking enforcement
- Planning and Development Control (Town and Country Planning Act 1990)



Darlington Borough Council can exert a direct influence, all be it to varying degrees over the above activities. The Traffic Manager will be responsible for developing and reviewing policies and processes that will allow effective co-ordination of works on the network in order to prevent, so far as is reasonably practicable, unnecessary or avoidable disruption and congestion.

This role will include ensuring that, whilst proactive discussion with all parties involved in works on the network should result in the successful co-ordination of works activities, robust enforcement policies are in place to deal with instances where due process has not been followed. Parity is an important principle in ensuring that network management is successful. Darlington Borough Council will lead by example by applying the same standards and approaches to their own works and activities as to those of others.

Traffic volume and the anticipated growth in traffic over the coming years (currently forecast to be around 30% over the next 10 years) will inevitably mean congestion on the network will increase. The Road Traffic Reduction Act 1997 requires LTAs to prepare a report, at such times as the DfT require, on the level of local road traffic, a forecast of growth in the level of that traffic and a target for reduction. However it is the Councils aim to minimise the growth in that congestion through the proactive

application of the network management duty in line with this plan and our wider policies. Further detail on the monitoring of the effects of the duty are given in Section 6 of this plan

5.3.2 Planned activities

A portion of congestion on the network is caused by the effects of planned events. Typically these can include, but are not necessarily exclusive to;

- sporting events
- carnivals
- parades
- demonstrations



The traffic manager will develop and maintain a register of Planned Events and disseminate the information to nominated stakeholders such that network management decisions will be informed, in particular with respect to potential temporary changes in Network Management hierarchy.

5.3.3 Unplanned incidents/events

The occurrence of the unplanned incident/event on the network cannot be underestimated. Such incidences can include, but are not limited to:

- road traffic accidents
- broken down vehicles
- motorway/trunk road diversion routes
- debris or diesel spillage on the road
- failure of the carriageway
- failures of utilities apparatus
- emergency repairs to utilities apparatus



- weather events (including snow, ice, flooding, high winds)
- major incidents where roads need to be closed for safety or operational reasons
- security alerts

The unexpected nature of such incidents often means that the immediate effects on the network are difficult to deal with. However, Darlington Borough Council has contingency plans and winter service plans to deal with such occurrences. The Traffic Manager will form part of the Council's strategic contingency planning team, thus ensuring that emergency decisions take account of the network management duty. For example, the diversion of traffic onto another part of the network may have a negative impact on works already planned. The Traffic Manager would be in a position to inform the decision process with the potential effects it may have and also review the planned works programme, recommending temporary changes to accommodate the particular emergency.

5.4. Co-ordination & Liaison

5.4.1 Local co-ordination

Under the Code of Practice for the Co-ordination of Street Works and Works for Road Purposes and Related Matters Second Edition (paragraph 6.2.5), it is recommended that local co-ordination groups meet on a quarterly basis to discuss a range of network related topics. The Traffic Manager has an integral role to play within this co-ordination group. Indeed it is probable that Darlington Borough Council Traffic Manager is best placed to chair these meetings. The TMA extends the requirement for co-ordination to cover all activities on the network. Whilst these quarterly co-ordination meetings will continue the Traffic Manager will maintain a strategic overview to ensure the principles of network management are applied.

5.4.2 Other traffic managers

The liaison of the Traffic Manager with others in equivalent positions is required on two levels. Firstly it is necessary for each individual Traffic Manager to liaise with all his counterparts that border his area of jurisdiction to facilitate the second aspect of the duty i.e.

“to facilitate the expeditious movement of traffic on road networks for which another authority is the traffic authority.”

For Darlington, our bordering LTA's are:

- Durham
- Stockton on Tees
- North Yorkshire

Those roads which cross the Darlington border into neighbouring authorities are scheduled in Appendix 10.

The second level of liaison is required to ensure that a culture of best practice and cooperation is established regardless of geographic boundaries. This liaison, on a national basis, will ultimately deliver a culture whereby assistance and cooperation can lead to significant efficiencies.

5.4.3 The Highways Agency

Given the role of the HA, liaison between the Traffic Manager and a nominated HA representative is essential due to the number of interfaces in responsibility and consequential impact one authority can have on the other. The Highways Agency has designated their Area Performance Managers the point of contact for network management and has provided contact details for the service providers for contact in respect to operational and co-ordination issues.

The National Guidance Framework (NGF) is a tri-partite agreement made between the Executive of the Traffic Operations Co-ordinating Committee (TOCC), the HA and Traffic Information Services (TiS) Limited ("TCC Company") relating to the operation of the Agency's National Traffic Control Centre (TCC). It sets out the guiding principles for the preparation of Detailed Local Operating Agreements (DLOAs) with each LHA, where a mutual interest exists for strategic traffic management purposes. The TOCC Executive comprises representatives of the County Surveyors Society (CSS), the Core Cities

Group and the Technical Advisers Group (TAG), representing Local Highway Authorities.

The Traffic Manager will ensure that liaison and agreement with the HA is undertaken in accordance with the above protocols.

A schedule of all interfaces with Highways Agency Trunk Road and Motorway Network is included in Appendix 10.

establish a detailed register of contacts with third party stakeholders in his area of jurisdiction, the primary purpose of which being to coordinate activities such that fluctuations in traffic flow do not cause significant congestions. The primary definition for these stakeholders is:

“Any company, authority or organisation that’s activities could potentially result in significant fluctuations in motorised or pedestrian traffic.”

5.4.4 Other stakeholders

The Traffic Manager shall, as part of his role,

Organisation	Contact Name	Telephone No	E-mail address
Environment Agency			
Highways Agency			
Police			
Ambulance			
Fire Service			
NHS Trust			
Network Rail			
Durham Tees Valley Airport			
Arriva			
Stagecoach			
Darlington Football Club			

6 Policy, procedures & performance

6.1. Introduction

The north of England LTAs have agreed to work together in the discharge of the new duty. It is recognised that the network management duty is only one element of our transport activities and should compliment other policies and actions. This plan has been developed in such a way that it will compliment the Council's Transport Asset Management Plan. Together, the Network Management and Transport Asset Management Plans will assist the Council in meeting our Local Transport Plan targets.

The development of this plan has recognised regional and national policies as well as our own local requirements. Whilst individual authorities may have different aspirations the joint aim of the north of England authorities is to secure the more efficient use of the road network. To this end a joint regional policy, procedures and performance monitoring regime have been agreed.

6.2. Local transport plan

The Council's Local Transport Plan (LTP) sets out the five year transport strategy and requires the diligent management of the network in pursuit of its primary policies such that the infrastructure is reliable, available, maintained and safe for use by the general public. The policies and proposals contained within the LTP are based on six strategy objectives:

- To provide the framework for sustainable development of new and existing businesses, housing and services in Darlington.
- To improve access to employment and education, particularly for those without access to a private car, those with a disability and those that have greatest need.
- To tackle traffic congestion on key corridors and its potential affects on the economy and environment by making the most effective use of the transport network.

- To improve travel safety and security for all by addressing the real and perceived risks.
- To provide and promote travel choices to all, in particular to reduce the proportion of car driver trips.
- To improve the health of the community through increasing levels of sustainable travel and improving access to health, leisure and fresh food.

This network management plan builds upon these aims with a view to ensuring the expeditious movement of traffic on the network. Performance measures used to monitor the Councils progress with the LTP will contribute to the development of measurement of the implementation of network management.

6.3. Transport Asset Management Plan

Darlington's Transport Asset Management Plan described how Darlington Borough Council plans to manage its transport asset in a more informed manner by embedding asset management principles into our organisation. A transport asset which is available, safe and reliable is fundamental to the delivery of the network management plan. The network management plan relies on the availability of the transport infrastructure.

6.4. Systems & procedures

The ten essential criteria by which the Department for Transport will assess whether or not an LTA is adequately performing the Network Management Duty are as follows:

- setting objectives, local indicators and monitoring;
- setting up an appropriate management structure;
- having a permanent Traffic Manager appointed;
- co-ordinating and planning works and known events;
- Ensuring parity with utility companies;

- contingency planning for unknown events;
- working with all stakeholders – internal and external;
- Tackling congestion in step with national policy;
- Minimising disruption on different networks; and
- Providing information needs.

Action plans, targets and local performance indicators will be set against each criterion and detailed in Appendix 8.

6.5. Performance measurement

Early indications from the DfT in relation to the criteria for intervention are that the Local Transport Plan, or any system that may subsequently replace it, will be used to monitor the performance of LTAs in respect to network management.

Darlington Borough Council has established its priority themes in respect to the local transport plan. Section 5 of this plan identified three groups of activities that will have a significant impact on network management. Whilst this network management plan will be reviewed on annual basis, Darlington Borough Council has identified those measures that it believes contribute directly to network management within the scope of the Council's overall strategic goals.

Darlington Borough Council has already recognised that, with the anticipated growth of traffic over the next 10 years expected to be in the region of 30%, there will be an inevitable rise in congestion. However with a proactive network management regime and the policies and processes in place Darlington Borough Council believes it can mitigate this rise in congestion. The policies and processes that contribute to network management are included as Appendix 7 of this plan.

The indicators that have been identified in Appendix 8 will be used to contribute to a 'congestion matrix'. Darlington Borough Council believe that improvement against these targets will demonstrate that the policies and procedures the Council has adopted are improving the movement of traffic on the network and, in turn, towards

mitigating the effects of traffic growth and slowing a growth in congestion.

Baseline data relating to the Network Management hierarchy, and in particular the high priority routes, will be gathered during the first year of this plan that will allow the Council to set itself challenging targets and, where necessary, the development of new local indicators that are relevant to our aims.

The North of England Traffic Managers group will monitor the effects of the duty on a regional basis and will cooperate in the interests of disseminating best practice with a view to establishing a culture of continual improvement.

The group will work together in developing the management of the regions network. Whilst all council's have their own priorities, the culture of collaboration that exists between the north of England highway authorities means that the sharing of best practice will enable the councils to learn from others experience, benchmark their performances and ensure, as far as is reasonably practicable, that continual improvement occurs across the region.

It will also make efforts to disseminate their experience outside the region in order that best practice can be shared across the country and lessons learned from other regions can be embraced within the continual improvement culture developed in the north of England.

Appendix 1 Supporting Documents and Links

[Network Management Duty Guidance](#)

[New Roads and Street Works Act 1991](#)

[Traffic Management Act 2004](#)

Appendix 2 Guidance on Network Management Plan Development

The following is the guidance that was used to develop the Network Management Plan in April 2005 and this guidance should be developed annually as the plan itself is developed

Section	Guidance
1.1	Each individual LTA should include here its stated vision or goals
1.2	This section is to be completed by the council and should be a brief top level statement that identifies the key policies in place that should guide the decision making process in relation to traffic management. For example, North Yorkshire CC may include
3.1	It is for each individual authority to determine what key personnel will be named in this section. Clearly there should be a more extensive list of contacts for the day to day management of the different functions that have an impact on network management. These personnel should be included in a contacts list in the appendices to the plan. A council may also wish to consider extracting that day to day contact list and make it available separately, or in addition to the Network Management Plan on their web site
4.1	In developing its hierarchy the authority needs to consider its priorities in respect to the duty. Issues that could determine the development of the network may include existing hierarchies (highway maintenance/winter maintenance/reinstatement category), classification, traffic sensitivity, tourist routes, abnormal load routes, public transport routes, emergency services strategic routes, cross-boundary issues, modal consideration (vehicle/pedestrian/cyclist), diversion routes
5.3.1	In areas where a two-tier authorities exist, that particular authority will need to reference the liaison that takes place with the District Council in respect to the functions for which the LTA does not have the power, for example refuse collection or planning consents. Lines of communication will need to be established to ensure District Councils are aware of the network management duty and their impact on the movement of traffic
6.2	This section should include a statement referring to the individual Councils LTP
6.3	This section should include a statement referring to the individual Council's TAMP. For example, North Yorkshire CC may include an extract from their LTP 2006-2011 detailing how their plan will develop and how it will be complimented by the Network Management Plan
6.4	<p>This section is to be completed by each individual authority and should detail those systems and procedures in place that will allow the Traffic Manager to perform the functions defined in section 5. It should state where the systems and procedures are operated, who is responsible for the system and procedure along with details of any stakeholder involvement.</p> <p>It should also be referenced in this section if new systems and/or procedures are to be procured or developed, along with a timetable to identify the key milestones that will determine how the new systems and/or procedures will contribute to network management.</p> <p>Communication is considered the key to successful network management, both across the Council departments and with relevant staff in neighbouring authorities</p>

Appendix 3 Council contacts

Position	Name	Location	Tel Number	E-mail
Head of Engineering & Highways Operations	John Ray	Hopetown House	01325 388746	John.Ray@darlington.gov.uk
Traffic Manager	Harry Alderton	Hopetown House	01325 388748	Harry.Alderton@darlington.gov.uk
Highway Maintenance Manager	Steve Brannan	Hopetown House	01325 388755	Steve.Brannan@darlington.gov.uk
Highways Superintendent	Alan Ward	Hopetown House	01325 388743	Alan.Ward@darlington.gov.uk
Principal Engineer – Highway Asset Management	Dave McGuckin	Hopetown House	01325 388745	Dave.McGuckin@darlington.gov.uk
Parking Enforcement Manager	Sue Gillham	Houndgate	01325 388932	Sue.Gillham@darlington.gov.uk
Public Transport Officer	Clive Hopkinson	Hopetown House	01325 388657	Clive.Hopkinson@darlington.gov.uk

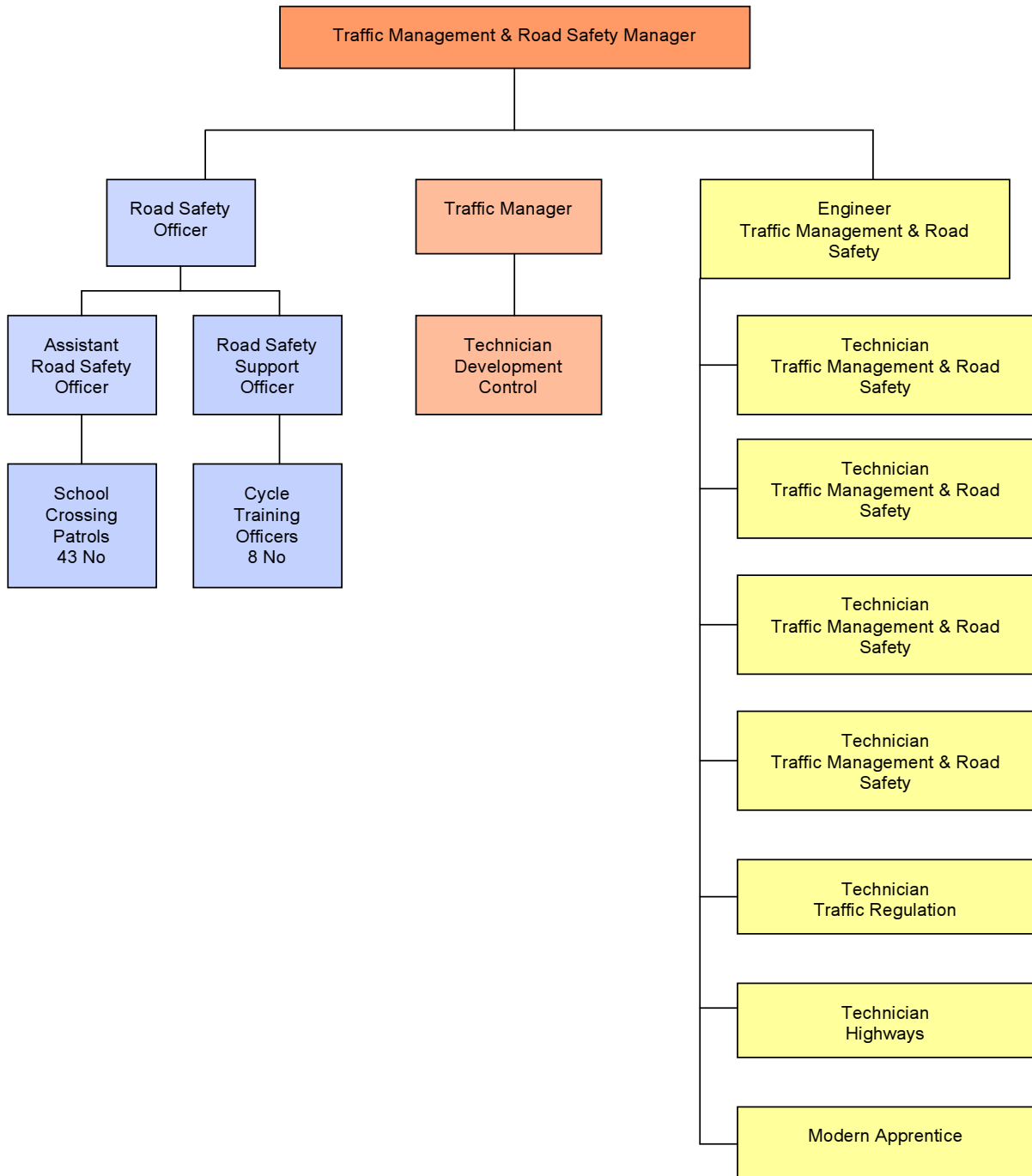
Appendix 5 Existing network hierarchies

Structure	Definition
Road Classification	Principal, non-principal and unclassified roads
Highway Maintenance	Defined in accordance with the highway maintenance code of good practice 'Well Maintained Highways'.
Winter Service	Winter maintenance routes in accordance with the Winter Service Plan.
Special Designation (TS)	Designation made in accordance with the NRSWA Street Works (Registers, Notices, Directions and Designations) Regulations 1992.
Reinstatement Category	Defined by the parameters in the NRSWA Specification for Reinstatements of Openings in the Highway.

Appendix 11 Definitions

BVPI	Best Value Performance Indicator
Criteria for Intervention	S20 & 21 Traffic Management Act 2004
CSS	County Surveyors Society
DfT	Department for Transport
DLOAs	Detailed Local Operating Agreements
HA	Highways Agency
Highways Act 1980 Licensed Activities	Various activities licensed under Part IX the Act
Highway Works	“works for road purposes” or “major highway works”
LHA	Local Highway Authority
Local Highway Authority	S86(1) New Roads & Street Works Act 1991
LTA	S121A Road Traffic Act 1984
LTP	Local Transport Plan
Major Highway Works	S86(3) New Roads & Street Works Act 1991
Network	Paragraph 11 Network Management Duty Guidance
NGF	National Guidance Framework
NMD	Network Management Duty
NRSWA Licensed Activities	S50 New Roads & Street Works Act 1991
Street Authority	S49 New Roads & Street Works Act 1991
Street works	S48 New Roads & Street Works Act 1991
TAG	Technical Advisers Group
TCC	Traffic Control Centre
TIS	Traffic Information Services
TOCC	Traffic Operations Co-ordination Committee
Traffic Director	S22 Traffic Management Act 2004
Traffic Manager	S17 Traffic Management Act 2004
Traffic Regulation Order	S1 Road Traffic Regulation Act 1984
TRO	Traffic Regulation Order
Works for Road Purposes	S86(2) New Roads & Street Works Act 1991

Appendix 14 Organisational Structure



TRAFFIC MANAGEMENT & ROAD SAFETY SECTION