



County Offices
Newland
Lincoln
LN1 1YL

14 April 2023

Highways and Transport Scrutiny Committee

A meeting of the Highways and Transport Scrutiny Committee will be held on **Monday, 24 April 2023 at 10.00 am in the Council Chamber, County Offices, Newland, Lincoln LN1 1YL** for the transaction of the business set out on the attached Agenda.

Yours sincerely

A handwritten signature in black ink that reads 'DBarnes'.

Debbie Barnes OBE
Chief Executive

Membership of the Highways and Transport Scrutiny Committee
(11 Members of the Council)

Councillors M Brookes (Chairman), A M Hall (Vice-Chairman), T R Ashton, Mrs A M Austin, K J Clarke, T J G Dyer, R A Gibson, Mrs S Rawlins, E W Strenziel, Mrs C L E Vernon and R A Wright

**HIGHWAYS AND TRANSPORT SCRUTINY COMMITTEE AGENDA
MONDAY, 24 APRIL 2023**

Item	Title	Pages
1	Apologies for Absence/Replacement Members	
2	Declarations of Members' Interests	
3	Minutes of the previous meeting of the Highways and Transport Scrutiny Committee held on 6 March 2023	5 - 10
4	Announcements by the Chairman, Executive Councillors and Lead Officers	
5	Anglian Water Street Works Performance Improvements <i>(To receive a report from Mick Phoenix, Traffic Manager, and Ashley Behan, Street Works and Permitting Manager, which details the work that Anglian Water carries out on or next to the highway and identifies areas of cooperation and concerns regarding the quality of work and traffic management difficulties)</i>	11 - 20
6	Review of Traffic Management in Lincolnshire - Working Group Outcomes <i>(To receive a report from Karen Cassar, Assistant Director – Highways, which summarises the activity undertaken by the Traffic Management Review Working Group regarding establishing key lines of enquiry and Terms of Reference for a potential Scrutiny Review)</i>	21 - 40
7	Transport Quarter 3 Performance Report 2022/23 <i>(To receive a report from Nicole Hilton, Assistant Director – Communities, Verity Druce, Head of Transformation Services, and Helen Reek, Senior Projects Officer – Transport Services, on Quarter 3 Transport Performance)</i>	41 - 46
8	Highways and Transport Scrutiny Committee Work Programme <i>(To receive a report from Simon Evans, Health Scrutiny Officer, which enables the Committee to comment on the content of its work programme for the coming year to ensure that scrutiny activity is focussed where it can be of greatest benefit)</i>	47 - 54

Democratic Services Officer Contact Details

Name: **Tom Crofts**

Direct Dial **07769 368547**

E Mail Address thomas.crofts@lincolnshire.gov.uk

Please note: for more information about any of the following please contact the Democratic Services Officer responsible for servicing this meeting

- Business of the meeting
- Any special arrangements

Contact details set out above.

Please note: This meeting will be broadcast live on the internet and access can be sought by accessing [Agenda for Highways and Transport Scrutiny Committee on Monday, 24th April, 2023, 10.00 am \(modern.gov.co.uk\)](#)

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<https://www.lincolnshire.gov.uk/council-business/search-committee-records>



**HIGHWAYS AND TRANSPORT SCRUTINY
COMMITTEE
6 MARCH 2023**

PRESENT: COUNCILLOR

Councillors A M Hall (Vice-Chairman), T R Ashton, K J Clarke, T J G Dyer, R A Gibson, Mrs S Rawlins, Mrs C L E Vernon, R A Wright and P Ashleigh-Morris

Officers in attendance:-

Jonathan Evans (Head of Highways, Client and Contract Management), Kiara Chatziioannou (Scrutiny Officer), Richard Fenwick (Head of Highways Asset and Local Management Services), Steven Batchelor (LRSP Senior Manager), Verity Druce (Head of Transformation - Transport) and Thomas Crofts (Democratic services Officer)

Others in attendance:-

Alistair Mcbeath (Balfour Beatty)

59 APOLOGIES FOR ABSENCE/REPLACEMENT MEMBERS

Apologies for absence were received from Councillors Mrs A Austin and E W Strengiel.

It was reported that, under Regulation 13 of the Local Government Committee and Political Groups Regulation 1990, Councillor P Ashleigh-Morris was replacing Councillor M Brookes for this meeting only.

60 DECLARATIONS OF MEMBERS' INTERESTS

No interests were declared at this point in proceedings.

61 MINUTES OF THE PREVIOUS MEETING OF THE HIGHWAYS AND TRANSPORT SCRUTINY COMMITTEE HELD ON

That the minutes of the meeting held on 23 January 2022 be confirmed and signed by the Chairman as a correct record.

62 ANNOUNCEMENTS BY THE CHAIRMAN, EXECUTIVE COUNCILLORS AND CHIEF OFFICERS

There were no announcements made.

63 LINCOLNSHIRE ENHANCED PARTNERSHIP PLAN AND SCHEME FOR BUSES

Consideration was given to a report from the Senior Projects Officer – Transport Services. It was reported that the ‘bus back better’ initiative gave opportunities for local transport authorities to franchise services or look to enhance existing plan and schemes, and that Lincolnshire County Council was choosing the latter. Work was underway to secure further funding, as well as projects to encourage transport as a career.

During consideration of the presentation, the Committee raised the following comments:

- Members were concerned by the lack of provision of secure locking facilities for bicycles at bus stops.
- Further clarity was sought on how funding was spread across the country in relation to the Local Transport Authorities, acknowledging that 2/3 of these had not received funding. Officers explained that areas including East Midlands, Derbyshire and Nottinghamshire and Nottingham City and Derbyshire City had received funding as well as urban areas, whereas the North East Lincolnshire region had not received any funding.
- Members inquired what the impact of the £2 adult single fare cap had been in terms of take up by new passengers and queried how that was being monitored. Information suggested that there was an uplift in passenger use, especially for longer journeys. The scheme was under review with a view to being extended beyond June 2023.
- Members noted that improving punctuality was not reflected in the EP Objectives despite that being a fundamental aspect of success. Officers explained that punctuality was a priority for bus operators.
- Further concerns were echoed in relation to lack of night-time or Sunday economy covering services as these affected decisions on business operations. In relation to night-time and weekend economy, there were few services in Lincolnshire outside standard areas. Members argued that the night-time economy was being overlooked.
- In relation to the ‘Freedom Never Gets Old’ Campaign, Members asked what levels of success had been achieved. Officers stated that central government took great interest in this campaign through which bus pass applications increased; however, more analysis was required to reflect on how that translated into movement and use.
- Relevant to the bid of £2.2 million (2023-2026) for the Boston College training scheme, Members asked what number of individuals were estimated to have undergone training through the funding stream. Officers informed Members that the target was set to training and diffusing in the market circa 34 drivers for the 1st year and 30 for the 2nd year.
- Members asked what level of obligation emerged and what powers that could be used to put pressure on organisations which did not maintain effectively bus related infrastructure and assets. Officers responded that the bus shelter audit phase one has been completed, which revealed that there were approximately 6000 pieces of infrastructure across Lincolnshire. Phase two was underway, which aimed at establishing ownership. All repairs were being reported via FixMyStreet app. Comments on engaging with other councils in relation to maintenance of assets they own were taken back for consideration.

- Concerns were raised by Members in relation to car parking that penalised motorists to increase bus usage. Officers explained that the Plan put in the links between car parking and bus usage but there were no further plans for such a scenario in Lincolnshire.
- A point of concern was raised about traffic light priority for buses and the rollout of bus lanes in Lincoln that may negatively impact motorists' ability to enter and exit the city. Officers explained that due to spatial limitations there was no margin for mass roll out of bus lanes; there were no diversion strategies in place and the focus was on integrated transport and getting as many educational travel scholars as possible on to the existing market and network whilst ensuring that the daytime market was being stabilised. It was noted that CallConnect was also employed for educational travel provision.
- In relation to traffic light priority for buses, Officers gave assurance, that there were certain circumstances and technicalities to be met for priority to be enabled. Data-driven analysis looked at links to a phased number of signals and until there were dedicated bus lanes, there was no prioritisation taking place.
- Members asked how the Plan facilitated the development of new services or the extension of existing services in areas, especially bigger towns, between which there are no connections at present. Officers provided assurance that in line with the Plan, there was a network review across the County that was being developed. The review aimed at verifying gaps in service, ability to shift services, to identify which services were commercial and which CallConnect and how these might be filled.
- A point was raised on putting existing resource in better use (i.e., CallConnect) for the purpose of educational travel, avoiding the use of taxis which bore a high cost paid. Officers provided assurance that resource was used as referenced above yet certain scholars still required alternative transportation arrangements due to certain conditions in place (e.g., SEND, behavioural complexities) to meet their needs. Further assurances were required by Members that CallConnect was not overburdened with being used for a multitude of purposes as that was expected to have a negative impact on the service cohort they were designed for. Officers gave assurance that resource switches were reviewed to ensure that a balance was maintained. Officers worked with operators to better understand where the demand emerged, at which times demand peaked and thus insert appropriate mitigations to maintain that balance.
- Members argued that in rural areas, where communities required adjustments to existing services, providers appeared to be inflexible. Officers explained that currently a full transformation programme across transport services was undertaken; this focused on engagement with operators of both strategic and operational level. Officers offered to gather concerns expressed and discuss these with providers in a series of strategic relationship meetings to be held throughout the year.

RESOLVED

1. That the Committee endorse the report.

2. That comments made be shared with the Executive Councillor for their consideration ahead of taking a decision between 27th and 31st March.

64 ROAD SAFETY PARTNERSHIP ANNUAL UPDATE

Consideration was given to a report from the Lincolnshire Road Safety Partnership Senior Manager on the work being undertaken by the Road Safety Partnership to reduce the number of people killed and injured on county roads. The report provided an update on fatal and serious injury (KSI) casualty figures for Lincolnshire, as well as data on trends, comparisons, and areas of priority.

During consideration of the presentation, the Committee raised the following comments:

- There was a need to educate all road users about awareness of motorcyclists as well as a need to educate motorcyclists about other road users.
- Data showed that no KSI statistics were attributed to the condition of roads.
- Speed camera upgrades were to be undertaken in the next financial year.
- Letters were submitted to motorists caught speeding by community speed watch groups, with the third letter being hand delivered and the motorist confronted.
- Patrol cars were able to detect and evidence instances of motorists using mobile phones whilst driving.
- Members agreed that potholes posed a safety risk, especially for smaller vehicles. This matter was accounted for in road safety defect recording.
- Fostering strong communities helped deter speeding.

Members agreed that better coordination was require concerning different works scheduled for each area, so as to avoid instances where infrastructure renovations were dismantled not long after completion for a separate renovations or upgrades.

RESOLVED

1. That the Committee endorse the report and expresses satisfaction with activity and service provision.
2. That comments made be taken under consideration by the relevant officers and Executive Portfolio Holder.

65 HIGHWAYS - QUARTER 3 PERFORMANCE REPORT (1 OCTOBER TO 31 DECEMBER)

Consideration was given to a report from Head of Highways Client and Contractual Management Services on the performance of the Highways Service including the Major Highway Schemes Update, Lincolnshire Highways Performance Report and Transport Complaints Report.

During consideration of the presentation, the Committee raised the following comments:

- Traffic regulation orders had not previously been recorded; however, the aspiration to record timeliness of processing was a priority and this data would feature in subsequent reports once reporting had been established.
- Complaints relating to works that the Council was not responsible for, such as works undertaken by Anglian Water, needed to be captured so there was a full picture of residents' concerns.
- Progress concerning the Spalding relief road were to be reported under the highway maintenance update at a subsequent meeting – works were on task at present.
- The Lincolnshire Coastal Highway needed to be completed to a quality standard to evidence a strong positive cost benefit ratio so as to help secure sufficient funding.

RESOLVED

1. That the Committee note the report and expresses satisfaction with the performance for quarter 3.
2. That comments made be taken under consideration by the relevant officers and Executive Portfolio Holder.

66 HIGHWAYS AND TRANSPORT SCRUTINY COMMITTEE WORK PROGRAMME

RESOLVED

That the work programme presented be agreed.

The meeting closed at 12.10 pm

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Open Report on behalf of Karen Cassar Assistant Director Highways - Place

Report to:	Highways and Transport Scrutiny Committee
Date:	24 April 2023
Subject:	Anglian Water Street Works Performance Improvements

Summary:

This report details the work that Anglian Water carries out on or next to the highway as part of its statutory undertakings. The report also identifies areas of cooperation and concerns regarding Anglian Water's quality of work and traffic management difficulties. Anglian Water are here today to present to Committee, detailing workloads, issues caused by types of work and to take questions from Members.

The report contains background, data, actions and future steps obtained by Lincolnshire County Council's Streetworks and Permitting Team

Anglian Water submit approximately 20,000 permit applications a year, around a third of all permits, making the Utility the largest works promoter in the County. Thus, performance issues can and will affect the flow of traffic on the County's highway network.

Actions Required:

The Highways and Transport Scrutiny Committee is invited to:

- (1)** Review and comment on the contents of this report;
- (2)** Receive a presentation from Anglian Water and make enquiries and recommendations as the Committee sees fit.
- (3)** Requests that a further update report on the proposed action plan is added on the Committee's future work programme.

1. Background

Anglian Water (AW) are the largest works promoter in Lincolnshire, undertaking 31% of the 60,000 permits submitted to the County Council (LCC) each financial year.

AW are heavily targeted by their regulator Ofwat, in respect of keeping customers supplied with water and repairing burst/leaking mains within a swift timeframe. They have faced several challenges in doing this, including the hottest summer on record in 2022, which led to a significant rise in burst mains.

Historically, AW were Lincolnshire's biggest and best performing utility company. In January 2021, AW introduced a new internal system to manage their workflow and on-site teams. Since this introduction, their performance has declined, leading to a significant rise in Fixed Penalty Notices issued, Section 74 overstays (working outside of their agreed permit dates) and ongoing issues with immediate/emergency work, especially road closures.

A meeting was held between LCC and senior managers from across AW in October 2021 to agree an improvement plan. The agreed actions were as follows:

- Increasing the usage of hotboxes in order to reduce the time of delivery of our works. Number of jobs are being monitored regularly
- Planning intelligently. Planners to focussed on planning teams expected to be available each day, based on average length of job and travel time.
- Review reinstatement resource on a regular basis to ensure correct levels against construction dig teamwork
- Reducing the number of outstanding defects initially prioritising those over 6 months. Action plan/glide path to be produced by 15th October 2021 and shared with Lincolnshire
- Provide up to date contact lists and cascade Lincolnshire contacts within AW
- Microsoft teams meeting and face-to-face sessions between Lincolnshire inspectors and AW front line managers
- Training / upskilling of new DS planners
- Street-works training for new frontline managers

A 'Lincolnshire Street Works Charter' was proposed at this time, setting out a list of joint aspirations for utility companies to achieve and improve. AW did not sign up to the charter in 2021 but LCC is looking to re-instigate this initiative over the coming months.

Quarterly performance meetings have been held since then and issues continue to be identified and discussed.

S.60 of NRSWA 1991 places a legal duty on all statutory undertakers to 'use his best endeavours to co-operate with the street authority and with other undertakers—

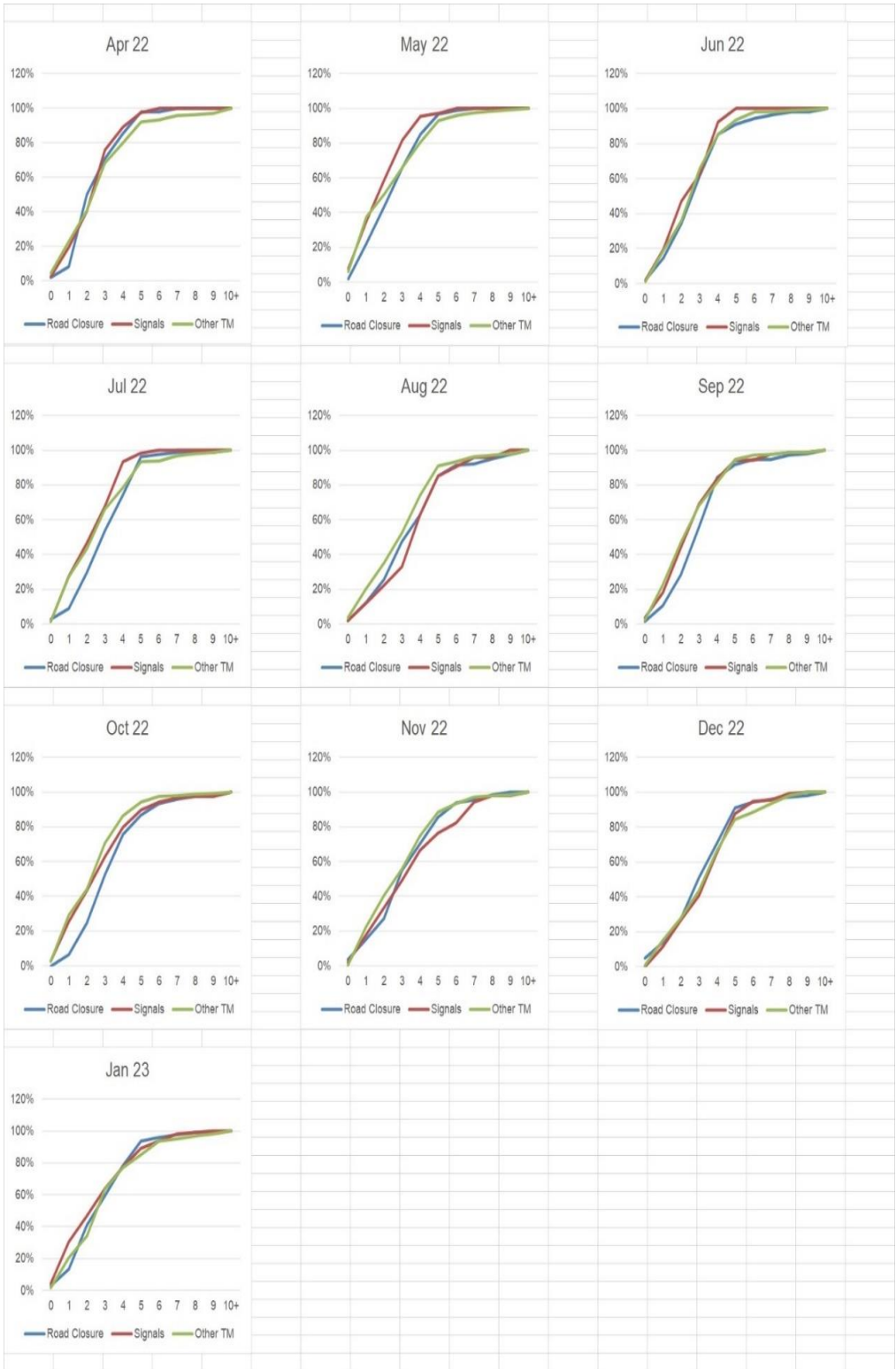
- (a) in the interests of safety,
- (b) to minimise the inconvenience to persons using the street (having regard, in particular, to the needs of people with a disability), and
- (c) to protect the structure of the street and the integrity of apparatus in it.'

In relation to their legal duties under S.60 there are concerns that AW are not fully complying with these duties in relation to the lack of priority for immediate works with positive traffic management.

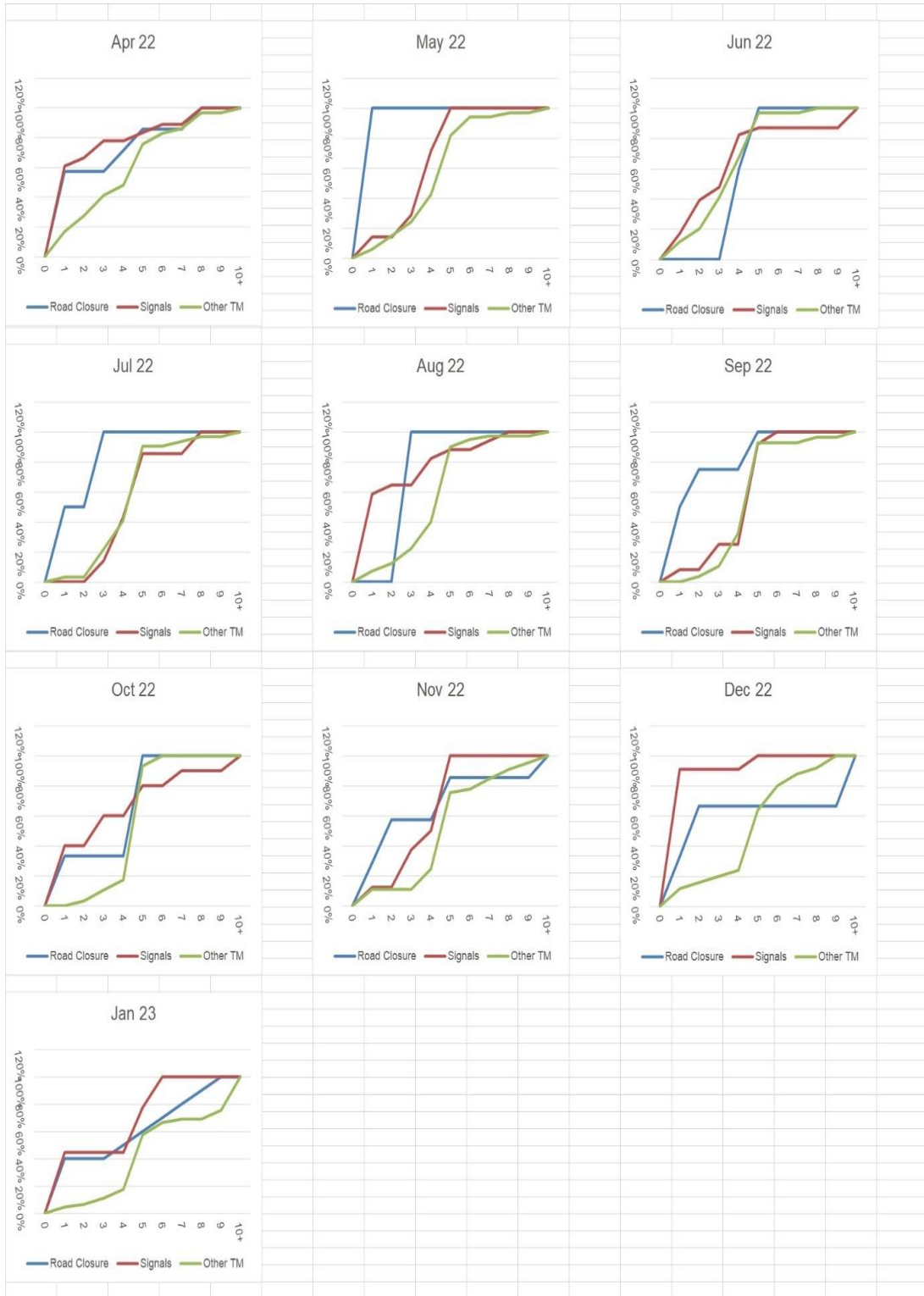
A statutory utility company has a right to carry out immediate urgent/emergency work in the highway without approval from the County Council but must submit a permit within 2 hours of starting on site (or by 10am the following working day if out of hours).

It is expected that sites with positive traffic management (i.e., road closures and traffic signals) should be given a higher priority for completion, over sites without traffic management, to reduce disruption to road users. It is apparent when reviewing data (shown below) from AW's submissions that they do not have a mechanism to do this.

*AW immediate works performance is shown below (**on the next page**)– it should be expected that the blue line (road closures) and red line (traffic signals) are completed in a quicker timescale than the green line (Other Traffic).*



Other utility (excluding AW) immediate works performance shown below – this clearly shows other utility companies are giving a higher priority to completing and removing sites with road closures and traffic signals:



Actions:

- LCC have shared data with AW and asked that they look to prioritise sites with traffic management for completion in a quicker timeframe.
- LCC will aim to inspect all immediate road closures within 48hrs to assess the works and traffic management.

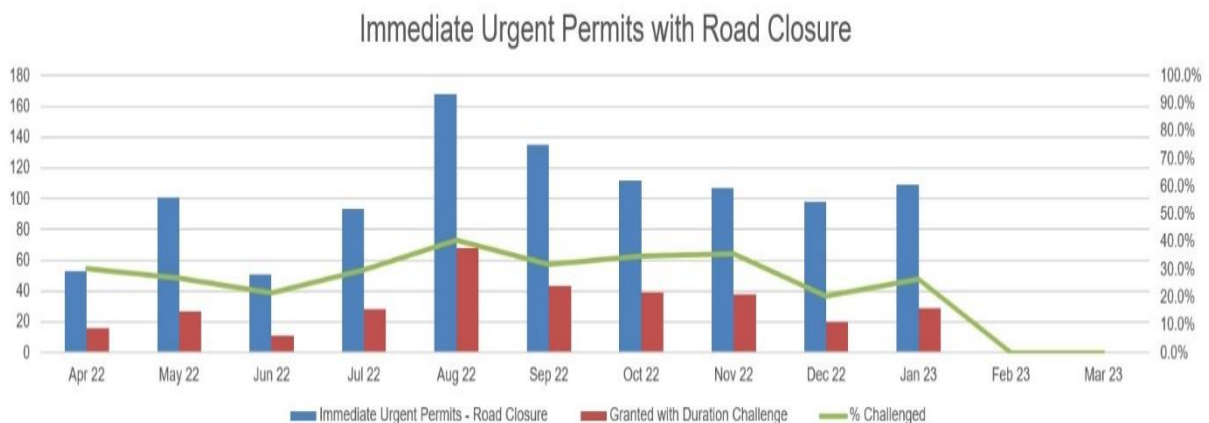
Unnecessary Road Closures / Works Durations

Road closures left up for long periods where works take place outside of the carriageway and nobody is seen working causes unnecessary disruption and gives a poor public perception of road works. Typically, this happens in rural areas because there is a gap between repair works being undertaken and the reinstatement being complete.

The nature of leaving roads closed unnecessarily also creates a potential hazard for operatives when they are working, as road users are more likely to attempt driving through a closure point believing they can travel through.

Permit durations for AW immediate works are 5 days, 30% of submissions are challenged to a lesser period (generally 3 days) by LCC. In most cases, we believe AW should be able to complete immediate works within 3 days, although this needs to be considered on a case-by-case basis (for example large/complicated burst, large reinstatements, reinstatements in specialist material areas will take longer). Focus does need to be given on ensuring works are completed 'right first time' to avoid the need for return visits and defects which have an impact on the integrity of the highway.

Anglian Water immediate road closures shown below in blue. Number granted with a challenge to the duration in red, average of 30%.



An agreement was made between LCC and AW that their teams would drop road closure signs when they were not needed/teams were not on site. However, this is not done consistently.

Due to the issues AW road closures have caused previously, it was also agreed that their planning team would contact LCC for agreement prior to implementing an immediate road

closure. This is helpful, especially where works are on traffic sensitive streets and bus routes. This has not happened consistently, and many immediate closures are set up without prior notification.

An alternative would be AW agreeing to complete these types of works within 3 days and requesting extensions only where necessary.

Another issue is traffic management being set up before it is confirmed a team is available to attend site. LCC have asked AW to ensure a team is available before setting up traffic management.

Actions:

- LCC to continue to 'Duration Challenge' works to 3 days where appropriate. LCC have asked AW to consider if immediate road closure sites can be completed within 3 days as standard, rather than current 5 days.
- LCC will aim to inspect all immediate road closures with 48hrs to assess.
- LCC will introduce an 'Authority Imposed Variation' to condition the removal of road closure signs between phases of works where possible. A Fixed Penalty Notice will be issued if this isn't adhered to.

Temporary Traffic Regulation Orders (TTRO) not applied for

Out of 1892 AW road closures (1 April 2022 to 31 January 2023), AW failed to apply for a TTRO for 427 (23%). Whilst a valid permit was in place for these works, a TTRO is required to legalise a road closure.

AW also failed to provide LCC with diversion information for emergency road closures, meaning we were unable to publish accurate diversion routes via One.Network for members of the public to use.

Actions:

- LCC to continue to gather data in this area and re-charge the costs to AW. Costs recovered so far since April 2023 circa. £220,000

Defects

Around 250 defects are outstanding, which are greater than 6 months old (the timeframe for which they should be completed). Part of the previous agreed action plan was to reduce these. However, this has not happened. AW are targeted to achieve 90% passes across sample inspections – current data is shown below:

Cat A – live site inspection during works

Cat B – visual reinstatement inspection within 6 months of works completion

Cat C – within 3 months preceding the expiration of the guarantee period (2yrs)

Sample Inspections (Percentages) Q3 1 October - 31 December 2022- by Inspection Category

	Acceptable			Unacceptable		
	Cat A	Cat B	Cat C	Cat A	Cat B	Cat C
Anglian Water	81%	73%	90%	19%	27%	10%

Actions:

- LCC to re-escalate outstanding defects to AW senior management.
- LCC to undertake longstanding defect work using LCC’s maintenance contractor Balfour Beatty and recharge.
- Recent poor-quality reinstatements of stop-taps by trailer gangs identified. LCC have targeted reinstatement inspections to focus on these and have asked AW to re-brief/train teams to seek improvement.

Next steps:

- Teams meeting held with AW senior management on 6th March to discuss issues. Data shared with AW regarding the issues on 10th March.
- Face-to-face meeting schedule w/c 27th March to outline areas for improvement and agree a new action plan.
- Increase the frequency of performance meetings from one per quarter to one per month so regular issues can be highlighted and addressed more frequently.
- Traffic Management Awareness Training – LCC have previously offered to provide this training to AW technicians/operatives assessing works and traffic management requirements. LCC believe that this would further AW understanding of different types of traffic management available and reduce the number of road closures. LCC have re-offered to deliver this.
- Re-visit the Lincolnshire Street Works Charter proposal with AW – following previous discussions, an agreement could not be reached. LCC will look at re-wording the charter with AW.

2. Conclusion

The extension of works periods and the late removal of traffic management measures has a detrimental effect on the expeditious flow of traffic upon our highway network. Continued collaboration and cooperation with Anglian Water will help to improve traffic flows and reduce congestion. Increased compliance will reduce the number of fines and penalties Anglian Water incur and adds a beneficial incentive to further collaboration with Lincolnshire County Council.

The Street-works and Permitting Team Manager will re-examine the draft charter to ensure it does not place an overly onerous burden upon either party and better expresses the aspirations that both parties wish to achieve.

3. Consultation

a) Risks and Impact Analysis

Failure to encourage a commitment to further collaboration and cooperation could cause a delay to improving traffic flows, as required by the Lincolnshire Permit Scheme for road and utility works.

4. Background Papers

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

This report was written by Mick Phoenix, Traffic Manager-Place, who can be contacted on 07787 284797 or at mick.phoenix@lincolnshire.gov.uk.

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Open Report on behalf of Andy Gutherson, Executive Director - Place

Report to:	Highways and Transport Scrutiny Committee
Date:	24 April 2023
Subject:	Review of Traffic Management in Lincolnshire- Working Group Outcomes

Summary:

The report summarises the activity undertaken by the Traffic Management Review Working Group set up to review branches of the existing Traffic Management Policy with the purpose of establishing key lines of enquiry and Terms of Reference for a potential Scrutiny Review. Subject to the agreement of the Overview and Scrutiny Management Board, an in-depth scrutiny review may be carried out by one of the Scrutiny Panels (A or B) later in this Council term.

Actions Required:

The Highways and Transport Scrutiny Committee is invited to:

- (1) Consider and comment on the findings and outputs that emerged from the formal evidence gathering activity that took place between January and March 2023.
- (2) Review and endorse this report and approve of the key lines of enquiry identified to inform the scoping for a potential scrutiny review by one of the Scrutiny Panels.

And to:

- (3) Recommend to the Overview and Scrutiny Management Board that an in-depth review entitled Review of Traffic Management in Lincolnshire, should be undertaken by one of the Scrutiny Panels (A or B) later in this Council Term.

1. Background

Speeding issues are a reoccurring topic at Parish Council meetings and local community forums and are raised directly with Members and the Council as a concern by residents across the county.

Road speeds can be a significant issue to residents especially at a parish/town/ward level and conversely can be an issue for some businesses where delays are caused to delivery and supply chains by accidents, congestion, or too lower speed.

This is not currently a national or regional government priority, nor is it a specific commitment in the Corporate Plan.

On 17 June 2021, the Overview and Scrutiny Management Board (OSMB) had agreed to request that each overview and scrutiny committee identify potential topics for in-depth scrutiny reviews, which would be undertaken by the two Scrutiny Panels (A and B), utilising the Board's prioritisation matrix.

The Highways and Transport Scrutiny Committee (HTSC) at its meeting on 19 July 2021 identified the topic "Review of Traffic Management in Lincolnshire" and agreed to submit this to the OSMB for consideration and decision at its meeting on 30 September 2021.

At the OSMB meeting that took place on 30 September 2021, the topic proposed by the Highways and Transport Scrutiny Committee was accepted as a potential topic for a review by one of the two Scrutiny Review Panels (A or B); its priority level as derived from the OSMB prioritisation matrix was "moderate".

In line with the Proposals for Scrutiny Reviews Report:

"A potential scrutiny review by members could consider what the challenges and opportunities are for effective speed management around the county.

Soft approaches include; availability of resources and funds, engaging with the public and specific hard measures to inhibit speeding, such as; installation of Speed Indicator Devices, use of Covert Surveillance, Community Speedwatch and enforcement."

At the Highways and Transport Scrutiny Committee meeting on 30 May 2022 Officers submitted a proposal for setting up a working group that would be tasked with reviewing branches of the existing Traffic Management Policy, and that will look at data, propose options and suggest recommendations for what an in-depth review should be focused into.

The Highways and Transport Scrutiny Committee agreed in the meeting held on 30 May 2022, that this was an appropriate way forward that paved the way for a potential in-depth scrutiny review that may be carried out by one of the Scrutiny Panels (A or B) in a future round of Reviews, aimed to be initiated within this Council Term.

An advance framework exercise has identified a Traffic Management Plan Review as an umbrella to eight specific areas to be reviewed as part of Managing the Network Safely in Lincolnshire. These included:

- Speed limit Policy

- Traffic Calming Guidance
- Traffic Regulation Order Policy
- Moving Traffic Enforcement
- Disabled Parking Bays
- Traffic Policy for Schools
- Weight Restrictions / Lorry Watch
- Pedestrian Crossing Policy

The Working Group was set up and consisted of the following elected members:

- Cllr M Brookes
- Cllr K Clarke
- Cllr R Gibson

The Working Group have met on the following dates:

- 11 November 2022
- 02 February 2023
- 06 April 2023

2. Evidence Considered by the Working Group

2.1 Network and Traffic Management Plan

The Network and Traffic Management Plan pulls together all the various regulatory and enforcement legislation that covers highways. Including:

- Civil Parking Enforcement
- Street Works and Permitting
- Highway enforcement
- Road safety

It lays out all the different restrictions and constraints upon the highway to improve:

- Traffic flow
- Congestion

And to,

- Empower safety measures.

2.2 Speed Limit Policy

Lincolnshire County Council's (LCC) speed limit policy is based on the general principles outlined in the Department for Transport (DfT) circular 01/2013 Setting Local Speed limits guidelines.

Whilst the following detail below outlines a number of potential considerations for a speed limit policy review, it should be noted that the existing policy is based on the most up to guidance available to LCC. To ensure LCC adheres to Department for Transport (DfT) guidance, it may be considered that no modifications are required at this time.

Alterations to the existing policy may incur a financial cost, sometimes to a significant level and legal challenge. Due to the current financial landscape this may limit the scope of possible amendments.

2.3 Rural Road Network

At the time of the last policy review, it was noted that the National Speed Limit framework set by central government is as follows:

- 30 mph streets with a system of street lighting
- National speed limit 60mph on single carriageways
- National speed limit 70mph on dual carriageways and motorways

Further, 01/2013 also notes that these national limits are not, however, appropriate for all roads. The speed limit regime enables traffic authorities to set local speed limits in situations where local needs and conditions suggest a speed limit which is different from the respective national speed limit.

On A and B classified single carriageway rural roads the following speed limits are considered appropriate and will be used as guidance when reviewing the speed limits on such roads:

- 60mph is recommended for most high-quality strategic A and B roads with few bends, junctions or accesses.
- 50mph should be considered for lower quality A and B roads that may have a relatively high number of bends, junctions or accesses. It can also be considered where mean speeds are below 50 mph, so the lower speed limit does not interfere with traffic flow.
- 40mph should be considered where there are many bends, junctions or accesses, substantial development, a strong environmental or landscape reason, or where there are considerable numbers of vulnerable road users.
- A similar breakdown is available for C Class roads.

It could be argued that a number of Lincolnshire's rural single carriageway roads do not meet the categorisation of high-quality strategic A and B roads with few bends, junctions or accesses nor best quality C and unclassified roads with a mixed function (i.e., partial traffic flow) with few bends, junctions or accesses.

2.4 Speed limit assessments for towns and villages

2.4.1 Should 30mph be the default?

Currently, mean speeds are used to assess whether a 30mph speed limit can be applied to Lincolnshire's villages. The Working Group discussed whether consideration should be given to remove the mean speed criteria currently considered in Lincolnshire and how this may be featured as part of the proposed review. However, the following must be considered before a decision is taken.

DfT Circular 01/13 Setting Local Speed limits states: Mean speed and 85th percentile speed (the speed at or below which 85% of vehicles are travelling) are the most commonly used measures of actual traffic speed. Traffic authorities should continue to routinely collect and assess both but mean speeds should be used as the basis for determining local speed limits. This is not an instruction that must be obeyed, it is guidance on which of the two measures (mean or 85th%) is most appropriate.

Further, under rural villages it also states: Fear of traffic can affect people's quality of life in villages, and it is self-evident that villages should have comparable speed limits to similar roads in urban areas. It is therefore government policy that a 30mph speed limit should be the norm through villages. Often, these two factors will be compatible, however on occasion it will not. It is clear though that either approach is permissible. The imposition of 30mph speed limits as a default would be welcomed by a significant proportion of residents in rural villages. However, this would be a lengthy and complex undertaking and may incur significant costs to review, apply Traffic Regulation Orders (TROs), and install and maintain signing.

The introduction of 30mph speed limits would be welcomed by a significant proportion of residents in rural villages. However, this would be a lengthy and complex undertaking and may incur significant costs to review, apply TROs, and install and maintain signing.

Speed limits, to be effective, must be set at a level which appears reasonable to a driver and adequately reflect the environment through which the road passes.

Many people consider speed limits as the answer to all road safety concerns and whilst appropriately set speed limits can improve road safety, erecting speed limit signs does not always produce the desired level of vehicle speeds unless a driver can see a need for the limit.

That said, as a general rule for every 1 mph reduction in average speed, collision frequency reduces by around 5% (Taylor, Lynam and Baruya, 2000).

For typical types of road traffic collisions, the risk of death for drivers and pedestrians involved reduces with reduced vehicle speeds and it is particularly important to consider those speeds where the balance tips in favour of survival.

2.4.2 Borderline Case Process

Locations where the mean speed data falls within +/- 3mph of the Mean Speed Table 4, in paragraph 5.11 (LCC Speed Limit Policy), is classed as a Borderline Case and a paper is submitted to the Planning and Regulation Committee.

This localised agreement allows political oversight, ensuring locations that are close to a limit change, benefit from additional consideration.

However, it can be a lengthy process and adds an additional administrative burden on officers with few, if any cases that have been submitted to the Planning and Regulation Committee being declined. On this basis, members may wish to consider if this practice is required.

2.5 20mph Speed Limits/Zones

Government statistics show that in 2021, 87% of drivers broke 20mph speed limits compared to 51% of drivers exceeding the 30mph speed limit.

Changing from a 30mph speed limit to 20mph brings only a small reduction in speed and a study for the DfT found that drivers median speed fell by just 0.7mph in residential areas and 0.9mph in city centre areas.

Lincolnshire County Council has the authority to implement 20mph zones and limits but currently only do so in exceptional circumstances and with support from the Police.

Current position as stated in the Lincolnshire County Council Speed Limit Policy:

'20mph speed limits may be introduced but are currently only considered and applied if appropriate to Accident Investigation and Prevention (AIP) schemes which meet the necessary AIP funding criteria.

They may also be considered as part of an Integrated Transport Scheme identified as high priority in the capital programme.

However, it is intended to review this section as part of the County Council's Speed Management Strategy and produce a separate policy, at which time this section will be revoked.'

Circular 01/2013 emphasises that research into signed-only 20 mph speed limits shows that they generally lead to only small reductions in traffic speeds. Signed-only 20mph speed limits are therefore most appropriate for areas where vehicle speeds are already low.

If the mean speed is already at or below 24 mph on a road, introducing a 20-mph speed limit through signing alone is likely to lead to general compliance with the new speed limit.

Lincolnshire has a number of rural communities with roads where motor vehicle movement is the primary function, the mean speed is above 24mph, and the introduction of physical traffic calming measures would not be appropriate.

On this basis, the Authority might look to consider implementing the review of its 20mph policy as part of the County Council's Speed Management Strategy and produce a separate policy.

2.6 20mph Speed Limits - New Developments

In Lincolnshire, Development Schemes are currently designed to 20mph design speed, but are not supported by 20mph speed limit. When speed limits are reduced to 20mph, streets with less than 2000pcu/24hour¹ (most streets in Lincolnshire and all development streets) can safely accommodate cyclists on the road, in accordance with guidance.

If we are not able to reduce speed limit to 20mph, then to adhere to LTN 1/20 all development streets would need to consider segregated cycle infrastructure. As above, this would need to be light segregation, stepped cycle track or fully kerbed cycle track.

This is an additional maintenance responsibility, requires significant land (this would likely be due to the detriment of Sustainable Drainage Systems [SuDS] or tree lined verges), and can introduce other issues for parking, deliveries, bus stop locations and pedestrian crossing points, as well as suitable protection for cyclists over junctions.

2.7 Speed Limits Outside Schools

In line with current LCC policy:

'At all statutory age schools, a maximum speed limit of 30mph is to be in place for a distance of 150m to 250m either side of the main pedestrian entrance and with discretion at secondary accesses.'

Some other Authorities have introduced the use of 20mph speed limits outside schools. Where this has been considered, the assessment process generally leads to the following options:

- No further action.
- Signed only 20mph speed limit.
- Variable 20mph speed limit.
- 20mph speed restriction with additional speed reduction measures.

¹ PCU – passenger car unit. A measure of highway capacity used in transport modelling. 1 private car = 1 PCU

For a review of this nature to occur in Lincolnshire what is required is:

- A substantial programme of data collection and feasibility work.
- Significant funding
- Comprehensive public consultation.

On this basis, the Authority might look to consider implementing the review of its 20mph policy as part of the County Council's Speed Management Strategy and producing a separate policy.

2.8 Traffic Policy for Schools

Lincolnshire Traffic Policy for Schools was approved in 2015. The Policy sets out measures to address the safety concerns specific to a school location, and which could be supported by Head Teachers, Governors and the local community. Details of options relating to measures to reduce traffic speed and to manage on street parking are provided and the aim of the policy is to be able to provide a package of measures tailored to the needs of the location. Options range from advisory road markings and speed limits to mandatory markings and waiting restrictions which require a traffic regulation order to be processed.

A revised Speed Limit Policy was also issued in 2015 but was already well established for the most part whereas the Traffic Policy for Schools was a new policy and was not generally referred to. Following the restructure of highway services in 2017 a team to manage requests for traffic regulation orders was re-established and one of our priorities was to consider the issues relating to parking at school locations.

Many schemes applying both advisory and mandatory restrictions as appropriate, have now been delivered which mirror the options set out in the policy. However, some specifics in the policy at Table 1 'relating to speed management' below may need to be reconsidered in terms of affordability, practicality and in conjunction with other policies.

Option	Comments	For Review
1. General signing and marking measures	The most basic measure; Low cost; No traffic order required; Highlights school location.	
2 Flashing Warning signs at school times	No traffic order required; Higher visual impact; Higher cost including ongoing maintenance; Associated with school crossing patrol.	Flashing warning lights are used to enhance drivers' awareness of a School Crossing Patrol person. The policy however suggests that these could be installed as a measure to promote speed reduction on the approach to a school regardless of a patrol being present.

Option	Comments	For Review
3. School safety zone (SSZ)	<p>Includes advisory 20mph speed limit; No traffic order required; Low cost; High visual impact.</p> <p>Informal crossing point may be included; Non-enforceable; May be unsuitable at certain schools; Displaces parking away from school</p>	<p>As the signs and markings used are non-prescribed, a traffic regulation order (TRO) cannot be made to allow enforcement of the zones.</p> <p>Members may consider that SSZ should be removed from it and replaced with schemes supported by traffic regulation orders</p>
4. Mandatory Speed Limit (standard plain signs)	<p>Includes 20mph speed limit; Enforceable; Traffic order required; Medium cost; Resource implication; Introduced as part of measures outlined in paragraph 1.4 of the policy.</p>	<p>References to options for a mandatory 20mph speed limit will need to be considered in relation to the outcome of the speed limit policy review.</p>
5. Mandatory Speed Limit (part time variable message signs)	<p>Only for 20mph speed limits; Enforceable; Variable limit at school times only; Traffic order required; High cost; Resource implication; Ongoing running & maintenance costs; Only suited for isolated rural locations.</p>	<p>References to options for a mandatory 20mph speed limit will need to be considered in relation to the outcome of the speed limit policy review and must be in conjunction with the Police who are responsible for enforcing the speed limit.</p>
6. Traffic Calming Measures	<p>No traffic order required but a statutory process may be necessary; Wide consultation process; Self-enforcing; Physical measures; Medium/High cost; Resource implication; Ongoing maintenance costs; Only suited for urban locations.</p>	<p>Reference to traffic calming options will need to be considered in relation to the Traffic Calming Policy.</p>
7. Formal Crossing Facilities	<p>Statutory process required; High cost; Resource implication; Ongoing maintenance costs; Only suited for urban locations; Could include school crossing patrol.</p>	<p>Reference to Pedestrian Crossing facilities will need to be considered in relation to the Pedestrian Crossing Policy.</p>

2.9 Traffic Policy for Schools – Options

The options identified in Table 2 of the existing policy which relate to parking issues reflect the types of restrictions we currently introduce (apart from Option 5, School Safety Zone) and it suggested that these are retained in the policy.

Low Traffic Neighbourhoods, which are traffic regulation orders which restrict access for traffic on routes adjacent to schools could also be included.

Where we might dispense with some options in the policy for various reasons, we could include alternatives in the form of measures which are already available through Lincolnshire Road Safety Partnership (LRSP) and detailed in the Sustainable Modes of Travel to School Strategy:

- a) School crossing patrols (subject to criteria set by Lincolnshire Road Safety Partnership).
- b) School education through LRSP: Pedestrian training and Junior Road Safety Initiative.
- c) School Travel Plans - schools revisit their Travel Plans using the national accreditation scheme and web platform Modeshift STARS.
- d) Schools Living Streets – a system of incentives to walk to school.
- e) Safer Routes to School (awaiting further information).
- f) Some of the options provided in the existing policy are expensive and Members may wish to consider if there is a place for third party funding to be accepted in order for certain schemes to be delivered.

2.10 Parking Outside Schools

In September 2018 Highways and Transport Committee resolved that a working group should be formed to look at the longer-term outcome of the CCTV Pilot scheme and in May 2019 the working group was formed. The working group was presented with a number of options as to how enforcement of School Keep Clear markings could be achieved in the future. The options considered were as follows:

1. No CCTV enforcement
2. CCTV vehicle enforcement
3. Additional CCTV vehicles
4. Fixed CCTV enforcement
5. Additional Civil Enforcement Officers (CEO) foot patrols

In January 2020, option 5 was supported by the Committee.

A meeting with North-East Lincolnshire Council took place on 2 February 2023 to discuss fixed placed CCTV enforcement outside schools. Cameras observe the traffic restrictions and an operative captures contraventions which can lead to the issuing of a penalty charge. Estimates for a fix CCTV are circular £15,000 each plus on-costs for processing and operatives.

2.11 Parking on Pavements

Since 2012, where possible, LCC has used the powers granted by the Traffic Management Act 2004 to enforce parking and waiting contraventions. When a report of nuisance parking is received and if a highway restriction exists, the team will dispatch an enforcement officer to issue a penalty. If the report contains reference to obstruction, the team directs the customer to the Police.

The Road Vehicles (Construction and Use) Regulations 1986 make it clear that causing “unnecessary obstruction” of the highway by a stationary vehicle is a criminal offence. However, because it is a criminal offence, only the police have the power to issue penalty notices. In 2022 the Parking Service Team received 387 reports across the county reporting pavement parking, of which 21 were for HGVs. LCC has been proactive as part of the pre consultation discovery work for traffic management modernisation and the consultation itself.

The Government has continued to discuss pavement parking at Ministerial level, especially with regard on how to regulate and enforce measures that could allow efficient and affordable solutions for Local Authorities to implement.

Further consideration should be given on how LCC could approach the subject of restricting pavement parking on some streets, on highways and verges and the impact and implications of such decisions.

2.11.1 Considered Solutions

a) Half on / half off pavement parking (currently adopted in 22 streets across the county).

These areas have marked bays and signage to allow half on / half off parking and pedestrian access.

A penalty charge can be issued if the vehicle is parked outside of the bay markings. Further work is required to estimate accurately the costs involved; however, some costs can be estimated as follows:

Resource	Cost	Units
Traffic Regulation Order Process	£2000	Per order
Signing	£60	Per sign
Lining	£2	Per metre
Enforcement	£30	Per hour of patrol

Using these estimates a street 100m long would cost in the region of £2,520, plus maintenance costs at 5% per year. Enforcement using a 20-minute patrol, 3 times a day for 365 days a year would cost a further £10,950 per year. Set up costs and first year live would be £13,470 and subsequent years would cost £11,170.

b) Prohibit parking on one side of the street.

Whilst this may work for longer, wider roads, it becomes problematic in narrow streets with high levels of residential occupation. In effect it could just move the problem from one location to another.

2.12 Traffic Regulation Order Policy

There are circular 190 requests for traffic regulation orders awaiting investigation, many of which relate to parking. Some are a product of local disputes where the introduction of parking restrictions would not be appropriate.

Currently we investigate and monitor an area to confirm if the issue raised is genuine and to confirm what type of restriction should be introduced to manage it. This method can be subjective and may be challenged on the basis that an assessment has been made 'at the wrong time' or is biased.

- **Option 1 – A Scoring Matrix**

A scoring matrix has been developed which will provide clarity and consistency on how requests are assessed, prioritised and delivered as TRO schemes. Requests are assigned to either Category 1 or 2 and it will be those in Category 2 which would be subject to this assessment.

A scoring threshold may be set so that schemes which do not meet this score as they are not viable may be identified early on and refused, thereby reducing workload.

- **Option 2 – Annual Programme of TRO Schemes Agreed with Members**

An alternative option would be to have a pre-determined programme of TROs to be delivered within the coming financial year which have been agreed with Members, with an opportunity to review this or add further schemes after six months.

2.13 Traffic Calming / Physical Measures

Traffic calming schemes are a means of encouraging vehicle speed reduction and compliance with speed limits, usually achieved by the installation of physical measures. Their justification can be based on:

- improving road safety by reducing accidents
- promoting sustainable modes of transport
- improving the quality of life for residents and the environment.

In villages, traffic calming measures can reduce the impact of through traffic and improve safety for non-motorised highway users.

Traffic calming features comprise either:

- Vertical deflections such as road humps or horizontal deflections such as build outs.
- Pinch points or chicanes.
- 'Softer' features including road markings, gateway features and enhanced signage.

The use of road humps and horizontal traffic calming features are prescribed in the Highways (Road hump) Regulations 1999 and Highways (Traffic Calming) Regulations 1999. The police must be consulted on any scheme and details of it must be advertised. It is advised that consultation with emergency services and organisations representing those using the road is carried out.

In addition, prior to the introduction of a traffic calming scheme, information relating to accident details, characteristics of the area and the traffic and pedestrians using it, and the effects on the environment will need to be established.

Traditional traffic calming schemes require information gathering, analysis and consultation. If such schemes are to be offered, the number of eligible ones will need to be managed by the development of an assessment and priority rating system which befits available staff resource and funding. A mechanism by which contributions can be made by a third party may also need to be considered.

If staff resource and funding is not available, then a priority system could be developed. A defined set of standardised measures could be provided ensuring a consistent approach across the county. Third party contributions may be considered.

If we are currently unable to deliver traditional traffic calming schemes at this time, we could promote a 'Speed Management Policy'. This might include the soft traffic calming measures as well as the following:

- Speed limit reviews
- TROs to restrict access (Low traffic neighbourhoods), Quiet Lanes and Home Zones
- Vehicle activated signage/speed indicator devices
- Community Speed Watch

The policy may also make reference to the introduction of traditional traffic calming schemes where these would support an accident reduction scheme, or as part of an environmental protection or improvement scheme, or as part of a scheme to promote sustainable travel choices. Criteria will have to be developed in order to provide clear guidance on where this could be justified.

2.14 Moving Traffic Enforcement

To assist members of the Working Group, the following information relates to the potential use of powers under the Traffic Management Act 2004 to enforce certain moving traffic violations, including benefits and disbenefits.

A small number of Councils have applied for and been granted these powers by the Department for Transport. Powers were granted from May 2022 onwards with operations beginning in the late summer. As time progresses operational and cost information should be forthcoming allowing a more informed decision to take place. Additionally, the civil parking enforcement contract is due to be tendered in mid-2024 with an award date of November 2024. The contract will include clauses referring to the provision of moving traffic enforcement if the Council decides to adopt the powers.

Moving Contraventions, what does it include?

Contraventions would include infringements at box junctions, no left/right turnings, environmental weight limits, entry or waiting in a pedestrian zone, bus routes/lanes cycle and taxi only, one way traffic, no entry, no u-turns and prohibition of motor vehicles.



How does enforcement take place?

When a contravention is observed, the images are captured and used to formulate a Penalty Charge Notice which is served to the registered owner/keeper by post. The Penalty Charge appeals process works in the same manner as it does for parking contraventions.



The Department for Transport is advising local authorities that enforcement should be considered the last option to deter drivers from breaking the law. Restrictions should be examined to see if changes could be made to reduce contraventions, warning notices placed in full view near restrictions and awareness campaigns carried out to advise drivers. Enforcement should be targeted to take place at locations where compliance with the rules is low and non-compliance is supported by the evidence of surveys.

It should be noted that for the first six months at each and any enforcement site all first offences will be issued a warning letter and no penalty charge would be payable. This would have an impact on service costs and would lead to a financial risk to the Council. Until legislation has been passed the actual penalty charge amount is unknown and therefore an accurate financial projection is not possible.

Benefits of Enforcement

The key benefits of introducing moving traffic enforcement are:

- Improved pedestrian and cyclist safety, supporting modal shift to sustainable transport options.
- Reduced network congestion.
- Improved journey times for public transport and emergency service vehicles
- Improved air quality, reduction in transport related emissions contributing to carbon net zero targets.
- Increased safety and cleaner air around schools – camera enforced school streets schemes.
- Reallocation and saving of police time.

Disbenefits of Enforcement

The key disbenefits of introducing moving traffic enforcement are:

- Enforcement is the last resort after all other options are considered. This requires surveying sites, amending road junctions, signals and signage before introducing CCTV.
- Income for the first six months at any site, including future sites, would be minimal to nil.

- The likelihood of drivers reoffending at a known moving contravention site will be low and compliance will climb to 100%. Good for traffic flow management but not for revenue.
- Even a small scheme of five sites would cost circa £100,000 per year to operate.
- The level of penalty charge has been determined at £70, placing further strain on revenue due to margin pressures on the cost of equipment and manpower. This would raise a potential financial burden for the Council.
- There will be an element of adverse commentary from the media and on social media platforms.

2.15 Environmental Weight Limits

Requests for environmental weight limits have been logged over the last few years but resource has not been dedicated to their assessment and delivery. The use of advisory signage has been advocated as an alternative.



Previous justification for their introduction was based on their potential to:

- reduce danger to pedestrians and other road users.
- prevent damage to buildings, roads and bridges.
- preserve the character, amenity and environment of an area.
- reduce congestion on a route.

Enforcement of weight restrictions is currently the remit of the police. Unfortunately owing to pressures on their resource, effective enforcement has not been possible for some time.

Considered Options:

- a) Pursue weight limits in exceptional circumstances only.
- b) Identify additional resource to consider all requests for weight limits and deliver the necessary TROs where these can be justified.
- c) The introduction of weight limits will in most cases impact on other routes and communities so as a result the restriction expands to give this protection too, and an areawide restriction is ultimately proposed. These are large schemes and a strategy to develop them on a county wide, zonal basis, might be preferred.

2.16 Lorry Watch

The County Council now promotes Lorry Watch, and this will hopefully assist as a deterrent to HGVs using existing restricted routes. A flow chart for Lorry Watch has now been developed and went live on 17 February 2023.

2.17 Pedestrian Crossing

The original document relating to a policy on pedestrian crossings was developed as a draft document in 2015.

The revisions to the policy can be summarised as follows:

- Third party funding and Grant funding
- Implementation process
- Developments

Consideration needs to be given as to the status of this document [Policy Document or Highways Guidance Document (HGD)] and the bearing this has on how it will be implemented.

2.18 Disabled Parking Policy

On occasion, requests are received from individual Blue Badge holders for a disabled parking bay to be installed outside their property. The County Council's current practice is to provide such bays only at locations where there are shops and amenities, so there is demand for on street parking by Blue Badge holders in general.

These are supported by a traffic regulation order and can therefore be enforced. Legal Services have suggested that by not introducing bays requested by disabled residents in residential areas, the Council may not be fulfilling its obligations under the Equality Act 2010.

2.18.1 Considered Options

In order to give consideration to this matter and confirm the council's position via a policy or guidance document, the options below may be reviewed:

- a) Statutory disabled parking bays for Blue Badge holders in residential areas.
- b) Statutory disabled parking bays for individual badge holders
- c) Advisory disabled parking bays
- d) Continue with current practice.

Analysis of a cross section of policies by other local authorities in relation to the provision of disabled parking bays in residential areas suggests that the most favoured option is for advisory bays. Criteria are imposed in order to maintain a consistent approach and in some cases a charge is made to cover the cost of installation.

2.18.2 Other Implications

In some locations the installation of a dropped kerb to enable wheelchair access to the adjacent footway will be required to support the introduction of a disabled parking bay. There may be significant demand for bays if we commit to making them available.

A formal trial of the advisory bay marking at various sites could be taken forward to test their effectiveness and to identify any issues arising and possible solutions.

2.19 Moving Traffic Offences

Moving Traffic Offences is a theme that the working group recommends to the Scrutiny Panel to consider as part of a wider review exercise to satisfy requests raised at Council and through the HTSC that were relevant to new powers to local authorities introduced to deal with matters such as stopping in a yellow box junction and ignoring a Traffic Regulation Order (TRO).

2.20 Next Steps

The Working Group considered evidence above that were presented by Officers at its second meeting (Feb 2023) and recommend that the Scrutiny Panel adopts the format and layout below to inform the completion of the Review of Traffic Management in Lincolnshire. The Scrutiny Panel will be asked to consider and support the following document format for the 'Managing the Network Safely' framework:

- Foreword by Cllr Richard Davies
- Speed Limit Policy
- Traffic Calming Guidance
- Traffic Regulation Order Policy
- Moving Traffic Enforcement
- Disabled Parking Bays
- Traffic Policy for Schools
- Weight Restrictions Policy / Lorry Watch
- Pedestrian Crossing Policy

Moreover, the issue of unauthorised parking and static advertising on highways/verges and roundabouts emerged in the Working Group's discussions. This issue had been raised in County Council Meetings and in meetings of the Highways and Transport Scrutiny Committee previously held.

Members of the Working Group have requested that the review includes consideration of deterring unauthorised advertising on highways (which can be in the form of card boards attached to lampposts and trailers parked on verges and roundabouts) which may be both problematic and hazardous to motorists, pedestrians and other road users and incurs damage to pavements which in turn raises maintenance costs.

Finally, the working group proposed that a public engagement activity is designed and facilitated in preparation for the full in-depth review. This is aimed at obtaining the views of members of the public in relation to relevant and specific elements of the policy. This activity will be designed and delivered in conjunction with the LCC Community Engagement Team. The activity will take place in preparation for the allocation of the review to one of the Scrutiny Panels.

2.21 Proposed KLOE

The outputs of working group have been used to inform a scoping document which identifies and establishes the purpose of the proposed review and key lines of enquiry (KLoE). This review will focus on the Traffic Management Policy implemented in Lincolnshire. All other types of policy outside the Highways sector will be excluded from the review. The review will aim to:

- 1) To ensure that the existing policy remains relevant, effective and does it meet requirements in line with legislation and government policy.
- 2) To propose a framework for Managing the Network Safely in Lincolnshire.
- 3) To verify whether the existing policy provides clear guidance on implementation and staff practice.

3 Conclusion

The Highways and Transport Scrutiny Committee is invited to consider this report and support the suggested framework identified in the previous section (above) for a potential in-depth review and agree to recommend to the Overview and Scrutiny Management Board that an in-depth review entitled Review of Traffic Management in Lincolnshire, should be undertaken by one of the Scrutiny Panels (A or B) later in this Council Term.

4 Consultation

a) Risks and Impact Analysis

N/A

5 Background Papers

Document title	Where the document can be viewed
Proposals for Scrutiny Reviews	https://lincolnshire.moderngov.co.uk/documents/s41841
The effects of drivers' speed on the frequency of road accidents Prepared for Road Safety Division, Department of	https://trl.co.uk/uploads/trl/documents/TRL421.pdf

Document title	Where the document can be viewed
the Environment, Transport and the Regions M C Taylor, D A Lynam and A Baruya	
County Council Speed Limit Policy	https://www.lincolnshire.gov.uk/downloads/file/1935/speed-limit-policy
Traffic Policy for Schools	https://www.lincolnshire.gov.uk/downloads/file/1961/traffic-policy-for-schools

This report was written by Karen Cassar, Assistant Director Highways- Place Directorate, who can be contacted on 07778 935822 or at karen.cassar@lincolnshire.gov.uk and Kiara Chatziioannou, Scrutiny Officer, who can be contacted on 07500 571868 or at kiara.chatziioannou@lincolnshire.gov.uk .



Open Report on behalf of Andy Gutherson, Executive Director - Place

Report to:	Highways and Transport Scrutiny Committee
Date:	24 April 2023
Subject:	Transport Quarter 3 Performance Report 2022/23

Summary:

The purpose of this report is to provide the Committee with a summary of performance for quarter 3 in relation to passenger transport and the Council's Transport Services.

The Council's integrated service contracts and manages passenger transport on behalf of the Place, Children's Services and Adult Care Directorates and local bus transport – supported routes, fully funded fixed routes and demand responsive routes using the CallConnect service. Transport Services serves the people of Lincolnshire by enabling them to travel in order to access their requirements.

As a local transport authority, the Council has statutory obligations to provide educational travel and social care transport and to secure local bus services where none are provided commercially and which the Council determines socially necessary. Local bus services have been deregulated since the mid -1980s and as such bus companies can operate bus services on a commercial basis.

This report provides an update on the key priorities of Transport Services, which were highlighted in the previous report, including the Educational Travel Transformation Programme.

Actions Required:

The Highways and Transport Scrutiny Committee is requested to consider and comment on the detail of the report and recommend any changes or actions to the Executive Member for Highways, Transport and IT.

1. Background

1.1 Overview of Lincolnshire's Passenger Transport

1.1.1 The passenger transport industry continues to face numerous pressures, for both bus and taxi suppliers. Whilst there has been a temporary respite on rising fuel costs, the industry expects this to be short term. The national living wage increases take effect in April and driver shortages continue across the industry, which is resulting in reduced resilience in operators' ability to respond to operational issues such as staff sickness. The Department for Transport (DfT) continues to support bus operators financially until the end of June 2023, and patronage levels are still not returning to pre-covid levels with many reporting carrying 65-70% of pre covid numbers. The role of CallConnect in Lincolnshire continues to provide a complementary network in areas of Lincolnshire where fixed, conventional bus services are not viable. Patronage levels on CallConnect have bucked the national trend, with the past 6 months averaging 98% of pre covid levels. The return of passengers, particularly those who are most vulnerable, to CallConnect in such numbers demonstrates that our residents find the service to be a safe and reliable way to travel and remain independent.

1.1.2 As reported to the previous meeting, an adopted Lincolnshire Enhanced Plan and Scheme was considered, providing an opportunity for collaborative and partnership working between bus operators and the Council. The adoption of the plan allows access to future DfT discretionary funding streams for public transport. The partnership group meets on a quarterly basis, and the focus is currently on traffic light priorities and the bus operators agreeing a Passenger Charter.

1.2 Progress on Transport Services' Medium to Long Term Priorities

1.2.1 Transport Services is working on the following key priorities, in order to maximise opportunities, manage risks and in order to work towards establishing a Lincolnshire passenger transport strategy.

1.2.2 **Transport Services staff restructure** – The new service-wide staff structure went live on 1 February 2023, which included a new management team, all of whom are internal to the service which is testament to the level of knowledge and skills in the service. There remain circa 16 vacancies predominantly in the operations function, which is the largest team with the most significant volumes of activity. These vacancies will be subject to a second round of recruitment, starting at the end of March. This is a significant amount of resource to be managing without, requiring high levels of flexibility and agility across the service, in addition to prioritisation. Staff remain positive about the new structure and are working collaboratively across the service to build new working relationships and strategic connections.

1.2.3 **Educational Travel Transformation Programme** – the 3 year programme started in October 2021, with the initial focus on educational travel. Significant progress has been made on all of the transformation programme workstreams for educational

travel, with overall objectives being to transform the transport service, make it fit for purpose, and deliver significant cost avoidance of circa £5million per annum. Working with Edge Public Solutions, activity has to date progressed across multiple elements themed into 3 key areas: Efficiencies, performance culture, and shifting the offer. As the service has been developing, transformation activity has become service-wide. The success of a new staff structure and the release of previously underutilised expertise across the service, has enabled the Transport Leadership Team to advance ahead of the anticipated position whilst providing the right levels of assurance to the Executive and Corporate Leadership Team.

1.2.3.1 Educational travel focused achievements to date include:

- New Dynamic Purchasing System operational and a 3 year procurement plan being implemented, with supplier engagement and new supplier contracts;
- Cost avoidance of £3.32m as at the end of December 2022 – this figure will be updated at year end;
- End to end process from eligibility to travel provision now in one service, including the transfer of budgets;

1.2.3.2 There remain key areas for service development, including the following:

- Staff structure completed with all vacancies filled and staff continual development embedded;
- Cultural shift continuing, including a focus on customer service, in partnership with the Council's Customer Service Centre;
- Management information development and use to drive a high performing service, including through a collaborative dashboard with Children's Services in order to project future trends and impacts;
- Implementation of the new Travel Options function, to enabling and empowering pupils to use travel modes alternative to taxis – from travel training SEN pupils to maximising opportunities for sustainable travel;
- Management of the educational travel budget pressure, which remains high for 2023/24 and is higher than 2022/23 for the following reasons:
 - Contract prices continue to increase – whilst tendering is more effective now through the DPS, the prices from the market continue to increase and our ability to control these prices is limited
 - Constant, daily changes to passenger requirements – this averages to approximately 50 per day across the year
 - Constant, daily increases in passenger numbers – for example in November 2022 we had circa 20 new passengers per day being granted eligibility.

1.2.4 **Key performance measures and reporting** – The focus for developing performance measures is on educational travel. From a Public Transport perspective, the Council does not have direct control over the commercial network and, as such, developing measures would not be appropriate at this stage.

1.2.4.1 Transport Services manages more than 1,500+ contracts with more than 300 suppliers. As such, monitoring the effectiveness of these contracts is an

important part of service performance. The service inputs into a corporate report on contracts and differentiates between 6 contract types (shown below) and the Red, Amber or Green (RAG) rating status for each is static, however the contract prices and the issues surrounding market capacity mean that the RAG status is either amber or red for all. Transformation activity is underway to mitigate and manage all issues.

- i. Educational Travel - SEND
- ii. Educational Travel – Mainstream
- iii. Social Care Travel - Children's
- iv. Social Care Travel – Adults
- v. Tendered Local Bus Transport
- vi. Call Connect

1.2.4.2 As was summarised in the previous report, in order to manage and monitor Education Travel performance, performance measures are being established and a dashboard created. There has been a delay in creating a Power BI dashboard linking directly to the IMT database system used by Transport Services, and this is planned to be created later this year – a project plan is in development with the Corporate Performance Team, which is supporting the implementation, and this will enable a completion date to be set. The delays have been caused by how the database system is set up, which creates issues with accessing accurate data.

1.2.5 **Category Management Plan for Transport Supplier Market** – As per the previous report, an important part of a passenger transport strategy for Lincolnshire will be a vision and strategy for the transport supplier market the Council needs to meet the needs of residents and visitors. In the medium to longer term, a management and development plan will be established in partnership with transport suppliers, to agree the market required as well as the opportunities and barriers involved. The current focus is to collect data and information from tendering activity, which will inform this piece of work. This priority will not be a key priority until later in the 2023/24.

1.2.6 **Lincolnshire Network Review** – We continue to work with operators to identify future demand levels for bus services and commercial plans for the network in Lincolnshire, as we work towards an integrated passenger transport network. The initial focus has been on contacting schools to collect data and information on travel provision they arrange themselves for their scholars. This information is now being reviewed and analysed to understand the potential opportunities for these passengers to use the commercial bus network. The results will be discussed with operators in May and June 2023, with further engagement with schools planned by the end of the year.

2. Conclusion

2.1 The Highways and Transport Scrutiny Committee is requested to consider and comment on the detail of the report and recommend any changes or actions to the Executive Member for Highways, Transport and IT.

3. Consultation

a) Risks and Impact Analysis

The Transport Services risk register is regularly monitored and managed in accordance with the Council's approach to risk management. The two highest scored residual risks are the negative impact of operating costs and inflationary costs of bus and taxi operators, on the service budget; and the inability to recruit and retain employees.

4. Background Papers

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

This report was written by Verity Druce, who can be contacted on 07920 576612 or Verity.Druce@lincolnshire.gov.uk.

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Open Report on behalf of Andrew Crookham, Executive Director – Resources

Report to:	Highways and Transport Scrutiny Committee
Date:	24 April 2023
Subject:	Highways and Transport Scrutiny Committee Work Programme

Summary:

This item enables the Committee to consider and comment on the content of its work programme for the coming year to ensure that scrutiny activity is focused where it can be of greatest benefit. The work programme will be reviewed at each meeting of the Committee to ensure that its contents are still relevant and will add value to the work of the Council and partners.

Actions Required:

Members of the Highways and Transport Scrutiny Committee are invited to:

- (1) Review and approve the contents of its work programme; and,
- (2) Highlight any additional scrutiny activity which could be included for consideration in the work programme.

1. Background

Overview and Scrutiny should be positive, constructive, independent, fair, and open. The scrutiny process should be challenging, as its aim is to identify areas for improvement. Scrutiny activity should be targeted, focused and timely and include issues of corporate and local importance, where scrutiny activity can influence and add value.

All members of overview and scrutiny committees are encouraged to bring forward important items of community interest to the committee whilst recognising that not all items will be taken up depending on available resource.

Members are encouraged to highlight items that could be included for consideration in the work programme.

2. Work Programme

24 April 2023	
Item	Contributor
1. Anglian Water Street Works Performance Improvements	Mick Phoenix, Traffic Manager-Place Ashley Behan, Street Works and Permitting Manager Anglian Water Representatives
2. Lincolnshire Traffic Management Working Group – Outcomes Report	Karen Cassar, Assistant Director, Highways
3. Transport - Quarter 3 Performance Report	Nicole Hilton, Assistant Director – Communities Verity Druce, Head of Transformation Services Helen Reek, Senior Projects Officer, Transport Services

22 May 2023	
Item	Contributor
1. Levelling Up Fund - A16 Corridor Improvements - Springfields and Greencell <i>(Pre-decision Scrutiny - Executive Councillor- 30 May – 2 June 2023)</i>	Sam Edwards, Head of Highways Infrastructure and Laboratory Services
2. Grantham Future High Street Fund - Station Approach <i>(Pre-decision Scrutiny- Executive Cllr Decision 30 May 2023 - 2 Jun 2023)</i>	Sam Edwards, Head of Highways Infrastructure and Laboratory Services
3. Highways – Gully Cleansing/Repair and Surface Water Flooding – Update	Richard Fenwick, Head of Highways Asset and Local Management Services Shaun Butcher, County Programme Manager
4. Street works and Permitting - Progress Report	Mandi Robinson, Network Regulation Compliance Manager
5. Process for the Adoption of Private Streets	Liz Burnley, County Manager for Development

17 July 2023	
Item	Contributor
1. Winter Service Plan 2022/23 <i>(Pre-decision scrutiny – Executive Cllr decision 24 - 31 Jul 2023)</i>	Karen Cassar, Assistant Director - Highways Johnathan Evans, Head of Highways, Client, and Contract Management

17 July 2023	
Item	Contributor
2. Highways– Quarter 4 Performance Report (1 January - 31 March 2023) (inc. Road Condition Indicator data)	Karen Cassar, Assistant Director - Highways Jonathan Evans, Head of Highways, Client and Contract Management
3. Major Work Schemes Report	Sam Edwards, Head of Highways Infrastructure and Laboratory Services
4. Passenger Transport Annual Update	Nicole Hilton, Assistant Director – Communities, Helen Reek, Senior Projects Officer – Transport Services
5. Transport – Quarter 4 Performance Report (1 January - 31 March 2023)	Nicole Hilton, Assistant Director – Communities Verity Druce, Head of Transformation Services Helen Reek, Senior Projects Officer, Transport Services

11 September 2023	
Item	Contributor
1. Highway Works, Professional Services and Traffic Signals Contract Extension (Pre-decision scrutiny – Executive Cllr decision 18 - 25 Sep 2023)	Jonathan Evans, Head of Highways, Client and Contract Management
2. North Hykeham Relief Road - Permission to Submit Planning Application (Pre-decision scrutiny – Executive decision 3 rd October 2023)	Sam Edwards, Head of Highways Infrastructure and Laboratory Services
3. Highways – Quarter 1 Performance Report (1 April – 30 June 2023)	Jonathan Evans, Head of Highways, Client and Contract Management
4. Major Work Schemes Report	Sam Edwards, Head of Highways Infrastructure and Laboratory Services
5. Transport - Quarter 1 Performance Report (1 April 2023 to 30 June 2023)	Nicole Hilton, Assistant Director – Communities Verity Druce, Head of Transformation Services Helen Reek, Senior Projects Officer, Transport Services

23 October 2023	
Item	Contributor
1. Highways Infrastructure Asset Management Plan 2023 <i>(Pre-decision scrutiny – Executive Cllr decision 30 Oct 2023 - 6 Nov 2023)</i>	Jonathan Evans, Head of Highways, Client and Contract Management
2. Highways Infrastructure Asset Management Policy <i>(Pre-decision scrutiny – Executive Cllr decision 30 Oct 2023 - 6 Nov 2023)</i>	Jonathan Evans, Head of Highways, Client and Contract Management
3. Transport Connect Limited (TCL) - Teckal Company Update Report	Nicole Hilton, Assistant Director – Communities Verity Druce, Head of Transformation Services Helen Reek, Senior Projects Officer, Transport Services
4. Highways – Gully Cleansing/Repair and Surface Water Flooding- Update	Richard Fenwick, County Highways Manager Shaun Butcher, County Programme Manager

11 December 2023	
Item	Contributor
1. Highways - Quarter 2 Performance Report (1 July to 30 September 2023)	Jonathan Evans, Head of Highways, Client and Contract Management
2. Major Work Schemes Report	Sam Edwards, Head of Highways Infrastructure and Laboratory Services
3. Transport - Quarter 2 Performance Report (1 July to 30 September 2023)	Nicole Hilton, Assistant Director – Communities, Verity Druce, Head of Transformation Services
4. Anglian Water Street Works Performance – Update on Action Plan	Mick Phoenix, Traffic Manager-Place Ashley Behan, Street Works and Permitting Manager Anglian Water Representatives

3. Items to be programmed:

- Civil Parking Enforcement Annual Report 2022 – 2023 (Autumn 2023)
- Stamford Transport Strategy (Autumn/Winter 2023)
- Annual Update on the Approach to Transport Strategy Developments (Winter 2023-24)

4. Conclusion

Members of the Committee are invited to review and comment on the work programme and highlight any additional scrutiny activity which could be included for consideration in the work programme.

5. Consultation

a) Risks and Impact Analysis

N/A

6. Appendices

These are listed below and attached at the back of the report	
Appendix A	Forward Plan of Decisions relating to the Highways and Transport Scrutiny Committee

7. Background Papers

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

This report was written by Kiara Chatziioannou, Scrutiny Officer who can be contacted on 07500 571868 or by e-mail at kiara.chatziioannou@lincolnshire.gov.uk.

Forward Plan of Decisions relating to the Highways and Transport Scrutiny Committee

MATTERS FOR DECISION	DATE OF DECISION	DECISION MAKER	PEOPLE/GROUPS CONSULTED PRIOR TO DECISION	HOW AND WHEN TO COMMENT PRIOR TO THE DECISION BEING TAKEN	KEY DECISION YES/NO	DIVISIONS AFFECTED
Lincolnshire Enhanced Partnership Plan and Scheme for Buses [I029212]	27 - 31 March 2023	Executive Councillor: Highways, Transport and IT	Highways and Transportation Scrutiny Committee	Support Services Manager (Transport Services) E-mail: Helen Reek Helen.Reek@lincolnshire.gov.uk	No	All Divisions
Grantham Future High Street Fund - Station Approach [I027897]	30 May 2023 - 2 Jun 2023	Executive Councillor: Highways, Transport and IT	Highways and Transportation Scrutiny Committee	Senior Project Leader (Major Schemes) E-mail: teresa.james@lincolnshire.gov.uk	Yes	Grantham Barrowby; Grantham East; Grantham North; Grantham South; Grantham West
Levelling Up Fund Project - A16 Improvement Corridor - Springfields and Greencell Roundabouts [I027898]	30 May 2023 - 2 Jun 2023	Executive Councillor: Highways, Transport and IT	Highways and Transportation Scrutiny Committee	Senior Project Leader (Major Schemes) E-mail: teresa.james@lincolnshire.gov.uk	Yes	Spalding East; Spalding Elloe; Spalding South; Spalding West

MATTERS FOR DECISION	DATE OF DECISION	DECISION MAKER	PEOPLE/GROUPS CONSULTED PRIOR TO DECISION	HOW AND WHEN TO COMMENT PRIOR TO THE DECISION BEING TAKEN	KEY DECISION YES/NO	DIVISIONS AFFECTED
Winter Service Plan 2022/23 [I029250]	Between 24 Jul 2023 and 31 Jul 2023	Executive Councillor: Highways, Transport and IT	Place DLT Highways and Transport Scrutiny Committee (17 July 2023)	Head of Highways, Client and Contract Management E-mail: jonathan.evans@lincolnshire.gov.uk	Yes	All Divisions
Highway Works, Professional Services and Traffic Signals Contract Extension [I029251]	Between 18 Sep 2023 and 25 Sep 2023	Executive Councillor: Highways, Transport and IT	Place DLT Highways and Transport Scrutiny Committee (11 September 2023)	Head of Highways, Client and Contract Management E-mail: jonathan.evans@lincolnshire.gov.uk	Yes	All Divisions
Highways Infrastructure Asset Management Plan 2023 [I029249]	Between 30 Oct 2023 and 6 Nov 2023	Executive Councillor: Highways, Transport and IT	Place DLT Highways and Transport Scrutiny Committee (23 October 2023)	Head of Highways, Client and Contract Management E-mail: jonathan.evans@lincolnshire.gov.uk	Yes	All Divisions

Forward Plan of Decisions relating to the Highways and Transport Scrutiny Committee

MATTERS FOR DECISION	DATE OF DECISION	DECISION MAKER	PEOPLE/GROUPS CONSULTED PRIOR TO DECISION	HOW AND WHEN TO COMMENT PRIOR TO THE DECISION BEING TAKEN	KEY DECISION YES/NO	DIVISIONS AFFECTED
Highways Infrastructure Asset Management Policy [I029248]	Between 30 Oct 2023 and 6 Nov 2023	Executive Councillor: Highways, Transport and IT	Place DLT Highways and Transport Scrutiny Committee (23 October 2023)	Head of Highways, Client and Contract Management E-mail: jonathan.evans@lincolnshire.gov.uk	Yes	All Divisions
North Hykeham Relief Road - Permission to Submit Planning Application [TBC]	3rd October 2023	Executive	Highways and Transport Scrutiny Committee	Head of Highways Infrastructure and Laboratory Services E-mail: sam.edwards@lincolnshire.gov.uk	Yes	Bassingham and Welbourn; Eagle and Hykeham West; Hykeham Forum; Potterhanworth and Coleby; Swallow Beck and Witham; Waddington and Hykeham East; Washingborough