Leicestershire County Council

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Network Management Policy & Strategy

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Foreword

I have great pleasure in presenting Leicestershire County Council's Network Management Policy and Strategy.

Leicestershire is a prosperous, diverse and attractive County. Working with individuals, business, other organisations, communities and national government we have a key role to play in ensuring that it remains so. Essential to achieving this is a road network that enables the efficient movement of people, materials and goods

However, we must continue to deliver this against a backdrop of change; challenging environmental and economic pressures, increasing levels of road use and increasing demand on services.

This Network Management Policy and Strategy, has been developed to help us take account of these challenges, setting our key policies and strategic approach to network management.

This will ensure that we can continue to adapt to change and future challenges and deliver an efficient and effective road network that supports economic activity, meets future housing and employment needs and enables a good quality of life for residents, visitors and businesses, now and in the future.

Trevor Pendleton CC

Cabinet Lead Member for Highways and Transport Leicestershire County Council

Photo of Lead Member for Highways and Transport to be added in published version.

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Covid-19 Statement

Much of this document was prepared prior to the outbreak of the pandemic and the profound societal, health and economic impacts it has had across the World. It is far too early to say at this time what the pandemic's long-term impacts might be on our society and for our economy.

In May 2020, the Government issued its Safer Travel guidance, regarding managing travel by walking, cycling, and public transport as England moved out of the first lockdown. This guidance makes clear that the requirement for local transport authorities to meet the Network Management Duty is not affected by the Covid-19 pandemic.

We have developed a separate Covid-19 Transport Recovery document, which sets out how in the short term we are seeking to respond to the pandemic's impacts and to aid recovery in line with our statutory obligations, including the Network Management Duty. It will be updated regularly to reflect the ongoing transportation needs as the pandemic situation develops.

covid-19-approach-to-transport-recovery

1.   Background and Context

1.1   Introduction

Roads are the conduit of life's activities, supporting economic activity and keeping people and places connected, especially in a rural county such as Leicestershire.

Whether is it on foot, bike, in a car or on passenger transport, the road network helps people move around on a daily basis.

Roads are also of vital importance to help the nation grow and develop. Without roads to serve them, new homes would not be built nor would new places of employment be developed, Roads are an essential part of our everyday lives.

The effective management of the road network is essential, to ensure the safe and efficient movement of people, material and goods, whilst limiting negative impacts on the local environment, carbon emissions and climate change, and on people's wellbeing and opportunities and their quality of life.

The policies and strategy set out within this Network Management Policy and Strategy (NMPS) provide the broad objectives and strategic framework that the County Council will adopt when managing the operation, performance and development of the road network.

Its implementation will help to ensure that we have a road network that is fit-for-purpose both now and in the future, helping us to deliver both national and local objectives around the environment, economy and health.

1.2   Document purpose

The purpose of the NMPS is

- to provide members of the public with information regarding the current and future growth pressures on the road network and the wider growth, economic, health and environmental challenges;

- to set out the national legislation that frames our approach to network management and our compliance with the Traffic Management Act (2004) and network management duty;

- to outline the local and wider regional and national policies, priorities, objectives and factors that influence our approach to network management;

- to provide a set of overarching policies, which set out the broad objectives and principles, the County Council will adopt when managing the operation, performance and development of the county road network;

- to describe our holistic network management strategy, which encompasses a wide range of activities to support the operation, performance and development of the county road network:

- to provide the policy, legal and strategic framework for the County Council's associated Network Management Plan (NMP), which in turn guides the day to day activities we undertake to manage the road network.

1.3 Scope

The NMPS sets outs the broad objectives and strategic approach that we will adopt to help keep people, materials and goods moving on the road* network, now and in the future.

The scope of the NMPS extends beyond the extents of the road network managed and maintained by the County Council. It also covers how we contribute towards the efficient movement of traffic on adjoining road networks; including trunk roads and motorways; managed and maintained by Highways England, or neighbouring roads outside the boundary of Leicestershire, where another authority is the traffic authority.

The NMPS does not cover maintenance requirements to keep the road network in a good state of repair. Our current and long term approach to maintenance and improvement of highway* assets is set out in our Highway Infrastructure Asset Management Plan (HIAMP) and associated Policy and Strategy documents [Highway Asset Management policy and strategy](#).

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*   For the purposes of this document the use of the terms 'road' and 'highway' should be taken to include pavements and verges, unless stated otherwise.

1.4   Network Management Framework

Our overarching framework for network management is set out in **Figure 1** below. This aligns with the framework developed for similar policy documents in other areas of responsibility covered by the Council's Environment and Transport department, i.e. asset management and passenger transport.

Our high level NMPS provides the policy and legal framework and sets outs our strategic approach to network management. Whilst, the NMP describes at a more detailed level the work we do improving the network, managing its use, its development and the activities taking place on it.

Together, both documents combine to support and guide the delivery of our day-to-day network management activities.
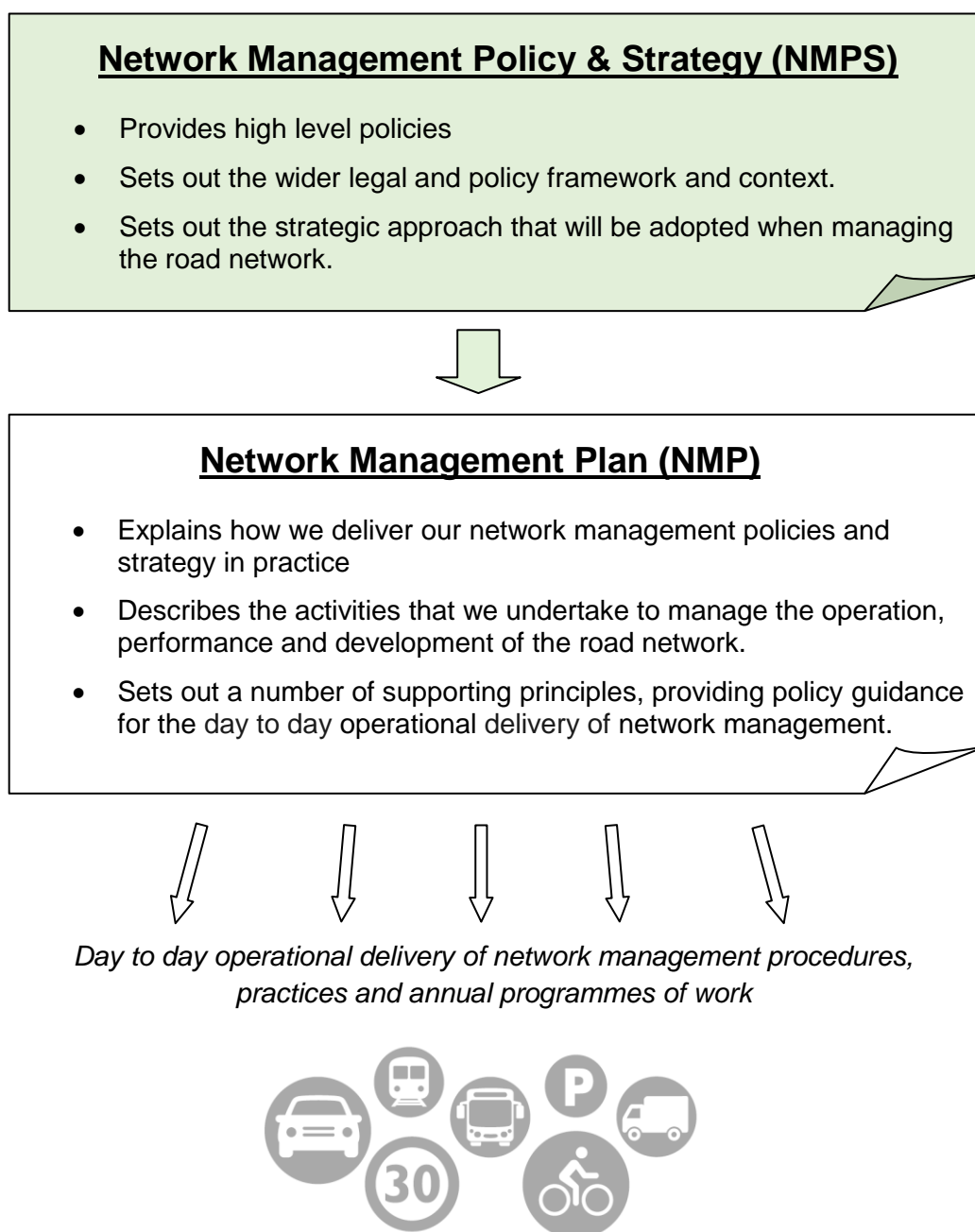
Network Management Policy & Strategy (NMPS)

- Provides high level policies

- Sets out the wider legal and policy framework and context.

- Sets out the strategic approach that will be adopted when managing the road network.

Network Management Plan (NMP)

- Explains how we deliver our network management policies and strategy in practice

- Describes the activities that we undertake to manage the operation, performance and development of the road network.

- Sets out a number of supporting principles, providing policy guidance for the day to day operational delivery of network management.

Day to day operational delivery of network management procedures, practices and annual programmes of work

***Fig 1** – Leicestershire County Council's Network Management document framework*

2. Challenges

2.1 Overview

Leicestershire's road network is under strain, particularly in and around our urban areas, in our market towns and on the outskirts of the city, where the greatest competition exists for limited road space. It is likely that this will continue to be the case going forward.

As a local highway authority with over 4000km (nearly 2500 miles) of roads to manage we continue to face several significant challenges, including climate change, population growth, higher levels of car ownership, increasing traffic volumes, frequent congestion, ageing road infrastructure and funding levels that have not kept pace with the demands placed on our road network. Managing customer expectations is also a key challenge for all Leicestershire County Council services, as we work to balance competing pressures and demands within our available budgets.

2.2 Congestion

As the UKs population has grown the number of vehicles and journeys has also increased. As an example, road traffic in the UK has increased by 29% between 1990 and 2018[1] and road networks planned in the mid-1900s now struggle to cope with the current volume of traffic.

Increases in the number of people living and working in Leicestershire and increasing levels of car ownership, is likely to lead to further pressure on the county's road network. These challenges can negatively affect the smooth operation and performance of our road network and result in congestion.

Congestion can be caused by many different factors, including:
- too many vehicles on the road network, at the same;
- new development causing additional traffic;
- obstacles in the road (for instance parking);
- inappropriate route choices;
- planned events (short-term or longer-term), such as general road works, utility company road works, public events, plant access during construction works;
- unplanned events (short-term or longer-term), such as severe weather, accidents, emergency road works, traffic signal (traffic lights) malfunctions or damage to utilities during other works;
- conflict between different types of road user, particularly in town centres;
- inappropriate modal/vehicle choice, particularly for short distance journeys;
- changes to the road layout.

1. https://www.gov.uk/government/statistics/road-traffic-estimates-in-great-britain-2019

While congestion can be annoying and frustrating it also has associated environmental, health, economic costs and can negatively impact on people's wellbeing and quality of life.

Data collected by traffic analytics company INRIX suggests that **congestion** costs the UK an estimated £8billion per year, at an average of £1,300 per driver.

To minimise this cost, networks need to be managed effectively in order to reduce levels of congestion.

Our ability to upgrade existing infrastructure or build new infrastructure, in order to offset the impacts of population and/or economic growth, is likely to be limited. Funding levels are likely to remain relatively restricted in comparison to the scale of travel demand and, even if more funding were to be made available, it may not be socially and/or environmentally acceptable to introduce new infrastructure in some cases.

In the longer term it will be challenging to provide the level of new road infrastructure or road space (for *all* road users) required to meet the predicted level of demand identified in the Strategic Growth Plan and future Local Plans. The reasons for this include:

- social concerns - for instance, people do not want new roads to affect them;
- environmental concerns - for instance, its impact on green space, older buildings and wildlife habitat;
- national and local priorities to cut carbon emissions;
- national and local priorities to improve health - for instance to encourage more people to walk and cycle.

In a climate where the provision of new road infrastructure is often not practical (either because it is too costly, difficult to deliver or undesirable), the management of the existing transport system becomes more important.

In addition, because there are many different factors that contribute to congestion there is no single best method to tackle or manage it. We therefore need to continue to develop our understanding of the network, the way it is used and how it will operate in the future, so that we can use the most appropriate and effective interventions to tackle congestion. It is also vital that we maximise the effectiveness of our road network so that we can cope with travel demands more effectively. This will minimise the impact of congestion on the economy, residents and road users.

Working with key partners, such as neighbouring authorities, Highways England and local planning authorities, will be increasingly important in seeking to provide a better managed road network in Leicestershire in the light of the growth, economic, health and environmental challenges that the area faces going forward

2.3 Environment

One of our biggest environmental challenges is the need for the transport system and road network to become carbon neutral, to deal with the significant current and future impacts of climate change. Congestion is a significant contributor to climate change and may well increase as the road network becomes increasingly disrupted by extreme weather events and other impacts of climate change.

Transport has a significant impact on climate change, with congestion exacerbating issues. Around a quarter of the UK's greenhouse gas emissions come from transport. In 2017 over 90% of total domestic transport greenhouse gas emissions were from road transport. Road transport is the single biggest contributor to poor air quality and is responsible for some 80% of roadside nitrogen dioxide concentrations[2].

On 15 May 2019, the County Council declared a Climate Change Emergency. Although we've made commendable progress towards meeting our own operational climate change targets (a reduction of 67% since 2008-09), we want to achieve even more. As a result, we plan to re-evaluate our position in a number of areas, including how we might seek to reduce emissions from Leicestershire's road transport and through working with partners how we can deliver the county's growth in ways that reduces the carbon impact of that development.

Making the most of our existing road network by focusing on sustainable transport and reducing the need to travel will need to be a primary focus of our network management approach going forward in order to reduce emissions from the road network.

It is also likely that government's legal commitments on climate change and its plans to decarbonise transport may result in changes to the 'network management duty' and associated legislation. There is likely to be a lot of change in these areas over the coming years and our network management policies will need to be sufficiently agile to account for this, particularly those that are in relation to the environment and climate change.

Effective network management can assist in mitigating the impacts of transport on climate change and the environment. For example, ensuring the smooth flow of traffic and reducing congestion and queuing can have a positive effect on air quality and the levels of harmful gas and small particle emissions that result from vehicle exhausts, braking, and the friction between tyres and the road surface.

In addition, where major schemes are required to support network management, it can be possible to build in environmental benefits through the inclusion of elements such as nature corridors, well-chosen planting etc.

2.   Department for Environment Food & Rural Affairs- Clean-Air-Strategy-2019.pdf

Another aspect of climate change which presents a challenge to us is severe weather. Our road network faces continual pressure from increasing use and the impacts of weather. Incidents of severe weather events are expected to increase in number and intensity over the coming years and decades, causing not only temporary effects (such as travel disruption caused by flooding or fallen trees) but long-term and lasting damage to roads (such as structural cracking caused by soil shrinkage or road surfaces melting).

It is essential that our road network remains resilient and can operate efficiently and effectively in all weather conditions. The disruption of adverse weather conditions can result in adverse economic impacts to business and also inconvenience and safety issues for the public.

Is therefore key that we have an understanding of the expected impacts of climate change on the road network and take these into account in our contingency planning, making best use of limited resources, focussing on higher-volume and more economically critical parts of the network as part of a balanced risk-based approach to network management.

2.4   Infrastructure

2.4.1 Overview

In order to support economic and population growth, significant investment is required nationally in major infrastructure and services.

We must play our part in facilitating sustainable growth and in undertaking our network management duty, provide the necessary time and space on our road network to support the safe and efficient implementation of major works to the network and the services running underneath it.

This includes facilitating:

- major road infrastructure delivered by ourselves (e.g. the Melton Mowbray Distributor Road and A511 corridor scheme);
- major road infrastructure delivered by developers to provide access to a new site;
- gas, electricity and water service connections and provision of new network infrastructure delivered by utility companies on or under the road network;
- road or utility works on neighbouring local highway authority roads and on the motorway and trunk road network;
- other works adjacent to the road network, which have potential to cause an impact on the county road network (e.g. works by Network Rail, or developers).

Due to their scale, these works have the potential to cause adverse consequences on congestion, the safety of the travelling public, journey time reliability and on the economy in Leicestershire and the wider country.

It is essential therefore, that major works are carried out in a planned and coordinated way and delivered, where possible, in partnership.

One example of a key infrastructure project, which will have an impact on the road network in Leicestershire and the wider country is High Speed Two.

2.4.2 High Speed Two (HS2) Phase 2b

HS2 is currently the largest rail infrastructure project in Europe and is a key piece of new rail infrastructure for the UK, which will bring many economic benefits and growth opportunities.

However, it is possibly the most significant transport infrastructure project in Leicestershire since the M1 and East Midlands Airport opened in the mid-1960s and will present a significant network management challenge, particularly during its construction phase.

The County Council will seek to mitigate the impacts caused by the construction and operation of the new railway. This will include those aspects that affect network management, for instance traffic management plans (diversion routes, closures and use by construction traffic), roadwork methodology and duration, drainage design and works methodology for temporary and permanent works affecting ordinary watercourses, detailed design and material specification.

We have a dedicated HS2 team in place to work proactively with HS2 Ltd to maximise the opportunity to reduce construction impacts on county road network. Further details can be found here Leicestershire HS2.

2.5 Safety

Section 16(1) of the Traffic Management Act 2004 makes it clear that local highway authorities should have regard to their other obligations, policies and objectives, when managing their road network. This includes road safety.

Working with the Leicester, Leicestershire and Rutland Road Safety Partnership (LLRRSP), safety considerations remain one of our top priorities, with continued emphasis on reducing road accidents and delivering initiatives to support the safety of all road users in Leicestershire.

Through implementation of our NMPS and the activities set out in our associated Network Management Plan we will continue to ensure our road network operates safely, allowing road users and those working on the network to able undertake their activities safely and efficiently.

2.6 Funding

As is the case with all local authorities, the County Council has a finite budget, with many duties and projects competing for funding not just in transport, but across the authority as a whole. This means that we need to carefully prioritise how we spend our capital and revenue funding to ensure that it is targeted where it will do the most good.

Pressures on funding are expected to increase in coming years. It will be particularly challenging to secure the necessary funding required to offset the impacts of population and economic growth, especially from our own county council budgets. In the medium term, an increased level of highway maintenance activities will be funded through capital payments, reducing the amount of capital funding that is available for other road improvements.

Therefore, funding for future road network improvements, such as new junctions, roundabouts and roads, could require greater pursuit of external funding, such as government grants and developer funding.

We publish our Medium-Term Financial Strategy annually. This provides information on our financial planning and sets out our proposed programmes for the coming years.

2.7 Conclusion

In keeping with our legal duties under the Traffic Management Act (2004) we will seek to continue to keep traffic moving on the county road network, so far as is reasonably practicable, having regard to other obligations, policies and objectives.

However, given the scale and the range of the challenges that we face it will be necessary to take a strategic and coordinated approach, one which is agile and can take account of current and future challenges, balancing often competing demands, priorities and objectives, including growth pressures on the road network, customer/road user expectations and climate change, within our limited budgets.

3. Legal framework

3.1 Introduction

This chapter explains the legislation that relates to the management of the road network, along with the approach taken to meet our legal requirements.

3.2 The Traffic Management Act 2004

The Traffic Management Act 2004 (the Act) is one of the main legal frameworks that we use to manage our network. The network management duty is contained within the Act (Part 2) and applies to all local traffic authorities.

Section 16(1) of the Traffic Management Act 2004 states that:

"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 and 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".

We support the opportunities and benefits that the Act provides and have taken action to ensure that this and other legal frameworks are delivered. This includes employment of a Traffic Manager, who has oversight of all congestion and traffic management activities within Leicestershire, and introduction of a permit scheme in 2018, to support our compliance with the network management duty.

The Traffic Management Act is made up of seven parts. More detail about the Act and legal framework is provided in Appendix A.

As well as the TMA 2004 and our network management duty we have other legal responsibilities with regards to the road network, which are of equal importance. These include, but are not limited to:

- Highways Act 1980, duty to maintain the network, which principally covers the structure of the network;
- Road Traffic Regulation Act 1984, which regulates the activities of road users;
- Road Traffic Act 1988, which includes provisions to prevent parking in unsafe locations;
- New Roads and Street Works Act 1991 (NRSWA), which covers street works, including utilities
- Equality Act 2010, which ensures that all people have equal access to the road network, as far as is reasonably practicable.

*More detail about the legal framework that relates to network management is provided in **Appendix A.***

4. National, regional and local influences

4.1 Introduction

The previous chapter set out the legal framework within which we operate. This chapter summarises the other national, regional and local factors that influence the way in which we manage the road network, deliver national, regional and local objectives and meet our network management duty.

These factors are constantly evolving and include such things as government legislation, plans and priorities, guidance, best practice, funding, new technology, changing demographics, partnerships, stakeholders and local plans and policies.

4.2 National

- Existing and emerging **national** factors, include:
  - National Planning Policy Framework (updated February 2019)
  - Transport Decarbonisation Plan
  - National Policy Statements
  - Clean Air Strategy 2019
  - Manual for Streets 2 (MfS)
  - Design Manual for Roads and Bridges (DMRB)
  - Major Road Network
  - HS2 Phase 2b Hybrid Bill
  - Well-managed Highway Infrastructure: A Code of Practice (2016)

4.3 Regional

- Existing and emerging **regional** factors, including:
  - Midlands Engine and Midlands Connect (Midlands Connect Strategy: Powering the Midlands Engine (2017))
  - Transport for the East Midlands (TfEM)
  - Midlands Highways Alliance (MHA)
  - Regional partners e.g. East Midlands Airport

4.4 Local

- Existing and emerging **local** factors, including:
  - Local partners e.g. Leicester & Leicestershire Enterprise Partnership (LLEP)
  - Leicester and Leicestershire Strategic Growth Plan
  - District Local Plans
  - Leicester City Council's Local Plan
  - Leicestershire County Council's Strategic Plan (2018 - 22)
  - Leicestershire County Council's Local Transport Plan
  - Leicester and Leicestershire Strategic Transport Priorities 2020-2050
  - Leicestershire County Council's asset management documents:
    · Highway Asset Management Policy June 2017 (HAMP)

- ·Highway Asset Management Strategy June 2017 (HAMS)
- ·Highway Infrastructure Asset Management Plan October 2019 (HIAMP)
- Leicestershire County Council's Passenger Transport Policy and Strategy
- Leicestershire County Council's Cycling and Walking Strategy (in development)
- Leicestershire County Council's Environmental Strategy 2018-2030
- Other relevant documents, including the Environmental and Transport capital programme and work programme
- Leicestershire's Highway Design Guide (LHDG)

*More detail about the national, regional and local plans, policies and strategies outlined above is provided in **Appendix B**.*

5.   Our Network Management Policies

Our key network management policies set out below in **Table 1**, provide a statement of the broad objectives and overarching structure and direction that the County Council will adopt in managing the operation, performance and development of Leicestershire's road network

Whilst not radically changing our overall approach, the policies will ensure that we continue to adopt and develop an approach that:

- supports our other wider obligations, policies and objectives;
- is agile and can adapt to change and future challenges and opportunities.

Policy 1: (NMP1)	**Develop and operate a holistic network management approach.** *This will ensure the optimal use of the Council's resources, strategically managing the operation, performance and development of the county's road network for the benefit of all current and future users.*
Policy 2: (NMP2)	**Manage the operation, performance and development of the network based on a balanced risk-based approach, which incorporates all available evidence.** *This will ensure our decision making continues to take account of the safety of stakeholders, customer expectations, network hierarchy, levels of use, travel demand, network resilience, environmental and climate change impacts, network condition and maintenance, and available resources.*
Policy 3: (NMP3)	**In planning for the housing and economic needs of Leicester and Leicestershire's population, the County Council will employ a flexible approach to reviewing, amending and developing the network.** *This will ensure that the network reflects changing travel demand and traffic patterns, including any changes in the makeup of road users and introduction of new travel modes and technologies.*
Policy 4: (NMP4)	**Engage and consult with all partners and stakeholders, where appropriate, and lead by example, applying the same standards and approaches to our own network activities as to those of others.** *This will ensure parity and balance between the interests of the various parties and ensure we continue to maintain effective collaborative working relationships.*

Policy 5: (NMP5)	**Have regard to our other wider obligations, policies and objectives set out in our Environment Strategy and associated Carbon Reduction Roadmap** *This will ensure we continue to seek to minimise the environmental impacts of travel and transport (and provide benefits in support of our climate resilience and net zero carbon targets), so far as is reasonably practicable;* *.*

Table 1- *The County Council's Network Management Policies*

6. Our Network Management Strategy

Given the current and future growth pressures on the road network and the wider growth, economic, health and environmental challenges going forward, it is important that the County Council continues to employ a holistic strategy to network management. One which encompasses a wide range of activities to support the operation, performance and development of the county road network rather than it just about being how we meet the requirements of the TMA.

Our network management activities can be grouped together into four main components, as set out below (and illustrated in **Fig 2**)**:**

i. Understanding the network and its usage
ii. Planning and development management
iii. Highway management
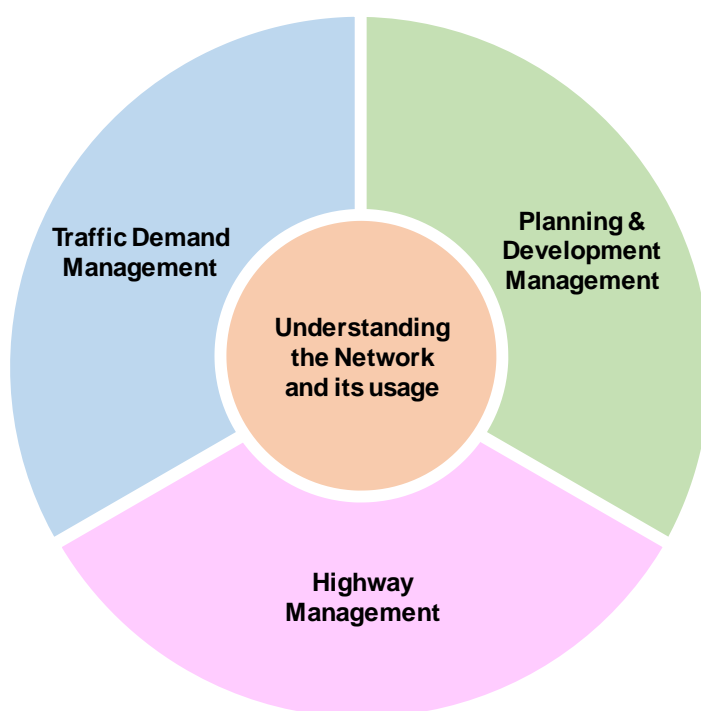iv. Traffic demand management.

*Fig 2 –*Four main components of our network management approach

Our Network Management Plan provides further details on each of these components and how our holistic network management strategy is applied in practice. This also includes a series of 'supporting principles', which provide guidance for the day to day operational delivery of each network management component.

7. Policy & Strategy Review and update

The NMPS is closely aligned to other developing policy and strategy documents across E&T services. It will require regular review and sense-checking while these documents are in development.

Thereafter, it will be considered for review within 5 years or earlier if there are significant changes in legislation, local circumstances, national policy or guidance that affects network management.

Appendices

Appendix A

The Legal framework

- The Traffic Management Act 2004
- Network Management Duty
- Permit schemes
- Civil enforcement of traffic contraventions
- Other legal highway related responsibilities

Appendix B

National, regional and local policy influences

- National Planning Policy Framework (2019)
- National policy statements
- Decarbonisation Transport Plan
- Clean Air Strategy
- Regional policies and partnership
    - Midlands Engine
    - Midlands Connect
    - Transport for the East Midlands
- Regional partnerships
- Local partnerships
- Local policies
    - Strategic Plan
    - Medium Term Financial Strategy
    - Local Transport Plan
    - Environment Strategy
    - Carbon Reduction Road Map
    - Leicester and Leicestershire Strategic Transport Priorities
    - Highways Asset Management Policy, Strategy and Plan
    - Passenger Transport Policy and Strategy
    - Public Health Joint Strategic Needs Assessment
    - Leicestershire Highway Design Guide

The Legal Framework

The Traffic Management Act 2004

The Traffic Management Act 2004 (the 2004 Act) received Royal Assent on 22 July 2004, with minor amendments being made as a result of the Infrastructure Act 2015. The amendments reflected the creation of strategic highways companies (e.g. Highways England) and do not affect the County Council.

The 2004 Act is what is known as an Enabling (or Parent) Act. This is an Act of Parliament that enables specified people/bodies to change laws, by using appropriate legislation. Delegated (or secondary) legislation can then be used by these people/bodies to change the actual law (for instance by using Traffic Regulation Orders or statutory instruments). The Act contains seven parts, as set out below.

Traffic Management Act 2004		
Part	**Topic**	**Content and action**
Part 1	Traffic Officers	This part makes provision for the designation of individuals as traffic officers by, or under an authorisation given by, the Secretary of State for Transport or the Assembly
Part 2	Network management by local traffic authorities and strategic highways companies	Local traffic authorities must manage their road network to make sure that traffic can move freely on their roads and on the roads of other traffic authorities. This part also contains the network management duty.
Part 3	Permit Schemes	Utilities companies and other works promoters who want to work in the road, have to apply to the traffic authority for a permit. Authorities can put conditions on the permits to minimise disruption.
Part 4	Street works	Stronger powers for local highway authorities to direct when works are carried out or where new apparatus is placed. Part 4 provides for a noticing system for street works, fixed penalty notices and overrun charging schemes. (the primary provisions for street works are given in the New Roads and Street Works Act 1991).
Part 5	Highways and roads	The Secretary of State for Transport may designate roads and proposed roads in Greater London as strategic roads. Includes a duty to keep records of objects in the highway, provisions for dealing with occupation of the highway by private companies or contractors, and guidance for safety precautions.
Part 6	Civil enforcement of traffic contraventions	Gives the government the power to introduce a new framework for the enforcement of parking, bus lanes, certain moving traffic matters and the London lorry ban. They build on and strengthen the successful civil enforcement regime introduced by the Road Traffic Act 1991, the Transport Act 2000 and London legislation.
Part 7	Miscellaneous and general	Includes the power to inspect blue badges.

The Act was introduced to reduce congestion and disruption on the road network. It places a requirement on local authorities to manage the network effectively and keep traffic moving, insofar as is reasonably practicable (Part 2). Authorities are required to make appropriate arrangements for planning and carrying out those duties.

Compliance with the Traffic Management Act 2004

LCC recognises and supports the opportunities and benefits that the Traffic Management Act and network management duty provides.

Under the provisions of the 2004 Act, it is for the local highway authority to determine what arrangements are appropriate to perform the network management duty. However, all local highway authorities are required to appoint a Traffic Manager to have oversight of all congestion and traffic management activities within the authority. Although it is not a requirement that the Traffic Manager is employed by the local highway authority, LCC considers that bringing the role of Traffic Manager together with those teams responsible for managing the road network is the most effective way to carry out the network management duty. Therefore, LCC directly employs the Traffic Manager for Leicestershire.

Network Management Duty

The network management duty is set out in Part 2 of the Traffic Management Act 2004, and applies to all local traffic authorities. The duty came into force on 5 January 2005 and covers the following:
- Considering the needs of all users.
- Coordinating and planning works and known events.
- Gathering information and providing information needs.
- Incident management and contingency planning.
- Dealing with traffic growth.
- Working with all stakeholders.
- Ensuring parity with others.

Section 16(1) of the Traffic Management Act 2004 states that:

"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 and having regard to their other obligations, policies and objectives, the following objectives:

> *(c) securing the expeditious movement of traffic on the authority's road network; and*
> *(d) facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority".*

The arrangements for performing the network management duty include:

- taking any action that the authority considers will contribute to securing more

efficient use of the road network;
- taking any action that the authority considers will avoid, eliminate or reduce road congestion or other disruption to the movement of traffic;
- establishing processes for identifying things which are (or could) cause road congestion or disruption, so far as is reasonably practicable and not including anything appearing to have only an insignificant effect or potential effect;
- considering possible actions that could be taken to address congestion or disruption, including anything identified under the processes established above;
- ensuring that specific policies or objectives are determined for different roads or classes of roads;
- monitoring the effectiveness of the organisation, its decision-making processes, and the implementation of decisions; and
- regularly assessing the performance of the duty and keeping the effectiveness of arrangements that have been put in place under review.

The Department for Transport (DfT) issued guidance in November 2004, which outlines the highway authority's obligations under the duty. Despite its age, the guidance has not been superseded, and remains relevant as at January 2019. The guidance includes:

- the scope of the duty (main issues and considerations);
- advice on the broad principles of network management;
- good practice advice;
- recognition that the network management duty is one element of an authority's transport activities and should complement other policies and actions;
- the need for an authority to consider the effects of its actions on the networks of other authorities, as well as its own network; and
- an expectation that the local traffic authority should look to embed desired outcomes and appropriate policies and plans under the network management duty within Local Transport Plans to achieve a coherent approach.

Permit Schemes

Part 3 of the Traffic Management Act 2004 provides for the creation of permit schemes under which utility companies, highway authorities (and others) wishing to undertake works on particular roads would have to apply for permission to carry out works and would have to comply with any conditions attached.

In 2018, LCC introduced a permit scheme to support its compliance with the network management duty. Further details are given in Chapter 4 of the Network Management Plan.

Street works

The primary provisions for street works are given in the New Roads and Street Works Act 1991. Part 4 of the Traffic Management Act 2004 includes the provision for stronger powers for local highway authorities to direct when works are carried out or where new apparatus is placed.

Highways and roads

Part 5 of the Traffic Management Act 2004 includes a duty to keep records of objects in the highways, provisions for dealing with occupation of the highway by private companies or contractors, and guidance for safety precautions, as amendments to the Highways Act 1980.

Civil enforcement of traffic contraventions

Part 6 of the Traffic Management Act 2004 concerns the introduction of enforcement powers for highway authorities, building on and strengthening the civil enforcement regimes introduced by the Road Traffic Act 1991 and the Transport Act 2000. The Local Highway Authority may provide for the enforcement of road traffic contraventions for which it is the enforcement authority by individuals to be known as civil enforcement officers. It was enacted in 2006 by the County Council and all of the district councils in Leicestershire.

Legal Responsibilities

As well as the Traffic Management Act 2004 and network management duty we have other legal responsibilities relating to the road network, which are of equal importance.

There are a range of duties and powers under which we maintain, improve and manage the road network. These include:

- the Highways Act 1980, which principally covers the structure of the network;
- the Road Traffic Regulations Act 1984, which regulates the activities of road users;
- the Road Traffic Act 1988, which includes provisions to prevent parking in unsafe locations;
- the New Roads and Street Works Act 1991 (NRSWA), which covers street works, including utilities.

Any activities carried out by LCC or others on our network also must have due regard for the Health and Safety at Work Act 1974. This requires authorities and employers to protect the safety of anyone affected by their work, insofar as is reasonably practicable.

The authority also is expected to act within the requirements of the Equality Act 2010. This was introduced to simplify, strengthen and harmonise current legislation, and provide Britain with a discrimination law that prevents unfair treatment and promotes a fair/more equal society. For highway authorities, it means ensuring that all people have equal access to the road network, as far as is reasonably practicable.

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Appendix B

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National, regional and local policy influences

National Planning Policy Framework (2019)

The National Planning Policy Framework (NPPF) was first published in 2012, to provide guidance to local authorities in developing plans for housing and other development. The NPPF was updated and reissued in February 2019 and is a material consideration in determining planning applications. It introduces the presumption in favour of sustainable development, which is defined as "meeting the needs of the present without compromising the ability of future generations to meet their own needs".

The NPPF contains several policies relevant to Network Management, including chapters about delivering housing and building a strong, competitive economy. However, the most important of these for the NMP is chapter 9, promoting sustainable transport.

The NPPF requires authorities to identify and utilise opportunities to improve the existing transport infrastructure and increase sustainable travel and manage the transport and environmental impacts of growth. The focus of significant growth should be on sustainable locations which offer a choice of transport modes. Applications should give top priority to walking and cycling, then focus on providing high-quality public transport. Planning authorities must work with highway authorities and developers to identify sites which will have significant congestion and/or safety impacts on the road network and identify and implement effective mitigation.

National Policy Statements

The NPPF is supported by a set of 12 designated National Policy Statements (NPS). The purpose of these documents is to set out and explain the Government's objectives for the development of nationally significant infrastructure projects (NSIPs). Of the 12 NPS, 3 relate to transport:

- National Policy Statement for Ports (January 2012)
- National Policy Statement for National Networks (January 2015); and
- National Policy Statement for Airports (June 2018).

Whilst the NPS for Airports clearly has a bearing in respect of East Midlands Airport, the NPS for National Networks is especially relevant to the network management. This sets out the Government's policy for Nationally Significant Infrastructure Projects (NSIPs) on the road and rail networks. The Government's objectives for road and rail NSIPs are to:

- address road congestion;
- address passenger crowding on railways;
- facilitate safe and reliable journeys;

- provide a road network capable of encouraging and supporting economic growth; and
- minimise the impact of improvements on the environment.

Paragraph 1.5 of the NPS for National Networks states that:

"*The great majority of nationally significant infrastructure projects on the road network are likely to be on the Strategic Road Network. Development on other roads will be nationally significant infrastructure projects only if a direction under Section 35 of the Planning Act has been made designating the development as nationally significant.*"

However, it should be noted that NSIPs have the potential to affect the local road network, for example by requiring changes to the road layout or prompting drivers to change their routes as a result of the new infrastructure.

Decarbonisation Transport Plan

The Government is developing an ambitious plan to accelerate the decarbonisation of transport. The Transport Decarbonisations Plan (TDP) will set out in detail what government, businesses and society will need to do to deliver the significant emissions reductions needed across all modes of transport to achieve carbon budgets and net zero carbon emission targets by 2050.

This Plan will have implications for Leicestershire's Carbon Reduction Roadmap Tranche 2 work to achieve net zero carbon by 2050 for the wider Leicestershire emissions.

Clean Air Strategy

The Clean Air Strategy was published in January 2019 and sets out the action that is required from across all parts of Government and society to meet the country's air quality goals. This will include new legislation, as well as incentives to encourage societal change. The Strategy complements DfT's Road to Zero report (published July 2018), which sets out the long-term national ambitions for reducing road transport emissions.

This long-term strategy will have a potentially significant impact on the way in which LHAs manage their network. For example, the Strategy includes an ambition to end the sale of conventional petrol and diesel cars by 2040, and for almost every car and van to be zero emission by 2050. This will require LHAs to make changes to their infrastructure, such as the widespread roll-out of vehicle charging points, to accommodate the needs of zero emission vehicles.

Regional Policies and Partnerships - Midlands Engine

The Midlands Engine brings the East and West Midlands together to better serve the region on a collective level. It is being backed by business, local authorities and 10 Local Enterprise Partnerships including Leicester and Leicestershire. Transport is one of the Midlands Engine's five strategic priorities. A dedicated organisation has been established

to investigate and make the case for the improvements needed to transform transport and connectivity in the region. This organisation is known as Midlands Connect.

Midlands Connect

Midlands Connect is the transport arm of the Midlands Engine.

Good transport underpins a successful economy and the County Council is working closely with Midlands Connect in support of the Midlands Engine vision.

Midlands Connect is a partnership made up of local transport authorities, local enterprise partnerships, local business representatives, Department for Transport and its key delivery bodies.

Its aim is to unlock the Midlands' economic potential, boost economic growth and support the competitiveness of the whole UK. It will do this by improving strategic transport links to speed up journey times and improve reliability, capacity and journey quality, where it's needed.

Transport infrastructure provides access to opportunity and opens up sites for growth. The Midlands Connect Strategy outlines the region's vision to become an engine for growth through investment in transport infrastructure. It proposes a 25-year programme of investment in strategic road and rail improvements to reduce congestion, improve journey times, and support housing growth.

By working closely with partners, we aim to ensure good connectivity within the county and across the UK, helping to deliver the Midlands Connect Strategy. The county council is currently involved in a number of Midlands Connect projects that are directly related to the successful delivery of our Prospectus for Growth, including improvements to rail services to places such as Coventry and Birmingham, the A46 corridor (a key element of the Leicester and Leicestershire Strategic Growth Plan), and upgrades to the A5.

Transport for the East Midlands

Transport for the East Midlands (TfEM), of which the county council is a member, brings together senior leaders from the region's local transport authorities, under the auspices of East Midlands Councils. It provides regional leadership on strategic transport issues for the East Midlands, develops and agrees transport investment priorities, and provides collective input into Midlands Connect.

TfEM has agreed six joint priorities for the East Midlands:

- Making the most of HS2;
- Midland Main Line fit for the 21st Century;
- Improving access to East Midlands Airport;
- A46 Priority Growth Corridor;
- A5 Improvement Corridor;

- Transforming East-West Connectivity.

It has a similar focus to the Midlands Connect Strategy, aiming to improve journey times and reliability. However, it also has clear objectives for measures that unlock growth opportunities across the East Midlands.

This includes maximising the economic benefits of road and rail investments that are already planned, through schemes such as classic rail compatibility with the HS2 network (to achieve a link between existing mainline services and HS2) and M1 smart motorway.

Regional Partnerships

We are members of the following notable regional partnerships:

- Transport for the East Midlands;
- Midlands Highways Alliance (MHA);
- HS2 Strategic Board.
- Quality Freight Partnership
- Midlands Abnormal Loads Partnership

Local Partnerships

We are members of the following notable local partnerships

- The Leicester & Leicestershire Enterprise Partnership (LLEP);
- Strategic Planning Group and Members Advisory Group
- Leicester and Leicestershire Road Safety Partnership
- Midlands Highways Alliance (MHA);
- HS2 Strategic Board.

Leicestershire Strategic Plan

Leicestershire County Council's Strategic Plan (2018-2022), which was adopted in 2017, sets out the Council's vision and priorities. It focusses on the things that will make life better for people in Leicestershire. The Council's vision is 'working together for the benefit of everyone'.

This means that we want Leicestershire to have a strong economy that creates the best life chances for all. We want our populace to be well and safe, living as part of great communities where people enjoy life with maximum independence in quality homes that are affordable. The Council wishes to remain a sustainable and successful organisation providing modern, highly effective services. We will nurture strong, transparent, and trusting relationships with our partners, customers and communities to improve people's lives - now and in the future. The Strategic Plan can be viewed at:

https://www.leicestershire.gov.uk/about-the-council/council-plans/the-strategic-plan

Role of Network Management in Supporting the Strategic Plan

The Strategic Plan contains five strategic outcomes, which we think are essential for good quality of life in Leicestershire. These set out our aspirations, describing the results we want people to see and experience:

1. *Strong Economy*: Leicestershire's economy is growing and resilient so that people and businesses can fulfil their potential.
2. *Wellbeing and Opportunity*: The people of Leicestershire have the opportunities and support they need to take control of their health and wellbeing.
3. *Keeping People Safe*: People in Leicestershire are safe and protected from harm.
4. *Great Communities*: Leicestershire communities are thriving and integrated places where people help and support each other and take pride in their local area.
5. *Affordable and Quality Homes*: Leicestershire has a choice of quality homes that people can afford.

The Network Management Policy & Strategy is intended to help deliver the five priority outcomes detailed above that guide all activities of the County Council. The ways in which these outcomes will be facilitated are set out in the Network Management Plan.

Strong Economy:

The Strategic Plan explains that people and businesses need infrastructure that provides excellent connectivity that meets their everyday needs. Transport infrastructure is a key enabler, providing access to opportunity and opening up sites for growth. The Plan also explains that to protect our environment we need to ensure sustainable management of our natural resources continues.

The Network Management Policy & Strategy and Plan will help to deliver the right conditions for a thriving local economy that can attract inward investment. A network that is well-managed, appropriately funded, and that performs well enables the expeditious movement of people and goods, directly benefiting economic growth. Together, both documents will demonstrate how the County Council as the LHA will seek to:

- reduce congestion on Leicestershire's roads, which can result in delays and journey time variability that hinders business operations and access to employment and services;
- promote an efficient, fit-for-purpose, road network, on which disruption and delay are kept to a minimum and where journey times are swift and reliable;
- promote well informed and strategic decisions, which make best use of reduced resources to support the priority outcomes;
- reduce demand for use of the network in order to facilitate more consistent, predictable and reliable journey times, by promoting sustainable transport and making the most of our existing road network for the movement of people and goods (although the provision of new road infrastructure may be necessary where it will provide a realistic and viable solution);

- take account of wider environmental issues, as appropriate, in support of our inclusive approach to managing the network;
- reduce carbon emissions, through less disruption and congestion on the network and the promotion of sustainable travel choice.

Wellbeing and Opportunity:

The Strategic Plan explains that the Council can support the wider population to stay well through its services that affect the wider determinants of health and wellbeing, such as the environment, housing, employment and education.

The Network Management Policy & Strategy and Plan will help to contribute to wellbeing and good life opportunities by:

- facilitating travel to/from key services and facilities;
- contributing to the accessibility of workplaces and training/education centres and through this enhancing the delivery of good life chances;
- promoting active travel and health benefits of cycling and walking.

Keeping People Safe:

The Strategic Plan explains that people need to feel safe in their daily lives to enjoy good quality of life, both at home and whilst out and about in the county and their community. The Network Management Policy & Strategy and Plan will help to contribute to this by:

- placing a high priority on delivering a safe road environment, including managing vehicle speed, working with stakeholders, training and publicity and improving safety for vulnerable road users;
- supporting the development of a Resilient Network (in conjunction with our Highway Asset Management Policy), which focusses resources on sustaining a functioning core network during extreme weather events, major incidents and other significant disruptions.

Great Communities:

The Strategic Plan explains that communities provide social contact and support networks, particularly for those who find it hard to leave home. The Council must be responsive and reflect the assets and needs of communities to ensure services build on local strengths - helping communities to help themselves. Preparing for emergencies and responding to and recovering from incidents is important for preventing harm to Leicestershire's communities.

The Network Management Policy and Plan will underpin the principle of working in partnership with stakeholders. We will maintain close collaborative working arrangements to support our understanding of the network and its usage.

These partnerships will also be vital in providing innovative solutions and alternative funding to deliver transport measures and infrastructure to support growth.

Affordable and Quality Homes:

The Strategic Growth Plan explains that housing is a key enabler for the delivery of the other strategic outcomes since secure, quality, appropriate and affordable homes in the right location are essential for good quality of life. Housing influences people's security, health, access to education and employment and can enable the effective provision of care. Quality housing should ensure sustainability in terms of the environment, supporting infrastructure and links with existing communities whilst being affordable to own or rent and run.

The County Council recognises that it will face a challenge in meeting future housing and employment growth, whilst at the same time ensuring that the network continues to operate safely and perform as efficiently and reliably as possible.

The Network Management Policy and Plan will place importance on our 'planning and development' role, working with our District Authorities and developers to encourage development in the most appropriate location and ensuring that developers provide the appropriate infrastructure to reduce any adverse impacts of their development on our network.

Medium Term Financial Strategy (MTFS)

The County Council recognises the significant challenge that it faces in delivering services against a background of reduced local government funding and increasing demand. To be as effective as possible, we need to target our resources at those areas that are most in need and will provide the greatest benefits. The MTFS sets out this challenge and identifies where the County Council intends to deliver efficiencies and savings in the medium term.

Local Transport Plan

Leicestershire County Council's Local Transport Plan explains how we will ensure that transport continues to play an important part in Leicestershire's future.

It sets out our vision for transport and includes a framework for how we will manage and develop the county's transport system.

It is supported by a suite of policies and strategies, including the Network Management Policy and Strategy and Network Management Plan.

Environmental Strategy

Leicestershire County Council's Environmental Strategy 2018-2030 includes specific targets to reduce the environmental impacts of travel and transport.
The County Council declared a Climate Emergency Declaration in May 2019 with a commitment to achieving carbon neutrality for its own emissions by 2030 and achieving carbon neutrality for wider Leicestershire emissions by 2050.

The Council's Environment Strategy 2018-2030 includes aims to reduce pollution and the environmental impacts of travel and transport. As part of the Environment Strategy a Carbon Reduction Road map was created.

Carbon Reduction Road Map

A Carbon Reduction Roadmap has been produced as a framework in 2 tranches and identifies key actions for reducing both the Council's and the county's carbon emissions.

Tranche 1; focuses on the Council's internal measured emissions and sets out a suggested profile of how emissions could be reduced by 2030.

Tranche 2; focuses on the Council's wider unmeasured emissions and the approach to reducing Leicestershire's emissions.

Both tranches are combined within the Carbon Reduction Roadmap.

Leicester and Leicestershire's Strategic Transport Priorities (LLSTP)

The Leicester and Leicestershire Strategic Transport Priorities document establishes ambitious priorities for transport in Leicester and Leicestershire. Its main purpose is to:
- use transport as an enabler to improve connectivity;
- support and drive the economy;
- unlock growth;
- ensure development is sustainable and maximises social and environmental benefits;
- address wider social challenges including air quality, climate change, severance, and deprivation;
- improve public health; and
- focus funding to achieve the biggest impact for Leicester and Leicestershire.

The LLSTP seeks to future-proof the network, delivering transformative change in all modes of transport, and enabling development to make Leicestershire an attractive place to live, work, and visit.

Highway Asset Management Policy (HAMP)

The HAMP sets out the links to the Council's Strategic Plan and provides a statement of the high-level principles that will be adopted in applying asset management. This document has been developed in accordance with the principles set out in the "Highway Infrastructure Asset Management Guidance Document" (May 2013) and the new Code of Practice "Well-managed Highway Infrastructure" (October 2016).

This document sets out the policy and key supporting principles which define the broad objectives and the overarching structure and direction that the County Council will adopt in managing the condition of the county road network.

Highway Asset Management Strategy (HAMS)

The HAMS is a high-level document setting out the strategic direction that we will apply to the delivery of the Highway Asset Management Policy. The HAMS has been produced as part of the Asset Management Document suite and in accordance with the guidance applied to the HAMP (detailed above).

Alongside the HAMP, the HAMS informs the Highway Infrastructure Asset Management Plan (HIAMP).

Highway Infrastructure Asset Management Plan (HIAMP)

The Network Management Policy and Strategy, along with the supporting Network Management Plan (NMP), details the approach that the authority will take to manage the operation, performance and development of the road network.

They will be developed and operated in conjunction with the HIAMP, which details the County Council's approach to managing and maintaining the condition of the road network.

In particular, we will develop common network hierarchies, to ensure that the NMP and the HIAMP apply a consistent approach to prioritisation and to the consideration of risk and resilience and ensure that our network management duty is a key consideration when planning and delivering our highway maintenance functions.

Passenger Transport Policy and Strategy

Leicestershire County Council recognises the important role that passenger transport services play in keeping people and places connected, especially in a rural county such as Leicestershire. Use of such services rather than private car travel also helps reduce congestion and limit emissions, supporting our network management duty.

Facilitating and supporting an appropriate mix of services, working with communities and commercial and 3rd sector operators, is a key aim for the Council, against a backdrop of a challenging funding situation. These will meet statutory requirements, help Leicestershire

County Council deliver on its strategic priorities and outcomes, and support the people of Leicestershire in accessing key services.

Our Passenger Transport Policy and the associated Passenger Transport Strategy have been developed to help us to take account of these needs and challenges, ensuring that passenger transport provision across the County is fit for purpose and cost-effective.

Leicestershire 2018 -2021 Joint Strategic Needs Assessment (JSNA);

Air Quality and Health Chapter.

The purpose of the Joint Strategic Needs Assessment JSNA is to improve the health and wellbeing of the local community and reduce inequalities for all ages. The JSNA is published in subject-specific chapters. Following the development of the Air Quality and Health Chapter, an Action Plan was created.

The Leicestershire Air Quality and Health Joint Action Plan is delivered in partnership with the Leicester, Leicestershire and Rutland Clinical Commissioning Group, University of Leicester and the following district councils - Blaby, Charnwood, Harborough and North West Leicestershire.

Air pollution has a significant impact on public health and wellbeing, and poor air quality is the largest environmental risk to public health in the UK. The public need to be aware of the impact their behaviours have on air pollution and measures that could be put in place to address these.

Leicestershire Highway Design Guide

The Leicestershire Highway Design Guide provides information and guidance to developers on design requirements and mitigation measures for development in Leicestershire. Its aim is a consistent approach to development that delivers sustainable, managed development that encourages economic growth, reduces carbon emissions, promotes sustainable transport and reduces car use and congestion on the local road network. It is an important document when assessing planning applications.