

**HAMPSHIRE COUNTY COUNCIL****Decision Report**

<b>Decision Maker:</b>	Executive Member Environment and Transport
<b>Date:</b>	31 March 2016
<b>Title:</b>	Future Traffic Management Policy
<b>Reference:</b>	7281
<b>Report From:</b>	Director of Economy, Transport and Environment

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### **1. Executive Summary**

- 1.1. This paper seeks approval for a new policy for Traffic Management measures. This includes a moratorium on specific types of schemes and investigations.
- 1.2. The departmental savings proposals agreed by the County Council on 22 October 2015, has led to a comprehensive review of services and the way that they are delivered. A reduction in the number of traffic management schemes and associated investigations has been identified as an area where future savings could be achieved whilst still retaining sufficient staff and budget capacity to respond to safety led issues and works necessary to comply with highway regulations. The savings will be derived from a new policy for responding to requests for traffic management measures in the following areas:

Speed limits

Environmental restrictions on Heavy Commercial Vehicles

Environmental width restrictions

Agency arrangements for minor traffic management measures

### **2. Contextual information**

- 2.1. Since the 2010/11 financial year, the County Council has been responding to the on-going reductions in public spending that are required to close the structural deficit within the economy.
- 2.2. The Economy, Transport and Environment Department has already made savings since 2011 totalling over £26m. The requirement for 2017 is to identify

and deliver a further £14.7m of savings against the net budget of £103.77m approved in February 2015.

- 2.3. As part of this process and the County Council's Shaping Hampshire - Spending Review public consultation exercise, which concluded in July 2015, a number of key savings proposals were identified. One of the preferred proposals was to significantly reduce work on traffic management schemes which are not led by safety or legal requirements.
- 2.4. The County Council receives high volumes of correspondence from a variety of different sources relating to requests for traffic management measures, many of which involve addressing issues of community concern perceived to relate to highway safety rather than evidence led casualty issues.
- 2.5. Consistency in the provision of Traffic Management measures in the County is assured by Traffic Management policies that were formally adopted in February 2014. These policies have generally been successful in limiting the use of traffic management measures to locations where specific criteria are met, but requests for measures that frequently involve detailed investigations continue to be received and dealing with the associated protracted correspondence is a resource intensive activity.
- 2.6. Currently Traffic Management Agency arrangements operate in nine of the eleven District & Borough Councils within Hampshire. The exceptions are Gosport and East Hants (although arrangements to set up a new Traffic Management Agency for East Hants are in process). Agents deliver a number of minor traffic management schemes and Traffic Regulation Orders (TROs), as well as dealing with the temporary TROs for roadworks and local arrangements for planned events. In addition, a significant proportion of the resource employed is used to provide traffic management advice to the public and Members.

### 3. Proposed new policy

- 3.1. Table 1 below summarises the previous five years' worth of casualty data by severity. The figures exclude incidents which occurred on the Motorway & Trunk road network.

SEVERITY \ YEAR	2010	2011	2012	2013	2014
Fatal	31	35	24	42	30
Serious	530	634	573	581	648
<b>KSI</b>	<b>561</b>	<b>669</b>	<b>597</b>	<b>623</b>	<b>678</b>
Slight	2863	2871	2730	2438	2417
<b>TOTAL</b>	<b>3424</b>	<b>3540</b>	<b>3327</b>	<b>3061</b>	<b>3095</b>

**Table 1 Casualties in road traffic accidents on Hampshire's roads.**

- 3.2. A short term comparison of the data for 2014 with 2013 shows a 1% (+34) increase in the total number of all casualties (fatal, serious and slights). Individually there was a 28.5% decrease in fatalities (-12), a 11.5% increase in serious (+67) and a 0.9% decrease in slights (-21). The number of people killed or seriously injured in road traffic accidents on Hampshire's roads (KSI) increased by 8.8% (+55) from 2013 to 2014.
- 3.3. Of greatest concern is the increase in serious severity accidents recorded during 2014, which is a deteriorating condition experienced for the last two years since 2012.
- 3.4. Table 2 below summarises the previous five years' worth of child casualty data by severity. Again, the figures exclude incidents which occurred on the Motorway & Trunk road network.

SERVERITY \ YEAR	2010	2011	2012	2013	2014
Fatal	0	1	1	1	1
Serious	51	50	42	37	45
<b>KSI</b>	<b>51</b>	<b>51</b>	<b>43</b>	<b>38</b>	<b>46</b>
Slights	270	270	249	198	202
<b>TOTAL</b>	<b>321</b>	<b>321</b>	<b>292</b>	<b>236</b>	<b>248</b>

**Table 2 Child casualties in road traffic accidents on Hampshire's roads.**

- 3.5. A short term comparison between the 2014 and 2013 data shows a 5% (+12) increase in the total number of all child casualties (fatal, serious and slights). Individually the number of fatalities was unchanged at 1, there was a 21.5% increase in serious (+8) and a 2% increase in slights (+4). The number of KSI child casualties increased by 21% (+8) from 2013 to 2014.
- 3.6. The increase in casualties between 2013 and 2014 emphasises the need to prioritise the limited funding available for traffic management to locations where there is the greatest scope to treat the causes of injury accidents, and to prioritise Hampshire County Council Traffic and Safety resources to casualty reduction with a corresponding reduction in non-safety led traffic management.
- 3.7. The new policy will focus on progressing schemes and projects that will benefit casualty reduction. Casualty reduction can be achieved when an accident problem borne out by a treatable pattern, grouping, or common causation of accidents is identified. A reduction in other traffic management investigations is proposed to reconfigure the service in line with funding reductions and to reflect past reviews, particularly with respect to speed limits and environmental Heavy Commercial Vehicles (HCV) restrictions.
- 3.8. The new policy for responding to requests for traffic management schemes will prioritise investigation where injury accidents are currently occurring.

3.9. The revised policy will result in a moratorium on speed limits, environmental restrictions on Heavy Commercial Vehicles (HCV) and environmental width restrictions except where proposed as part of a casualty reduction scheme. The moratorium will be reviewed annually by the Director of Economy, Transport and Environment with the Executive Member. The reasoning behind the moratorium being applied to these specific areas of work is as follows:

(i) Speed limits:

A number of speed limit changes have previously been delivered through the annual traffic management programme. In addition, a number of large scale reviews have been progressed in recent years or are nearing completion, which will have produced a considerable number of lower speed limits across the whole of the Hampshire road network.

These reviews comprise the Village 30 project, which provided an opportunity for any village in Hampshire to bid for a 30 mph speed limit where appropriate, a review of speed limits on all A and B class roads, which carry the majority of all traffic and have the greatest potential for casualty reduction, and the Residential 20 pilot project, which followed the Department for Transport (DfT) relaxing its regulations relating to the implementation of 20 mph speed limits. There has already been a policy decision that no further 20 mph speed limits will be progressed until the effectiveness of the pilot schemes has been assessed.

The Village 30 project resulted in around 130 villages throughout the County being provided with new speed limits. The completion of the A and B Road Speed Limit Review will result in approximately 50 speed limit changes, while a total of 14 pilot 20 mph speed limit schemes have either already been implemented or are being progressed.

Taking into account these reviews, which have resulted in approximately 190 speed limit changes, it is considered that speed limits are broadly set at the correct level across the Hampshire road network. Changes to speed limits may still be implemented if justified on injury accident grounds as part of a casualty reduction scheme.

(ii) Heavy Commercial Vehicle (HCV) restrictions and width restrictions on environmental grounds:

A moratorium on the investigation of Heavy Commercial Vehicle (HCV) restrictions and width restrictions on environmental grounds is also proposed. The County Council's policy on HCV access restrictions and width restrictions have clear criteria in determining whether or not to impose such restrictions. However there is a disproportionate cost of carrying out surveys, for example to gauge the level HCV movements, in particular through-journeys, which more often than not confirms an initial assessment that the criteria are not met.

It is judged that the moratorium on HCV restrictions and width restrictions, both on environmental grounds, will not be detrimental to

road safety. This moratorium will not extend to weights limits that are required for structural reasons such as for weak bridges.

- 3.10. A number of community requested speed limits, width restrictions and HCV restrictions are currently being investigated following their prioritisation at previous Member Workshops. A further number are being progressed as part of the legal process associated with development proposals. These schemes are at various stages of implementation. To implement the new policy in a staged way and to ensure committed work and available resources are aligned, it is proposed to review speed limits, width restrictions and HCV restrictions currently being investigated following their prioritisation at previous Member Workshops, to ensure as far as possible that such proposals can be completed by 31 March 2017. Proposals that are unlikely to be completed by 31 March 2017 will be abandoned except where they form part of a casualty reduction scheme, a capital funded project, a planning condition, or similar legal requirement previously entered into.
- 3.11. The policy on traffic management schemes will apply to all schemes that include traffic management proposals. Specifically, measures to manage speed, such as traffic calming, funded from development contributions or proposed as part of planning applications, and not included in a casualty reduction programme, are included in the moratorium. The District Statements, which list measures requested for future feasibility studies, will be amended to reflect the policy. Proposals that include traffic management measures to directly mitigate a development, supported by a highway safety audit, will be progressed where the measure would be consistent with traffic management policy.
- 3.12. Planning permission, once granted, remains valid for some time and consequently associated highway improvements required in planning conditions and agreements, which may include traffic management measures restricted under this proposal, may come forward for implementation at a time when similar measures would be rejected if proposed as part of a new planning application. To minimise the scope for inconsistency, traffic management measures proposed as part of development mitigation schemes that are not required in the planning consent will be subject to the same assessment criteria outlined in this report.
- 3.13. The flowchart in Appendix 1 shows the procedure to be used and decision process to be followed under the new protocol.
- 3.14. A communications strategy will be developed to ensure residents and community representatives can readily see what services are provided, those that may be provided subject to an initial priority assessment, and those that are included in the proposed moratorium. On-line information will be provided to support this and to encourage customer self-help. Correspondents contacting the County Council will be directed to these information sources, which will set out current traffic management policies and the resource priorities set out in this report.

3.15. Revisions will be required to development planning guidance in respect of traffic management measures, and in particular the moratorium on speed limits and HCV restrictions and width restrictions, both on environmental grounds.

#### 4. Agency Functions

- 4.1. The planned reduction in funding for those aspects of local traffic management that are predominantly delivered through agency arrangements at this time, will require the limited funding to be prioritised to responding to parking and loading related issues arising through the management of existing parking and loading controls.
- 4.2. The Agents will also operate under the new protocol. Other work currently investigated and implemented under the current traffic management agencies will no longer be permitted under the revised arrangements.
- 4.3. Tables 3 and 4 below summarise the existing and proposed functions undertaken by the Agents.

<b>Existing functions provided under the current District/Borough Traffic Management Agencies</b>
Parking and loading issues - including reviews and implementation of on-street parking controls
Dealing with routine traffic management related correspondence
Minor signs and lining works
Temporary Traffic Orders to accommodate works on the highway including County Council works
Permanent Traffic Orders relating to parking and movement restrictions including those for developers and capital schemes
Tourist and amenity signing
Disabled parking bays
Speed limit reminder signs
Participation in the County Council led Casualty Reduction Partnership
Operation of on-street residents' parking schemes including issuing of parking permits and scheme administration
Taking on additional activities such as 'reserved matters' in agreement with the County Council
Traffic Management related advice and support to County and District members and Parish Councils
National Park specific tasks
Freedom of Information/Environmental Information Regulations requests relating to Parking and Traffic Management agency functions
Parish Liaison Meetings

Table 3 Existing functions provided under the current District/Borough Traffic Management Agencies

<b>Functions to be provided under the revised District/Borough Traffic Management Agencies</b>
Limited modifications to existing parking and loading controls where there is a safety problem or where there has been a substantial change in parking/loading caused by development or closure of off-street parking.
Operation of on-street residents' parking schemes including issuing of parking permits and scheme administration
Dealing with routine traffic management related correspondence based on the new approach to traffic management
Minor signs and lining works relating to parking
Permanent Traffic Orders relating to parking
Disabled parking bays
Speed limit reminder signs
Traffic Management related advice and support to Hampshire County Council Members
Freedom of Information /Environmental Information Regulations requests relating to Parking and Traffic Management agency functions

Table 4 Functions to be provided under revised District/Borough Traffic Management Agencies

- 4.4. An interim progress report will be provided for the Executive Member for Environment and Transport Decision Day on 15<sup>th</sup> September 2016. It is anticipated that by this time, revised agency agreements will have been agreed and the details of the new arrangements will have been finalised.
- 4.5. Requests to respond to concerns raised where a treatable injury accident pattern attributed to the issue raised is identified will be progressed in line with other traffic management measures.
- Requests for measures where there is no related safety issue will not be investigated further.
  - Small scale changes to parking and loading controls will be progressed where the desired outcome is achievable and the measure would be consistent with traffic management policy.
  - Requests for larger scale revisions to parking and loading measures will only be progressed where there is a related safety issue. Investigation of new parking controls (including controlled parking zones), for example in response to commuter or student parking in residential areas, will not be investigated further.

## **5. Performance**

- 5.1. The reconfiguration of traffic management to prioritise casualty reduction measures directly responds to the outcome of the County Council's Shaping Hampshire -Spending Review public consultation exercise, which identified a

preference to find required savings through significantly reducing work on traffic management schemes which are not led by safety or legal requirements.

- 5.2. Requests for measures in locations where injury accidents attributable to the specified issue are not occurring will not be investigated, such that resources are prioritised to locations where the greatest benefit in terms of casualty savings can be achieved.

## **6. Finance**

- 6.1. To implement these amended policies will require fewer staff resources and will also reduce the cost of providing a traffic management service either by the County Council directly or through District agencies. Adopting the new policies will therefore contribute towards achieving the Transformation to 2017 savings targets in the area of traffic management while directly responding to the outcome of the County Council's Shaping Hampshire -Spending Review public consultation exercise.
- 6.2. The County Council Traffic Management Group currently comprises 16 staff positions at an annual approximate cost of £550,000. The team is split into two teams, a larger team (12 staff) dealing with correspondence, scheme investigation, development and delivery, and a smaller technical support team (4 staff) processing permanent and temporary Traffic Regulation Orders and administering the Abnormal Loads service for the transport of large, indivisible cargo in Hampshire. It is proposed to reduce the establishment by approximately 40%, with an associated annual saving of approximately £220,000. These savings will be made by reducing the permanent staffing establishment, achieved by deleting vacant posts.
- 6.3. The funding for traffic management services delivered through District agencies in 2015/16 is £738,614.00. It is proposed to retain this allocation for 2016/17, but thereafter to reduce this by £400,000 (approximately 60%).

## **7. Recommendations**

- 7.1. That the Executive Member for Environment and Transport approves a new policy for traffic management schemes, prioritising investigation where injury accidents are currently occurring, to come into effect from 1 April 2016.
- 7.2. That the Executive Member Environment and Transport approves a moratorium on speed limits, environmental restrictions on Heavy Commercial Vehicles (HCV) and environmental width restrictions except where proposed as part of a casualty reduction scheme, and that this be reviewed on an annual basis by the Director of Economy, Transport and Environment in consultation with the Executive Member for Economy, Transport, and Environment.
- 7.3. That the Executive Member for Environment and Transport delegates authority to the Director of Economy, Transport and Environment to make all necessary arrangements to prepare, negotiate, and enter into revised agency

arrangements for traffic management with individual district and borough councils as set out in this report, to come into effect from 1 April 2017.

- 7.4. That the Executive Member for Environment and Transport approves the transitional arrangements set out in this report to manage current schemes at various stages of delivery, and which include traffic management measures.

**CORPORATE OR LEGAL INFORMATION:****Links to the Corporate Strategy**

<b>Hampshire safer and more secure for all:</b>	yes
Corporate Improvement plan link number (if appropriate):	
<b>Maximising well-being:</b>	yes
Corporate Improvement plan link number (if appropriate):	
<b>Enhancing our quality of place:</b>	yes
Corporate Improvement plan link number (if appropriate):	

**Other Significant Links**

<b>Links to previous Member decisions:</b>		
<u>Title</u>	<u>Reference</u>	<u>Date</u>
Transformation to 2017 – Revenue Savings Proposals	6888	15 September 2015
<b>Direct links to specific legislation or Government Directives</b>		
<u>Title</u>	<u>Date</u>	

**Section 100 D - Local Government Act 1972 - background documents**

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

<u>Document</u>	<u>Location</u>
None	

## **IMPACT ASSESSMENTS:**

### **1. Equality Duty**

1.1. The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act;
- Advance equality of opportunity between persons who share a relevant protected characteristic (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

**Due regard in this context involves having due regard in particular to:**

- a) The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- b) Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- c) Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

### **1.2. Equalities Impact Assessment:**

It is considered that the proposal will have a low or no impact on groups with protected characteristics. Traffic management service activities will be prioritised to address the causes of injury accidents, helping to improve road safety for all. Measures provided in response to specific needs e.g. disabled parking bays, will continue to be provided where appropriate.

### **2. Impact on Crime and Disorder:**

2.1. The provisions of the Crime and Disorder Act 1998 have no implications for this proposal

### **3. Climate Change:**

3.1. How does what is being proposed impact on our carbon footprint / energy consumption?

The proposal in itself has no impact on climate change. There is scope to reduce fuel consumption and the carbon footprint of car travel by the use of

effective traffic management measures, and individual projects requiring traffic management measures may continue to be devised and implemented through the Capital Programme.

- 3.2. How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

It is considered that the proposal will have no impact on the need to adapt to climate change and be resilient to its longer term impacts.

