

## Lancashire County Council

### Burnley Three Tier Forum

Monday, 1st September, 2014 at 6.30 pm in Committee Rooms 2 and 3, Town Hall, Burnley

#### Agenda

- | No. | Item   |                 |
|-----|--|-----------------|
| 1.  | <b>Appointment of Chair.</b>   |                 |
| 2.  | <b>Appointment of Deputy Chair.</b>  |                 |
| 3.  | <b>Membership and Terms of Reference.</b>  | (Pages 1 - 4)   |
| 4.  | <b>Apologies.</b>  |                 |
| 5.  | <b>Note of the last meeting.</b>   | (Pages 5 - 10)  |
| 6.  | <b>Updates from the Trading Standards Service</b><br>The Forum will receive presentations in relation to the following:<br><br>a) <b>Electronic cigarettes and Electronic Shisha bars.</b><br>b) <b>Rogue Traders</b>                                      |                 |
| 7.  | <b>Action Sheet update from the Last Meeting.</b>  | (Pages 11 - 12) |
| 8.  | <b>2014/15 Quarter 1 Environment Directorate Performance Dashboard</b>   | (Pages 13 - 14) |
| 9.  | <b>Developing the Three Tier Forums - feedback on the review.</b><br><br>A copy of the report presented to the County Councils Cabinet on the 8 <sup>th</sup> May 2014 in connection with the above together with an extract from the Minutes is attached. | (Pages 15 - 36) |
| 10. | <b>Tour de France review</b><br>Oral report.   |                 |

- No. Item**
- 11. Transport and Asset Management Plan (TAMP).** (Pages 37 - 88)
- 12. Events on the highway - policy and procedures for highway management.** (Pages 89 - 124)
- 13. Themes for future meetings**  
Any suggestions for themes to be discussed at future meetings should be forwarded to the Chair and Harry Ballantyne, Localities Officer, Environment Directorate: Strategy and Policy, Mobile 07717 423903 or by email to [harry.ballantyne@lancashire.gov.uk](mailto:harry.ballantyne@lancashire.gov.uk)
- 14. Urgent Business**  
An item of urgent business may only be considered under this heading where, by reason of special circumstances to be recorded in the minutes, the Chair of the meeting is of the opinion that the item should be considered at the meeting as a matter of urgency
- 15. Date of Next Meeting**  
The next scheduled meeting of the Forum will be held at 6.30pm on the 17th November 2014 in Committee Rooms 2 and 3 at the Town Hall, Manchester Road, Burnley.

I Young  
County Secretary and Solicitor

County Hall  
Preston

# Agenda Item 3

## **Burnley 3 Tier Forum**

1<sup>st</sup> September 2014

### **Membership and Terms of Reference of the Forum.**

#### **Membership**

The Burnley 3 Tier Forum consists of all County Councillors with an Electoral Division within the District, together with an equal number of Borough Councillors and a Parish Councillor representing the Parish and Town Councils within the District.

The current membership of the Forum is as follows.

#### Lancashire County Council

County Councillor M Brindle  
County Councillor T Burns  
County Councillor Dr M Hassan  
County Councillor M Johnstone  
County Councillor T Martin  
County Councillor J Sumner

#### Burnley Borough Council

Councillor H Baker\*  
Councillor J Cunningham  
Councillor J Fifield\*  
Councillor G Frayling  
Councillor A Newhouse\*  
Councillor T Porter

\*new representatives as approved by the Borough Council on the 4<sup>th</sup> June 2014

The Parish and Town Councils representative on the Forum is Councillor Gill Smith from Cliviger Parish Council.

#### **Terms of Reference**

- a) The Forum is a joint business meeting of County, District, and Town and Parish Councillors, open to the public.
- b) The membership of the Forum will be all local County Councillors with an Electoral Division within the District and an equal number of District Councillors appointed by the District Council, and one Parish/Town Council representative nominated from the Parish Councils within the District area. District Councils and the Parish/Town Councils can nominate deputies or replacements in accordance with their own procedures. The officer(s) supporting the meeting must be notified of any changes prior to a meeting. Political balance rules do not apply to the Three Tier Forum, although districts may follow these for their nominations.
- c) The Forum will discuss issues that are of joint interest across the three levels of local government in the area. Agenda items will focus on strategic issues relating to all local councils in the area.
- d) Any member of the Forum can request that an item is considered at a future meeting of the Forum. The Chair is responsible for agreeing the agenda and

deciding whether an issue raised by a member will appear on an agenda. Where issues are raised that do not fall within the remit of the Forum these will be dealt with via the appropriate mechanism.

- e) Public speaking is permitted on the following basis - on each agenda item for up to 3 minutes per person at the discretion of the Chair.
- f) The Chair is responsible for managing the debate at the meeting. The Chair's ruling on any aspect of a member of the Forums right to speak will be final. Members who persistently ignore the ruling of the Chair may after being warned, be asked to leave the room for the duration of the meeting.
- g) Decisions of the Forum should be by consensus wherever possible. In the event that a consensus cannot be reached, decisions are by simple 'show of hands' majority with the Chair having a casting vote.
- h) The Forum is not a formal committee of County, District or Parish Councils, therefore Access to Information provisions do not apply. However, as they are public meetings, agendas and minutes will be available on the County Council's website and by request can be obtained in person at County Hall, Preston.
- i) The Chair and Deputy will be elected at the Annual Meeting from amongst the membership of the Forum. Should a vacancy arise during the year, a new Chair or Deputy will be elected. A Chair or Deputy may be removed from their position by a vote of the Forum.
- j) The Forum will meet 3 times a year, one of which will be the Annual Meeting. The Forum does not have the authority to establish sub groups or working groups. From April 2014, the Annual Meeting will be the first meeting of the Forum after the County Council's AGM.
- k) Urgent business is allowed, with the consent of the Chair. Any member wishing to raise a matter of urgent business should advise the Chair via the officer support for the Forum as soon as possible.
- l) The "Protocol on Public Speaking at Three Tier Forums" applies (see below).

### **Protocol for Public Speaking at the Burnley Three Tier Forum**

For the purpose of this protocol, "members of the public" includes members of the press and parish and district councillors who are not members of the Forum. It does not include officers of county or district authorities who are in attendance to support and advise the meeting.

Each Forum will agree at what points of the meeting members of the public will be entitled to speak. **On the 25<sup>th</sup> November 2013 the Forum agreed that members of the public would be allowed to speak during the discussion of each item on the agenda.**

Each Forum may also set a maximum length of time for any individual speech from a member of the public. **On the 25<sup>th</sup> November 2013 the Forum agreed that each speaker would have up to 3 minutes per person, to be managed by the Chair at their discretion.**

Public speaking must be on topics included on the agenda for the meeting.

Whilst a member of the public is speaking, no interruption shall be allowed from either a member of the Forum or another member of the public.

However, the Chair of the meeting may intervene in the speech of a member of the public. This includes the right of the Chair to terminate a speech if it is felt appropriate to do so. The Chair's judgement will be informed by the following provision:

Members of the public must not

- Speak at a point in the meeting other than those specified
- Interrupt another speaker
- Speak for longer than the allotted time
- Reveal personal information about another individual
- Make a personal complaint about a service provided by County, District or Town/Parish Councils in the area.
- Make individual or personal complaints against any member of the authority.
- Reveal information which they know or believe to be confidential.
- Use offensive, abusive or threatening language.
- Ignore the ruling of the Chair of the meeting.

Members of the public who breach these guidelines may, following a warning, be asked to leave the meeting. If a person refuses to leave the room, the Chair shall adjourn the meeting for a short period of time and if necessary to a later date.

Speeches by members of the public are not expected to be the subject of a debate, nor are any questions raised expected to be answered. The Chair may, at his or her discretion, invite a response or comment from an appropriate officer or Forum member, but it is anticipated that this will be the exception rather than the rule.

The contents of any speech by a member of the public will be noted by officers supporting the Forum and will be dealt with via the appropriate mechanism.

## **Action**

The Forum is asked to note the current membership and Terms of Reference.



# Agenda Item 5

## **Burnley Three Tier Forum**

**Note of the Meeting held on Monday, 14th April, 2014 at 6.30 pm in Committee Rooms 2 and 3, Town Hall, Burnley**

**Present:**

**Chair**

Councillor W Khan, Burnley Borough Council

**Forum Members**

County Councillor M Brindle, Lancashire County Council  
County Councillor M Johnstone, Lancashire County Council  
Councillor L Pate, Burnley Borough Council  
Parish Councillor Ms G Smith - representing Parish and Town Councils in the Borough

Also in attendance:

Ms J Swift, Head of Street Scene, Burnley Borough Council.  
Mr M Wardale, Locality Officer, Lancashire County Council Environment Directorate.  
Mr M Neville, (Democratic Services) Lancashire County Council, Office of the Chief Executive.

### **1. Protocol on Public Speaking.**

A copy of the current Protocol in relation to public speaking at meetings of the Forum was presented for information and noted.

### **2. Apologies**

Apologies for absence were received from Councillor Towneley, County Councillor Sumner and County Councillor Hassan and presented on behalf of County Councillor Martin, and Councillor Cunningham.

### **3. Note of the Last Meeting.**

It was noted that Manchester Road was in Hapton and not Burnley as stated on page 7 of the Note and the text on page 10 should refer to Brougham Street.

**Agreed:** That, subject to the two amendments specified above, the Note of the meeting held on the 25<sup>th</sup> November 2013 is confirmed as an accurate record and signed by the Chair.

#### **4. Action Sheet update from the Last Meeting.**

The following items were discussed during consideration of the updates set out in the Action Sheet.

- It was noted that the proposed carriageway resurfacing on the A646 Burnley Road, from the junction of Red Lees Road to Holme Chapel, would not impact on the access to the site via Red Lees Road. However, there was concern that any resurfacing works on the A646 should be delayed until such time as the wind farm was operational so that the number of large vehicles using the A646 and other roads in the area associated with the construction of the farm was reduced.
- With regard to the discussion at the last meeting about the unadopted access to Hapton C of E Methodist Primary School, off Manchester Road, it was noted that the County Councils position was that consideration would only be given to adopting such a road if works were carried out to bring it up to the standard required by the Council, with the costs being met by the owner(s) of the land.

The Forum noted that the County Councils Development Control Committee had recently granted planning permission for the introduction of a modular building, installation of play equipment and bin store on land at Rockwood Nursery School on Kingsland Road.

- The results of traffic counts on Brunshaw Avenue/Morse Street were discussed and it was agreed that as the monitoring had shown vehicles on Brunshaw Avenue were exceeding the 20mph limit the Police should be requested to take targeted enforcement action.
- The progress in connection with the restoration of the Todmorden East Curve was noted and it was suggested that before the line became operational Network Rail be requested to clear the railway embankments of litter.

**Agreed:** That the comments of the Forum as set out above be noted and where appropriate action taken and further updates provided via the Action Sheet for this meeting.

#### **5. Review of 3 Tier Forums**

Mr Wardale reported that following the consultation last September regarding the future development of the 3 Tier Forums some Forums had agreed to open meetings to the public and the Lancaster and Chorley Forums were developing alternative arrangements in terms of the structure of the Forums which would operate for a trial period. It was also reported that the County Council was considering its wider governance arrangements and a report in relation to the future of the 3 Tier Forums was due to be presented to the Cabinet in mid May.

**Agreed:** That the update regarding the future development of 3 Tier Forums is noted.



## **6. 2013/14 Quarter 3 Environment Directorate Performance Dashboard.**

The following points were made by members of the Forum during discussion on the Dashboard for Quarter 3.

- It was reported that residents were happy with the work which had been done to establish a pedestrian crossing on Briercliffe Road in Burnley, though clarification was sought as to when the associated flashing warning lights would be installed. Mr Wardale undertook to look into the matter and provide a response.
- The issue of rogue traders was discussed and there was some concern that the public may not be able to report incidents to Trading Standards out of hours and that there was a delay in the police circulating alerts to warn the public of scams. It was suggested that a report be presented to the next meeting to inform the Forum about the work of the Trading Standards Service and also to highlight how/when incidents can be reported and in relation to the Safe Trader Scheme.
- Following on from the previous point it was reported that there had been instances where taxi drivers had been sold defective tyres by a local garage and it was suggested that the matter be referred to the Trading Standards Service for further investigation.

**Agreed:** That the comments set out above are noted and further updates provided to the members of the Forum on the issues in due course.

## **7. 2014/15 Environment Capital Programme.**

The Forum was presented with a list of schemes which had been approved by the County Councils Cabinet Member for Highways and Transportation in relation to the Capital Programme for 2014/15.

- Concern was expressed that a scheme for surface dressing along a length of the A646 Burnley Road was only scheduled to be done in Quarter 2 (July-September 2015) and it was suggested that the work should be undertaken sooner.
- The Forum welcomed the inclusion of a number of schemes in the programme which would be funded by the Local Priorities Response Fund and had been recommended at the last meeting.
- With regard to Robin House Lane a request was received for clarification of the proposed surface dressing to be used as the route was popular with riders in the Briercliffe area as they had no bridleway.

**Agreed:** That the comments of the Forum in relation to the list of schemes approved for the 2014/15 capital programme be noted and where appropriate necessary action taken and further updates provided via the Action Sheet.

## **8. Tour de France.**

The Forum was informed that the first two stages of the Tour de France would be held in the Pennine area of North Yorkshire on the 5<sup>th</sup>/6<sup>th</sup> July, 2014 and were expected to attract significant visitor numbers both from overseas and the UK.

As the event would pass close to the County boundary on both days it was anticipated that travel between Lancashire and Yorkshire would be disrupted and the County Council was in the process of identifying any roads would need to be closed and also the duration of such closures. Further news about the event and associated road closures would be made available via [www.lancashire.gov.uk](http://www.lancashire.gov.uk) (search for Tour de France) so that people could plan their travel over that weekend or avoid the disruption.

**Agreed:** That the action being taken in relation to traffic management associated with the Tour de France on the 5<sup>th</sup>/6<sup>th</sup> July 2014 is noted.

## **9. Minimum unit price for alcohol for Lancashire.**

A report was presented to the Forum on the proposal by the Cumbria and Lancashire Public Health Collaborative for the introduction of a minimum unit pricing policy for alcohol. In discussing the report members of the forum made the following comments.

1. There was general agreement that a minimum unit pricing policy for alcohol should be supported, though it was recognised that the UK had a different cultural approach to alcohol than many other European countries and so such a policy could only be one element in a much larger and coordinated approach to the issue.
2. It was noted that the introduction of a minimum unit price (MUP) for alcohol had been supported by the Scottish Parliament, though the policy was yet to be introduced in practice.
3. It was suggested that a MUP would not address the problem of binge drinking and would be difficult to enforce.
4. Members of the Forum felt that there was a need for more action to be taken in relation to the advertising of alcohol and its sale to minors or the purchase of alcohol by proxy. It was suggested that where retailers were found to be selling alcohol to minors there should be more significant punitive measures imposed.
5. It was suggested that to be effective a MUP would need to be implemented nationally by Government.

**Agreed:** That the views of the Burnley 3 Tier Forum, as set out above, be forwarded to the Cumbria and Lancashire Public Health Collaborative in response to the consultation on the introduction of a minimum unit pricing policy for alcohol.

## **10. 2014/15 Programme of Meetings.**

**Agreed:** That meetings of the Forum be held at 6.30pm in Committee Rooms 2/3 at the Town Hall, Manchester Road, Burnley on the following dates.

Monday 1st September 2014  
Monday 17th November 2014  
Monday 13th April 2015

## **11. Themes for future meetings**

The Chair invited members of the Forum to put forward ideas for discussion at future meetings and it was suggested that a report be presented in relation to the health implications of the growth in the use of E cigarettes and E Shisha bars.

Concern was expressed that what had originally been promoted as a means to help people give up smoking had now evolved into a substitute for tobacco cigarettes and was in danger of becoming a fashion accessory, particularly amongst young people. It was noted that whilst there may be evidence that E cigarettes were less harmful than tobacco they nevertheless presented some risks due to their nicotine content and posed a risk of poisoning for young children if they consumed the contents.

Reference was also made to an issue reported in the Dashboard and it was requested that a report on the work done by the Trading Standards Service in relation to tackling rogue traders (including the Safer Trader Scheme) should also be presented to the next meeting.

### **Agreed:**

1. That reports on the health implications of E cigarettes and the work of the Trading Standards Service in relation to rogue traders be presented to the next meeting.
2. That any additional suggestions for reports to future meeting be forwarded to the Chair and Locality Officer for consideration.

## **12. Urgent Business**

There were no items of urgent business for discussion at the meeting.

## **13. Date of Next Meeting**

It was noted that in accordance with the earlier decision the next meeting would be held at 6.30pm on Monday 1st September 2014 in Committee Rooms 2/3 at the Town Hall, Manchester Road, Burnley.

County Hall  
Preston

Ian Fisher  
County Secretary and Solicitor



## Burnley Three Tier Forum: Action Sheet

Meeting Date: 14<sup>TH</sup> April 2014

Action	Lead Officer	Lead Officer Comments (Including Action Taken)
<p><b>Carriageway Resurfacing on A646 Burnley Road (junction of Red Lees Road to Holme Chapel)</b> It was requested that this be delayed until after the construction of the wind farm</p>	<p>Duncan Reeve LCC</p>	<p>The carriageway resurfacing on A646 Burnley Road is programmed for early July 2014. The works will not require the road to be closed and traffic will be controlled by either stop/go boards or convoy. The wind farm construction traffic, and in particular the large loads, are planned for late July so there should be no conflict between the two activities.</p> <p>As the resurfacing is taking the form of surface dressing this has to be carried out during the summer months so it is not possible to delay it.</p> <p>We are also working very closely with the wind farm contractors to avoid any conflicts.</p>
<p><b>Hapton C of E Methodist Primary School (unadopted access)</b> concern still being expressed particularly as planning permission has recently been granted for play equipment and a bin store at Rockwood Nursery School and this will lead to extra traffic on the road</p>	<p>Oliver Starkey LCC</p>	<p>As reported at the Burnley 3 Tier Forum in November, 2013 Lancashire County Council is in receipt of many requests to carry out improvements on unadopted roads. We would only consider adopting these roads if works were carried out to bring these roads up to adoptable standards. The cost of this work ought to be met by the owner or owners of the land. The Cabinet Member for Highways and Transport, County Councillor John Fillis, has restated that it would be inappropriate for him to agree to use highway maintenance money to carry out any work on March Street or any other unadopted road.</p>
<p><b>Traffic Counts Brunshaw Avenue/Morse Street;</b> As the monitoring has shown vehicles to be exceeding the 20MPH limit the Police should be requested to take targeted enforcement action</p>	<p>Paul Binks LCC</p>	<p>Traffic counts/speed surveys were carried out in December 2013 and Morse Street had average speeds of 24mph and Brunshaw Avenue had average speeds of 29.5mph. as a result of those results SPIDS were deployed on these roads as follows:</p>

Action	Lead Officer	Lead Officer Comments (Including Action Taken)																		
		<table border="1" data-bbox="1003 331 2007 719"> <thead> <tr> <th data-bbox="1003 331 1346 400">Road</th> <th data-bbox="1346 331 1666 400">Direction of Traffic</th> <th data-bbox="1666 331 2007 400">Week Commencing</th> </tr> </thead> <tbody> <tr> <td data-bbox="1003 400 1346 469">Brunshaw Avenue</td> <td data-bbox="1346 400 1666 469">Southbound</td> <td data-bbox="1666 400 2007 469">13/01/2014</td> </tr> <tr> <td data-bbox="1003 469 1346 537">Brunshaw Avenue</td> <td data-bbox="1346 469 1666 537">Northbound</td> <td data-bbox="1666 469 2007 537">27/01/2014</td> </tr> <tr> <td data-bbox="1003 537 1346 580"></td> <td data-bbox="1346 537 1666 580"></td> <td data-bbox="1666 537 2007 580"></td> </tr> <tr> <td data-bbox="1003 580 1346 649">Morse Street</td> <td data-bbox="1346 580 1666 649">Northbound</td> <td data-bbox="1666 580 2007 649">20/01/2014</td> </tr> <tr> <td data-bbox="1003 649 1346 719">Morse Street</td> <td data-bbox="1346 649 1666 719">Southbound</td> <td data-bbox="1666 649 2007 719">03/02/2014</td> </tr> </tbody> </table> <p data-bbox="1003 756 1906 823">As a result of the further concerns raised at the 3TF the SPIDS will be redeployed in the area again in the near future.</p>	Road	Direction of Traffic	Week Commencing	Brunshaw Avenue	Southbound	13/01/2014	Brunshaw Avenue	Northbound	27/01/2014				Morse Street	Northbound	20/01/2014	Morse Street	Southbound	03/02/2014
Road	Direction of Traffic	Week Commencing																		
Brunshaw Avenue	Southbound	13/01/2014																		
Brunshaw Avenue	Northbound	27/01/2014																		
Morse Street	Northbound	20/01/2014																		
Morse Street	Southbound	03/02/2014																		
<p data-bbox="188 863 680 991"><b>Todmorden Curve;</b> Before the line becomes operational Network Rail be requested to clear the railway embankments of litter</p>	Chris Anslow LCC	We have contacted Network Rail and requested that the railway embankments are cleared of litter prior to the line becoming operational. As soon as we have had a response we have ensure that Members of the 3TF receive it.																		
<p data-bbox="188 1070 719 1230"><b>Dashboard;</b> Pedestrian Crossing at Briercliffe Road Burnley, clarification sought on when associated flashing warning lights will be installed.</p>	Oliver Starkey LCC	The reason that the flashing lights were not operational was that we were waiting for Electricity North West to provide a power supply. This has now been provided and the lights are fully operational.																		

**Summary:** Environment Directorate progress against delivery of the Commissioning Plan for Burnley in the first quarter of 2014/15

**Assistant Director of Commissioning:** Joanne Reed

✉: [joanne.reed@lancashire.gov.uk](mailto:joanne.reed@lancashire.gov.uk)

☎: 01772 530897

☑ = Progress as expected  
 ☐ = Progress not as expected  
 ☒ = Issues identified  
 ◻ = Information

**CAPITAL PROGRAMME UPDATE**

Both of the capital schemes, due for delivery in quarter 1, have been completed, and are detailed below.

**PROGRESS AS EXPECTED**

**2014/15 Capital schemes programmed for delivery in quarter 1 Urban Unclassified**

- **Harold Street from Coal Clough Lane to Cog Lane (Burnley South West)** – carriageway resurfacing works have been completed.

**Capital schemes carried over from previous quarters for delivery in quarter 1 2014/15**

**Flood Risk Management and Drainage**

- **Balderstone Lane (Burnley Rural)** - improvements to a culvert entrance trash screen (type of fence used to filter out debris in the path of a waterway and give better access to the drainage system) has been completed.

**SERVICE UPDATE**

**M65 Crash Barriers**

In July 2014, a scheme commenced on a number of bridges on or over the M65 motorway. The work will be concentrated between junctions 10 and 12 and will last for around 20 weeks. The works involve replacing some sub-standard fixings to the safety fence along the edge of the bridges. When the bridges were first constructed the fixings incorporated a rubber element which over time deteriorates. This would potentially loosen the safety fence that prevents errant vehicles falling off the edge of the bridge. This work is being done in advance of works to improve the central safety barriers.

**Community Rail Partnership (CRP) Programme Improvements**

The new station building at Burnley Manchester Road is nearly complete. The station was visited by officers from the DfT and the Citizens' Rail Partnership who have part funded the project. Warrington Council also visited the station as they were impressed with the plans and felt that it may assist them with the development of a new station at Warrington West. Additional works have now been identified to refurbish the ramp and platform surfaces which will be addressed by Network Rail. A scheme for the upgrading of Rose Grove station is being developed with Northern Rail and the CRP to provide enhanced facilities in connection with the new Manchester rail service.

**Road and Street Maintenance**

2014/15	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	13/14 Target
<b>Burnley</b>													
Monthly % of defects filled within 20 working days	81%	94%											90%
Cumulative % of defects filled within 20 working days		86%											
<b>Lancashire</b>													
Cumulative % of defects filled within 20 working days	94%	95%											90%

Between April and May 2014/15, a total of 1,427 highway defects were identified by regular Highway Safety Inspections (HSI) or reported by the public in Burnley. 86% of these defects were repaired within 20 working days. Performance in April did not achieve the target, but a focus on the timeliness of recording and reporting defect repairs in May has delivered a significant improvement. Steps have been taken to ensure that performance continues to improve that achieve monthly and cumulative targets in the future.

**Centenary Way Viaduct Major Maintenance Scheme**

This is a seven span continuous bridge carrying the A682 through the centre of Burnley. It is a critical part of Burnley town centre's road network, and without it effective movement through Burnley would be impossible. Due to its poor condition, abnormal loads are currently banned from the viaduct. This scheme will rectify the numerous defects that have been identified in the structure and allow it to reopened to all traffic. The scheme is part of the Lancashire Growth Deal which is co-funded between Lancashire Enterprise Partnership and the Government's Local Growth Fund. In July 2014 it was announced that funding for this scheme had been approved. Work is now proceeding on a business case to demonstrate value for money and a preliminary design for construction to start in 2015/2016.

**M65 Gateway Study**

The M65 is the main route connecting East Lancashire with the M6 and M61 at Bamber Bridge near Preston. It plays an essential role in the economy of this part of the county, connecting people and businesses internally, as well as providing the primary means of access to the M6, particularly for freight. Congestion is already evident during peak periods on the two lane section between the M61 and Junction 6 at Whitebirk, and is exacerbated by limited capacity, traffic flow composition and close proximity of some junctions. To ensure that the M65 continues to support the East Lancashire economy effectively, this study will investigate what may be necessary to improve capacity, reliability and safety between Junctions 2 and 6, and when such works might become necessary. It will also consider the parallel A6119/A677 route to the north of Blackburn, which provides a crucial link to the Enterprise Zone at Samsbury and the M6 at Junction 31. The study will commence in the autumn and be completed by the end of March 2015.

**M65 Burnley / Pendle Growth Corridor Improvements**

In November 2013, LCC commissioned Jacobs UK Ltd to produce a route management strategy for the M65 Corridor between Junction 6 and Colne. The strategy includes a number of small-scale interventions to tackle existing and/or future pinch-points on the highway network to support the growth ambitions of Burnley, Pendle and Hyndburn, for delivery over a three year period from 2015/16. The county council has recently secured an £8m contribution towards the £12m programme from the Government through the Lancashire Growth Deal, with the county council providing the balance through the East Lancashire Highways and Transport Masterplan. The programme comprises of a range of measures including signalisation at most of the M65 junctions, together with improvements at the A646/A679 junction at Rose Grove, and others in Burnley town centre, and on the approach to Accrington town centre from the M65. It also includes improvements to railway station infrastructure to support existing investment at Burnley Manchester Road, and forthcoming service enhancements that will also benefit Accrington and Rose Grove stations, and encourage greater use of the sustainable transport infrastructure.

**Todmorden Curve**

The latest date for service commencement is May 2015 due to issues with signalling and the availability of rolling stock. This further delay is of great concern and urgent discussions are taking place with Network Rail and Northern Rail to resolve the issue.

**Trading Standards - Consumer Support**

A Bank Hall resident had guttering work carried out by a trader. On completion of the job, damage had been caused to the neighbour's property. The consumer tried to get the trader back to rectify the damage but wasn't able to so Trading Standards contacted the trader who then agreed to return and carry out the rectification work.

A Burnley consumer was experiencing difficulty in resolving a complaint about a faulty £750 TV bought from a catalogue company 5 months earlier. During the dispute the consumer was also being charged late payment charges on her credit agreement. After intervention by Trading Standards, the company agreed to refund the cost of the TV and drop all late payment fees.

**Environment and Community Projects**

**Calico Housing Neighbourhood Improvements on Rome Avenue** - work is now substantially complete on the project to create a new community garden at Rome Avenue, South West of Burnley. An attractive area of open space is being created on a previously derelict site, providing food growing and recreation opportunities for the local community. The official opening of the community garden is expected to take place later in the year once the landscaping has been completed. The work is being funded by Calico Housing and the Lancashire Environmental Fund.





## **Extract from the Minutes of the Lancashire County Council Cabinet held on the 8<sup>th</sup> May 2014**

### **8. Developing the Three Tier Forums**

Steve Browne, Interim Executive Director for Environment, presented a report setting out details of the review of Three Tier Forums and details of the proposed pilot models in Lancaster and Chorley.

A range of comments and feedback had been received as part of the review and, as made clear within the parameters of the review, one size did not need to fit all.

The review had generated two substantive proposals, from Lancaster and Chorley. The proposed Lancaster pilot model was on the basis of a joint committee with powers to be delegated to it by both the County Council and City Council, whilst the proposed Chorley pilot model was largely a consultative arrangement. Reference was also made to proposals, still under discussion, around the Rossendale Three Tier Forum which would link to changes to Rossendale's own local forums.

Reference was also made to the engagement of Parish and Town Councils, the preference of a number of Three Tier Forums to meet in private (in contrast to the County Council's view) and the impact of the review of the political governance structure within the County Council which was ongoing. It was noted that the potential for the political make-up of the Three Tier Forums to be based on the political make-up of each District would be considered as part of this wider review of governance.

#### **Resolved:** - That:

- (i) The development of two test models, one in Lancaster and the other in Chorley, as set out in the report, now presented, be agreed, subject to proposals for the Chorley model outlined in section 6.2.a) in the report; and that any decision to continue with either of these should form part of the review of the future political governance structure for the County Council;
- (ii) Work to link the Three Tier Forum in Rossendale with the Neighbourhood Forums continues to develop, as set out in the report, now presented, be agreed;
- (iii) The County Council's preferred position, as set out in the report, now presented, is that the current Forums will meet in public; and that where this is not the case there will be no extra officer attendance from the County Council, beyond that currently in place, and no devolution of decision making power or budget by the County Council should be considered in those forums not meeting in public, and
- (iv) The status quo be maintained in relation to parish and town council representation on the Forums outside of the Chorley test model, as set out in the report, now presented.



**Cabinet - 8 May 2014**

**Report of the Interim Executive Director for Environment**

Electoral Division affected: None
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**Developing the Three Tier Forums**  
(Appendix 'A' refers)

Contact for further information:  
Steve Browne, (01772) 534112, Environment Directorate,  
[steve.browne@lancashire.gov.uk](mailto:steve.browne@lancashire.gov.uk)

**Executive Summary**

Three Tier Forums were developed in 2011, following the disestablishment of the Lancashire Local Committees. Three Tier Forums were designed to be informal business meetings where all local county councillors; an equal number of district councillors and a parish and town council representative are able to discuss and influence issues at a strategic level that are of importance to their district across the three tiers of local government.

A key priority of the County Council is to review and develop the current Three Tier Forums with an early action being to encourage Forums to open up to the public. This review, which commenced in July/August 2013 and involved wide consultation, has clear links to the significant transformation that the County Council is undertaking in response to budget reductions. It also relates very closely to the review of the Authority's political governance structure; which is to investigate options for any change in political management structure and make recommendations to Full Council on a future governance structure in December 2014.

Within the review of Three Tier Forums, proposals received from Lancaster and Chorley have the potential to provide a valuable opportunity to test out models, as the organisation undergoes this significant transformation and considers, as part of this, what model of local governance, if any, at a local level might be appropriate.

Given the significance of the reviews of both organisational and political management structures, it would be appropriate to include the development of Three Tier forums in these processes.

This report gives some further background to the Three Tier Forums; provides a summary so far of the review, including the details of the Lancaster and Chorley pilot models; sets out the organisational context within which it is now taking place and makes a number of proposals.

### **Recommendations**

Cabinet is recommended to;

- (i) Agree the development of two test models, one in Lancaster and the other in Chorley, subject to proposals for the Chorley model outlined in section 6.2.a) in the report; and that any decision to continue with either of these should form part of the review of the future political governance structure for the County Council;
- (ii) Agree that work to link the Three Tier Forum in Rossendale with the Neighbourhood Forums continues to develop;
- (iii) Agree that the County Council's preferred position is that the current Forums will meet in public; and that where this is not the case there will be no extra officer attendance from the County Council, beyond that currently in place, and no devolution of decision making power or budget by the County Council should be considered in those forums not meeting in public, and
- (iv) Agree to maintain the status quo in relation to parish and town council representation on the Forums outside of the Chorley test model.

### **1. Background and Advice**

Three Tier Forums were first piloted in three districts, Burnley, Wyre and South Ribble in 2010. Following this it was agreed, in August 2011, to roll out the Three Tier Forums to the remaining nine districts and this roll out was completed by January 2012.

They were developed following the disestablishment of the previous model of Lancashire Local Committees. These were formally constituted bodies with shaping, influencing and decision making powers.

The Three Tier Forums were set up to provide an informal mechanism that enables councillors from the three tiers of local government, on a district footprint, to come together to discuss strategic issues of importance to their district. They were designed to be different from the formally constituted Lancashire Locals and currently operate as informal business meetings. They also provided a place around the table, with equal status, for a representative from the Parish and Town Councils in a district.

They currently do not have any specific shaping, influencing or decision making powers. However it was made clear from the outset that significant weight would be given to any views of the Three Tier Forum in relation to service priorities. Councillors from all three tiers of local government have therefore been able to

influence and shape the work; particularly of the Environment Directorate through their involvement in the development of the District Commissioning Plans.

The intention has always been to broaden out the focus of the Forums to consider the full range of services delivered on a district footprint by all three tiers of government. In some cases this has started to develop, particularly in relation to the health agenda, and it is intended that this work continue, where appropriate, following the review.

## **2. Review of Three Tier Forums**

One of the County Council's priorities is a review of Three Tier Forums. The parameters of the review have been flexible in that the Leader of the County Council, in consulting on the future of three tier forums has made it clear that one size does not need to fit all. However it has been clearly stated that any arrangements need to be two/three way and benefit all parties. In a letter from the Leader of the County Council to District Leaders she states *'the importance of all parties having a shared view and ownership of arrangements, and a commitment to wanting to develop arrangements that were felt to be worthwhile that added value and that were genuinely owned'*. This has enabled the Forums, districts, and other partners, to make a wide range of suggestions. It has also provided an opportunity for districts to consider very different proposals which range from a formal joint committee to a more consultative forum.

The review took place during the late summer and autumn of 2013. Forums, districts and parish council representative bodies were asked to share their views on how they would like to see their meetings develop. The review was undertaken in two parts; firstly all members of the Three Tier Forums were asked for their views on how they wish to see the Forum in their district develop and secondly District Leaders and Parish Representative Bodies were asked for their views.

One of the key principles set out in the review was the desire to increase openness and transparency by opening meetings up to the public. This has already happened in eight of the twelve districts with Fylde, Ribble Valley, South Ribble and Wyre currently preferring to maintain the status quo and not open meetings to the public. This can be reviewed at any time.

## **3. Summary of the review**

It is clear from the responses to this review that there is not a consensus of opinion across all twelve Forums or districts. As such it does not seem likely, at this point, that a joint position with a standard model would meet the requirements of each Forum or district.

All twelve Three Tier Forums provided information for the review, outlining how they would like to see the Forums develop. Five district leaders from Chorley, Fylde, Hyndburn, Lancaster and South Ribble provided formal responses to the Leader of the County Council's letter. Another five responses, from Burnley, Pendle, Preston, Ribble Valley and Rossendale, came from the district leaders via discussions with

officers, whilst West Lancashire and Wyre chose not to provide a formal or informal response from their district leaders.

Out of these responses formal proposals have been received from Lancaster City Council and Chorley Borough Council. Following meetings with both authorities, work has been taking place to develop these proposals and the current draft Terms of Reference (ToR) are included at Appendix 'A'.

These proposals represent two different approaches and as such they present an opportunity to test different models of governance at a local level. This may prove useful as the County Council undergoes significant transformation over the next eighteen months and looks to develop approaches to working at a locality level.

The Lancaster model focuses on developing a joint committee, with the potential for devolved budgets and decision making. This has the potential to provide a locality based governance model that would provide a platform for exploring how we could work differently with the City Council.

The Chorley model is designed to be a consultative forum and does not currently involve decision making or devolution of budgets. The focus is a forum where neighbourhood issues of a strategic nature, across the 3 tiers, can be discussed. It presents the borough with an opportunity to bring a different focus to working jointly with the parishes in Chorley.

Rossendale Borough Council has more recently submitted a proposal and we have been working with officers to develop this further. Early indications are that it will represent little change in terms of resource implications or structure of meetings, the proposal centres on linking neighbourhood forum issues into the agenda setting for the meetings, where this is appropriate. It also presents the Borough Council with a mechanism for channelling neighbourhood issues when they change how they provide support to the four Neighbourhood Forums at the end of March 2014. As such it is proposed that these changes are noted and that work to develop the links to the Neighbourhood Forums continues.

Outlined in the table below is a summary of the main themes emerging from the review, beyond the formal proposals.

**Summary table of themes emerging from review**

<b>Theme</b>	<b>Theme supported by Forum</b>	<b>Theme supported by District</b>
Interest in devolution/decisions making	Burnley, Hyndburn, Pendle	Burnley, Hyndburn
Interest shown in broadening scope of areas/topics considered by forum	Burnley, Chorley, Fylde, Hyndburn, Lancaster, Pendle, Rossendale, Wyre	Burnley, Chorley, Fylde, Lancaster, Rossendale

Preference for maintaining status quo with public element	Preston	Preston
Preference for maintaining status quo without public element	Fylde, South Ribble, Ribble Valley, Wyre	South Ribble, Fylde
Suggested increase in Parish and Town Council representation	West Lancashire, Chorley, Pendle, Wyre	Chorley (as part of formal proposal)
Suggested increase in frequency of meetings (Burnley, Chorley, Hyndburn and Lancaster suggest increase to 4, Pendle suggest 6/8 weekly)	Burnley, Hyndburn, Pendle	Chorley and Lancaster (as part of formal proposals)

**Specific issues highlighted by districts**

- a. Fylde Borough Council has requested more senior officer and senior political representation at the Forums, to make them more effective. It is unlikely that the level of senior officer support requested is practical when considered against our current arrangements at other forums and bearing in mind resource implications; currently officer support is provided through attendance of Locality Officers at each meeting, plus governance support from a Democratic Services officer. Cabinet Members may choose to attend Forum meetings for a specific reason, an example being the budget item that went to the November meetings. However it is not intended that Cabinet Members will attend Forum meetings on a regular basis. Where Cabinet Members do attend regularly this is in their role as a district county councillor on the Forum outside of their role as a cabinet member on the County Council.
- b. Hyndburn Borough Council have recently submitted a response from the group leaders via the Leader of the Borough Council, which requests that the Forum be given some form of delegated budget responsibility; to enable it to make decisions at a local level. As set out in the recommendations this issue should be considered as part of the wider review of the future political governance structures for the County Council.
- c. South Ribble Borough Council have requested that rather than make any changes to the Three Tier Forum they would prefer to look at opportunities to work together with the County Council more efficiently and effectively. This work is being developed outside the scope of the review by the County Council's District Lead Senior Officer, supported by the Locality Officer.

#### **4. Organisational Context**

As this review commenced last year consideration of these proposals now needs to be aligned to the major process of organisational transformation that the County Council is undergoing. This includes the options and necessary actions being explored for the political governance system for the authority.

The transformation process will create a new organisation aligned to its key priorities and to substantially reduced future resources. An entirely new officer structure will be created by 2016.

The ongoing review and developments for Three Tier Forums, as now reported, will reflect and be considered as part of the broader process of organisational transformation and it is also suggested, will naturally form part of the review of political governance structures which will include governance arrangements for any area body structure. This review will be reporting back to the County Council's Full Council in December 2014. This will mean that any current or future developments, including work to develop the two test models in Lancaster and Chorley may be affected by the outcome of this review.

#### **5. Resource Implications**

Aligned to this is the recognition that any developments need to be considered against the officer resource available to support them. A number of proposals acknowledge this and make suggestions as to how Forums could be supported jointly by county and district officers. This suggestion was included in the proposals from Lancaster and Chorley and is part of the development of the proposals. It is felt that with this joint approach it would be possible to support the current proposals; but the position would need to be reviewed should other Forums wish to develop further proposals.

Future resourcing will be a significant factor of the broader transformational change programme and resource capacity will continue to be a key consideration of the development of Three Tier Forums in each district.

#### **6. Proposals**

Following the review and the issues highlighted; and bearing in mind the wider organisational context within which this review is now taking place it is proposed that:

1. the test models in Lancaster and Chorley continue to be developed with the respective city and borough councils providing an opportunity to test out different models at a local level; being conscious that the outcome of the review of political governance structures may affect whether these fit within the overall governance structure that may be agreed.
  - a) The ToR developed for the Chorley test model be agreed on the understanding that beyond the Locality Officer there will not be regular officer attendance from the County Council, other than when issues are of such strategic importance that officer attendance is required to move the



issue forward; and that the issue of how the Forum deals with the public question time will be decided by the chair once elected; that Cabinet agrees the proposal to rename the Forum to Chorley 3 Tier Liaison Meeting.

- b) That the draft ToR for Lancaster continues to be developed.
  - c) That work continues to develop links to Neighbourhood Forums in Rossendale as proposed as this represents little change to the structure of the Forum or the resources required.
2. the County Council's preference is for the current Forums to meet in public; and where this is not the case there will be no extra officer attendance from the County Council, beyond that currently in place, and no devolution of decision making power or budget by the County Council should be considered in those forums not meeting in public.
  3. that the status quo is maintained in respect of Parish and Town Council representation on the Forums outside of the Chorley pilot model which will provide us with experience of wider parish engagement.

### **Consultations**

As set out in the report.

### **Implications:**

This item has the following implications, as indicated:

### **Risk management**

By following the proposals contained in the report the risk of developing this work outside of the significant organisational change currently being undertaken is limited. Not following the proposals may prevent opportunities to test locally focused models of councillor engagement.

### **Financial**

At this stage the proposals set out in this report have no direct financial implications, although there may be implications for the prioritisation of the use of officer resources in order to deliver the pilot work proposed with Chorley and Lancaster.

Looking forward any proposals for the devolution of financial responsibility either to Three Tier Forums or other locality structures and the necessary systems, processes and levels of officer support will need to be reflected both in the review of the County Council's political governance structures and the proposals for the reshaping of the organisation which are currently under development. Given the likely level of resources available to deliver the entirety of the County Council's services there will be a premium on any arrangements reflecting simplicity and delivering added value in some way, potentially through the pooling of resources from different organisations.

**List of Background Papers**

Paper	Date	Contact/Directorate/Tel
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N/A

Reason for inclusion in Part II, if appropriate

N/A

## **Appendix 'A'**

### **Lancaster Three Tier Forum – Constitution and Terms of Reference**

#### **1) Role and Purpose**

The Lancaster District Three Tier Forum is a Joint Committee of the County Council, Lancaster City Council, and the Parish and Town Councils in the Lancaster district, in accordance with Section 101(5) Local Government Act 1972.

The purpose of the Three Tier Forum is to provide a democratically accountable and transparent oversight of the joint working between the tiers of local government in the district.

#### **2) Functions**

The key functions of the Lancaster Three Tier Forum are:-

- To exercise those functions delegated to it by the County Council and City Council.
- To explore opportunities for joint working between the County Council and the City Council
- To provide democratic oversight of joint working arrangements and initiatives between the County Council and the City Council

#### **3) Membership**

The membership of the Three Tier Forum shall be:

- a) All County Councillors representing divisions in the Lancaster district area.
- b) An equal number of Lancaster City Councillors, appointed by the City Council
- c) One Parish and Town Councillor representative, nominated from the Parish and Town Councils in the area, to be appointed through LALC.

#### **4) Substitutes**

- a) No substitutes or replacements are permitted for County Councillors.
- b) Lancaster City Councillors may be substituted or replaced in line with the City Council's rules and procedures.
- c) The Parish and Town Council representative may be substituted or replaced with a nominated replacement, to be provided by LALC.
- d) Any substitutions or replacements must be notified to the clerk prior to the start of the meeting.

**5) Appointment of Chair and Deputy Chair**

- a) The Chair shall be elected at the annual meeting of the Three Tier Forum.
- b) The Deputy Chair shall be elected at the annual meeting of the Three Tier Forum.
- c) The Chair and Deputy Chair shall, unless he or she resigns the office or ceases to be a member of the Three Tier Forum, continue in office until a successor is appointed at the next annual meeting.
- d) The Chair shall preside at all meetings of the Three Tier Forum. In the absence of the Chair, the Deputy Chair shall preside at the meeting. In the absence of both, the members present shall, as the first item of business, appoint one of their number to be Chair of the meeting.

**6) Clerking and Officer Support**

- a) A nominated representative of the Chief Executive of the County Council or Lancaster City Council shall act as Clerk to the Lancaster Three Tier Forum and shall be responsible for preparing and circulating agendas for meetings, advising on constitutional matters and for producing the minutes.
- b) Officers from the County Council and the City Council will attend the Three Tier Forum as appropriate to support and advise the Committee.
- c) The Forum cannot require any officer of the County Council or City Council to attend

**7) Meetings**

- a) The Lancaster Three Tier Forum will meet four times a year.
- b) Meetings shall be held in public other than in the circumstances set out in Standing Order 19
- c) Meetings will be held at an appropriate venue within the Lancaster City Council area, and will commence at 6.15, or such time as agreed by the Chair.
- d) The meeting held in June each year, or if there is no scheduled meeting that month the first meeting after June, shall be the Annual Meeting of the Lancaster Three Tier Forum.
- e) The Chair or in his/her absence the Deputy Chair may call a special meeting of the Lancaster Three Tier Forum to consider a matter that falls within its remit but cannot await the next scheduled meeting.

## **8) Delegated Powers**

- a) The delegated powers mean those powers to be discharged by the Lancaster Three Tier Forum as set out in Appendix A of this Constitution.
- b) The Lancaster Three Tier Forum shall discharge the delegated powers, within the budgetary and policy framework set by the County Council in the case of County functions or by the City Council in the case of its functions.
- c) When discharging the delegated powers the Lancaster Three Tier Forum shall take decisions only after taking into account advice given in writing or orally from relevant Officers of the County Council or of the City Council as appropriate, including legal, financial and policy advice.

## **9) Executive Decisions**

- a) An executive decision means a decision by the Lancaster Three Tier Forum that has been delegated to it by the Executive (or Cabinet) of the County Council or of the City Council.
- b) Any meeting of the Lancaster Three Tier Forum in which an executive decision is to be taken shall be held in public
- c) Standing Order 9) b) does not apply if there would be a disclosure of exempt or confidential information
- d) If the Lancaster Three Tier Forum wishes to hold a meeting at which an executive decision shall be taken in private, it must, at least 28 clear days before a private meeting, make available at County Hall, Preston, and the Town Halls in Lancaster and Morecambe a notice of its intention to hold the meeting in private, and publish that notice on the Councils' websites.
- e) A notice under Standing Order 9) d) must include a statement of the reasons for the meeting to be held in private.
- f) At least five clear working days before a private meeting, the Clerk must make available at County Hall, Preston, and the Town Halls in Lancaster and Morecambe a further notice of its intention to hold the meeting in private, and publish that notice on the Councils' websites.
- g) Such notice must include:
  - i) a statement of the reasons for the meeting to be held in private;
  - ii) details of any representations received by the County Council or City Council about why the meeting should be open to the public; and
  - iii) a statement of response to any such representations.

- h) Where the date by which a meeting must be held makes compliance with Standing Orders impracticable, the meeting may only be held in private where the Lancaster Three Tier Forum has obtained agreement from:
  - i) the Chair of the relevant Overview and Scrutiny Committee of the authority which has delegated the decision for consideration; or
  - ii) if there is no such person, or if the Chair of the relevant Overview and Scrutiny Committee is unable to act, the Chairman or Mayor of the authority which has delegated the decision for consideration; or
  - iii) where there is no Chairman or of either the relevant Overview and Scrutiny Committee or Chairman or Mayor of the relevant authority, the Vice-Chairman or the Deputy Mayor of the authority which has delegated the decision for consideration,

that the meeting is urgent and cannot reasonably be deferred.

- i) As soon as reasonably practicable after the Lancaster Three Tier Forum has obtained agreement under Standing Order 9) h) to hold a private meeting, it must make available at County Hall, Preston a notice setting out the reasons why the meeting is urgent and cannot reasonably be deferred; and publish that notice on the Council's website.

## **10) Key Decisions**

- a) A key decision is a decision which meets the definition of a key decision as defined in the constitution of the County Council (in the case of decisions delegated by the County Council) or the City Council (in the case of decisions delegated by the City Council)
- b) Key decisions may only be taken in accordance with the rules set out in relation to the taking of key decisions in the constitution of the County Council (in the case of decisions delegated by the County Council) or the City Council (in the case of decisions delegated by the City Council)

## **11) Overview and Scrutiny**

- a) Executive decisions made by the Lancaster Three Tier Forum are subject to scrutiny by the County Council's or the City Council's relevant Overview and Scrutiny Committee (depending on which authority delegated the particular function), including an Overview and Scrutiny Committee's right under the Local Government Act 2000 to request that an Executive Decision made but not implemented be reconsidered by the decision-taker (often referred to as 'call-in').
- b) The processes and procedures for the exercise by the relevant Overview and Scrutiny Committee of their 'call-in' function shall be in accordance with the Constitutions of the County Council or the City Council depending on which Authority delegated the executive decision in question.

- c) An Overview and Scrutiny Committee shall not exercise the 'call-in' function in respect of an executive decision by the Lancaster Three Tier Forum where that decision has been designated by the Lancaster Three Tier Forum as being urgent in that any delay in its implementation could adversely affect the efficient execution of their responsibilities on behalf of the County Council or the City Council, and provided that the designation and the reasons for it are recorded in the Minutes.
- d) Executive decisions made by the Lancaster Three Tier Forum shall be implemented by the County Council or the City Council as appropriate, in accordance with their respective Constitutions.

## **12) Access to Information**

Items of business may not be considered at a meeting of the Lancaster Three Tier Forum unless a copy of the item has been open to inspection by members of the public for at least five working days before the meeting (or where the meeting is convened at shorter notice, from the time the meeting is convened). However an item that has not been open to inspection may be considered where, by reason of special circumstances which shall be specified in the Minutes, the Chair of the meeting is of the opinion that the item should be considered at the meeting as a matter of urgency.

## **13) Agendas and Minutes**

- a) Agendas for meetings of the Lancaster Three Tier Forum shall be dispatched by the Clerk at least five clear working days in advance of a meeting, and will be published on the both councils' websites. The Agenda will be available for public inspection, on request, from County Hall, Preston or from Lancaster and Morecambe Town Halls.
- b) The minutes of a meeting shall be published on both councils' websites as soon as is reasonably practicable, and wherever possible within three clear working days after a meeting at which an executive decision has been made.

## **14) Quorum**

The quorum for any meeting shall be one quarter of the total membership including at least 2 representatives from each of the County Council and the City Council. If there is not a quorum of Members, the meeting shall be adjourned for 15 minutes. If after that time there is still no quorum the meeting shall be adjourned until a date and time to be fixed by the Chair

## **15) Members Code of Conduct**

Members are bound by the Code of Conduct of the authority which appointed them to the Three Tier Forum.

## **16) Voting**

All members are entitled to vote and voting shall be by show of hands, and in the case of an equality of votes the Chair of the meeting shall have a second or casting vote.

## **17) Members of the public**

The "Protocol for Public Speaking" at Appendix B applies.

## **18) Other speakers**

- a) The Lancaster Three Tier Forum may invite any person or organisation with an interest in services in the district area to attend a meeting of the committee where appropriate. Any such person shall be entitled to speak at the meeting, but shall not vote
- b) Lancaster City Councillors who are not members of the Three Tier Forum are entitled to attend meetings of the Three Tier Forum and speak, but not vote.
- c) Parish and Town Councillors who are not members of the Forum are entitled to attend meetings of the Three Tier Forum and speak, but not vote.

## **19) Exclusion of the Press and Public**

The Lancaster Three Tier Forum may, by resolution, exclude the press and public from a meeting during an item of business wherever it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the public were present during that item there would be disclosure of Exempt or Confidential information as defined by the Local Government Act 1972 and the Local Authorities (Executive Arrangements) (Access to Information) (England) Regulations 2000.

## **20) Urgent Business Procedure**

- a) The County Secretary and Solicitor may in consultation with the Chief Executive of the City Council, and with the Chair and Deputy Chair of the Lancaster Three Tier Forum, deal with matters of urgency which cannot await the next meeting and which do not in the view of the Chair and Deputy Chair warrant a special meeting being convened.
- b) Any decision taken under the Urgent Business Procedure shall be reported to the next meeting of the Forum.

## **21) Conduct at Meetings**

The conduct of meetings and the interpretation of these Standing Orders are at all times a matter for the Chair of the meeting whose ruling is final.



**Appendix A – Delegated Matters**

(To be agreed)

DRAFT

## **Appendix B – Protocol on Public Speaking**

For the purpose of this protocol, "members of the public" includes members of the press. It does not include officers of county or district authorities who are in attendance to support and advise the meeting.

The Lancaster Three Tier Forum will allow up to 20 minutes for public contributions at the beginning of each meeting. Members of the Public may also speak on any item on the agenda.

Public speaking must be on topics included on the agenda for the meeting.

Whilst a member of the public is speaking, no interruption shall be allowed from either a member of the Forum or another member of the public.

At all times, permission of the public to speak is subject to the discretion of the Chair of the meeting. This includes the right of the Chair to terminate a speech if it is felt appropriate to do so. The Chair's judgement will be informed by the following provision:

Members of the public must not

- Speak at a point in the meeting other than those specified
- Interrupt another speaker
- Speak for longer than the allotted time
- Reveal personal information about another individual
- Make a personal complaint about a service provided by County, District or Town / Parish Councils in the area
- Make individual or personal complaints against any member or officer of the authority, or against any other individual
- Reveal information which they know or believe to be confidential
- Use offensive, abusive or threatening language
- Ignore the ruling of the Chair of the meeting

Members of the public who breach these guidelines may, following a warning, be asked to leave the meeting. If a person refuses to leave the room, the chair shall adjourn the meeting for a short period of time and if necessary to a later date

Speeches by members of the public are not expected to be the subject of a debate, nor are any questions raised required to be answered at the meeting. The Chair may, at his or her discretion, invite a response or comment from an appropriate officer or Forum member. Otherwise, comments will be noted and dealt with outside of the meeting, or, if appropriate, be the subject of an agenda item at a future meeting of the Forum.

## **Chorley Three Tier Forum -Terms of Reference**

### **Role and Purpose**

The Chorley Three Tier Forum is a joint meeting of the County Council, Chorley Borough Council, and the Parish and Town Councils in the Chorley district area.

The Forum will be a consultative meeting held in public at which the three tiers of local government in the Chorley area consider issues of shared priority and concern, and through which all three tiers can seek the views of others on strategic issues which impact on the local community.

### **Functions**

The key functions of the Chorley Three Tier Forum are:-

- To allow elected representatives to have an overview of Borough and County strategic priorities
- To enable Parish and Town Councils to engage with the County and Borough Council on issues of strategic importance which impact on the local community within the Chorley borough area.
- To provide a forum for significant issue facing all three tiers of government to be raised and debated in advance of decisions being made

### **Membership**

The membership of the Chorley Three Tier Forum shall be

- All seven Chorley County Councillors.
- One Borough Councillor from each of the eight Neighbourhood Areas.
- One additional Borough Councillor to represent Chorley town area
- One Parish/Town Councillor from each of the 22 Parish/Town Councils in Chorley Borough

Any County Council or Borough Council Executive Member may attend and speak at any meeting of the Forum, at the invitation of the Chair.

The officer(s) supporting the meeting must be notified of any changes in membership, prior to a meeting. Political balance rules do not apply to the Three Tier Forum

### **Meetings**

The Chorley Three Tier Forum shall meet four times a year at Chorley Town Hall, unless otherwise agreed by the Chair of the Forum.

### **Agendas**

- The Forum will discuss issues that are of joint interest across the three levels of local government in the area. Agenda items will focus on strategic matters that impact on the local community.

- Any member of the Forum can request that an item is considered at a future meeting of the Forum. The Chair and Deputy Chair are jointly responsible for agreeing the agenda and deciding whether an issue raised by a member will appear on an agenda. Where an issue raised does not fall within the remit of the Forum these will be dealt with via the appropriate mechanism and the member advised accordingly.
- Urgent business is allowed in exceptional circumstances and with the consent of the Chair and Deputy Chair. Any member wishing to raise a matter of urgent business should advise the Chair via the officer support for the Forum as soon as possible.

### **Officer Support**

Secretarial support to the Chorley Three Tier Forum will be provided by an officer nominated by the Chief Executive of Chorley Borough Council.

Officers of the County Council and the Borough Council may attend the Forum if appropriate.

### **Public Speaking**

The Protocol for Public Speaking at Appendix A applies.

### **Debate**

The Chair of the meeting is responsible for managing the debate at the Forum. The Chair's ruling on any aspect of a member of the committee's right to speak will be final. Members who persistently ignore the ruling of the Chair may be asked to leave the meeting.

### **Voting**

As a Consultative Forum it is expected that decisions will be taken mainly by consensus, however where a vote is required, decisions are by simple 'show of hands' majority with the chair having a casting vote.

### **Access to Information**

The Forum is not a formal committee of the County, District or Parish Councils, therefore Access to Information provisions do not apply. However, as it is a public meeting, agendas and minutes will be available on the website of the County Council and the Borough Council and by request can be obtained in person at County Hall, Preston and Chorley Town Hall.

### **Chair and Deputy Chair**

The Chair and Deputy Chair will be elected at the first meeting in the Council year from amongst the membership of the Forum. Should a vacancy arise during the year, a new Chair or Deputy will be elected. A Chair or Deputy may be removed from their position by a vote of the Forum.

The Chair shall alternate each year between the County Council and the Borough Council. The Deputy Chair will always be from the County or Borough Council not represented by the Chair.

The Chair shall preside at all meetings of the Forum. In the absence of the Chair, the Deputy Chair shall preside. In the absence of both the Chair and Deputy, the members present, as the first item of business, appoint one of their number to be Chair of the meeting.

### **Protocol for Public Speaking at Three Tier Forums**

In order to allow members of the Forum and members of the public to raise issues of local concern, a period of 20 minutes has been set aside at the beginning of the meeting.

For the purpose of this protocol, "members of the public" includes members of the press and parish and district councillors who are not members of the Forum. It does not include officers of county or district authorities who are in attendance to support and advise the meeting.

A member of the public may speak for no more than 3 minutes. Members of the public are not required to give notice of the issue they intend to raise, although it is expected in the case of service issues that the appropriate mechanisms for resolving the issue have been explored. Where a question is raised which cannot be answered at the Forum, a record will be kept by officers supporting the Forum and it will be responded to via the appropriate mechanism.

Whilst a member of the public is speaking, no interruption shall be allowed from either a member of the Forum or another member of the public.

However, the Chair of the meeting may intervene in the speech of a member of the public. This includes the right of the Chair to terminate a speech if it is felt appropriate to do so. The Chair's judgement will be informed by the following provision:

Members of the public must not

- Speak at a point in the meeting other than those specified
- Interrupt another speaker
- Speak for longer than the allotted time
- Reveal personal information about another individual
- Make a personal complaint about a service provided by County, District or Town / Parish Councils in the area
- Make individual or personal complaints against any member of the authority
- Reveal information which they know or believe to be confidential
- Use offensive, abusive or threatening language
- Ignore the ruling of the Chair of the meeting

Members of the public who breach these guidelines may, following a warning, be asked to leave.



## Guide for Three Tier Forums on the County Council's Transport Asset Management Plan (TAMP)

### **What is the TAMP?**

- It is the county council's approved Transport Asset Management Plan and investment strategy that identifies the key strategic priorities of Lancashire County Council as highway authority during the period 2015-2030.
- It is a fundamental change from tackling, 'worst first' to one aligned to the Department for Transport's philosophy that, 'prevention is better than cure'. It recommends that resources are used to reduce key maintenance backlogs through preventative methods.
- It sets out the principles and approach that the county council will use to determine the priorities for allocating capital resources to highways and transport assets.

### **What does the TAMP say?**

- The analysis indicates that the county council requires approximately £35m per annum to maintain all its transport assets at their 2013 levels. The direct allocation likely to be received from central government, via the Department for Transport is £25m per annum. This funding shortfall provides a real challenge to do more, or even the same, with less.
- In the last few years we have experienced a number of severe weather events (long, very cold winters and flood events) which have had an impact on the network and accelerated the deterioration of our assets.
- Preventative intervention works are proposed to reduce our maintenance backlogs. Such works involve treatments that are generally carried out at an earlier critical stage in an asset's life-cycle and are usually less expensive and less intrusive.
- Key maintenance backlogs will be reduced over a ten to fifteen year period, the effect of which will be that the level of available funding broadly matches the amount we need to maintain all our assets.
- It is not possible within the amount of resources that are likely to be available in future years to improve the condition of all transport asset types at the same time. A phased approach, based on the county council's priorities and affordability is therefore required.
- The A, B and C roads and the footway network will be prioritised. The intention during this period is to maintain other transport assets as close to their 2013 condition as resources will allow.
- In respect of those assets scheduled for later phases the primary focus will be to slow down their rate of deterioration as far as possible.

### **So what will change?**

Assets will be managed on a holistic, county wide basis and funding will be prioritised between different parts of the transport asset network, based on need, as measured by engineering analysis.

- Service standards for each asset grouping will be used to set priorities and guide investment levels to reduce maintenance backlogs, make the best use of available resources, and ensure transparency and accountability.
- Investment in each district will be targeted to priority needs in each district annually. Surface dressing will be the main treatment used for preventative maintenance.

- Preventative intervention at the right point will reduce the cost of treatment overall by a factor of 3.
- The public's expectation is that the highway network should be maintained to the highest standard. However, given the current financial constraints the county council will have to prioritise its resources to maximise their effectiveness. We will have to explain this new approach and help the public understand the rationale behind it.
- The TAMP provides a better defence against claims.

### **Timescales and Priorities**

- The TAMP covers the period 2015-2030.
- The efficiency of highway maintenance programmes will only be increased if planned resources are invested for at least a 5 year period. Therefore, it contains three implementation periods of 5 years, with a phased approach to funding priorities:
  - 2015-2020 A, B and C roads and footways
  - 2021-2025 rural unclassified and residential roads
  - 2026-2030 priority structures and street lighting

#### **Phase 1:**

- £8m p.a. for A, B and C roads. This comprises;
  - £4m of structural patching to bring red and amber roads up to a condition that they can be surface dressed (approx 47km roads)
  - £4m of surface dressing (approx 200km roads)
- £3m p.a. for footways to tackle defects and reduce claims
- There is some funding for rural unclassified and residential roads in phase 1. Adopting the same structural patching and surface dressing approach will address 100km a year
- Other assets will be supported at 2013/14 levels where possible

#### **Phase 2:**

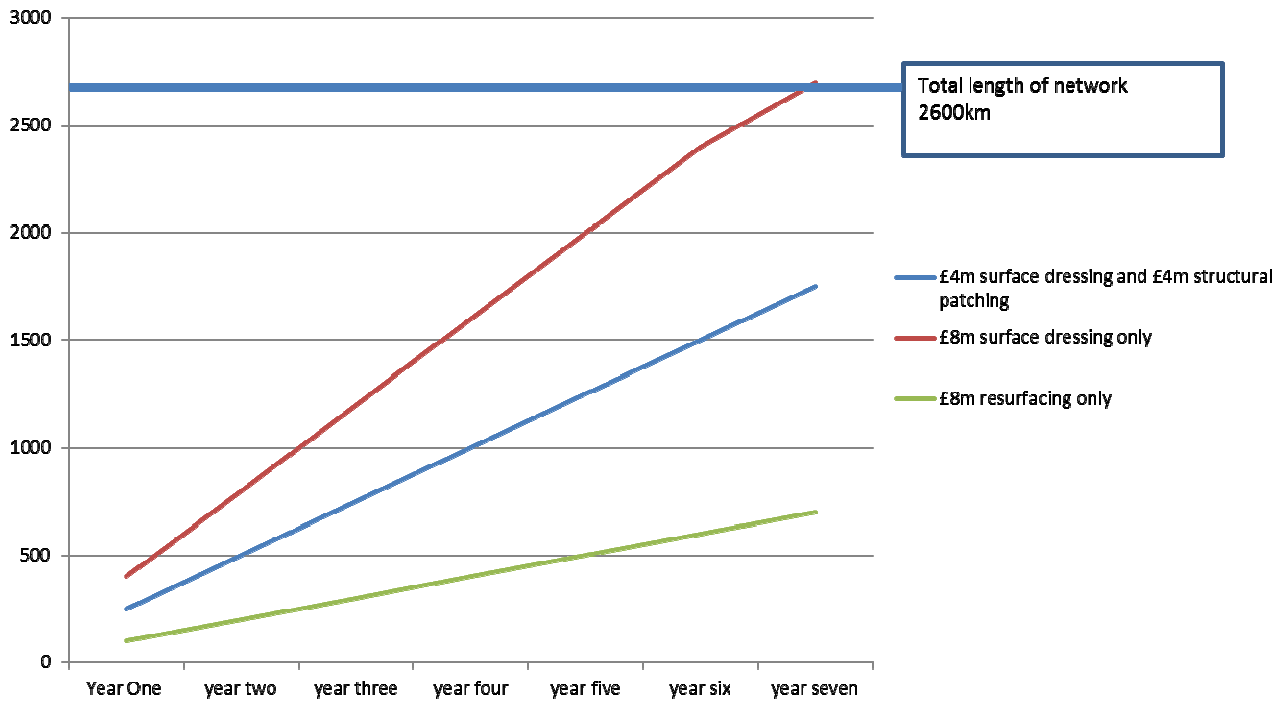
- Priority to residential and rural unclassified £5m pa
- Structural patching (starts the year before in anticipation of surface dressing)
- ABC roads and footways still funded to a level to manage annual deterioration

#### **Phase 3:**

- Our bridge structures are in excellent condition and deteriorate at a very slow rate. For that reason investment in the bridge stock is identified as happening in phase 3 (£6m). This does not mean that we won't be dealing with "at risk" structures and will continue to manage the stock.
- We will also continue a programme of replacing the street lighting that is at the highest risk of failure on a programmed basis (£4m).

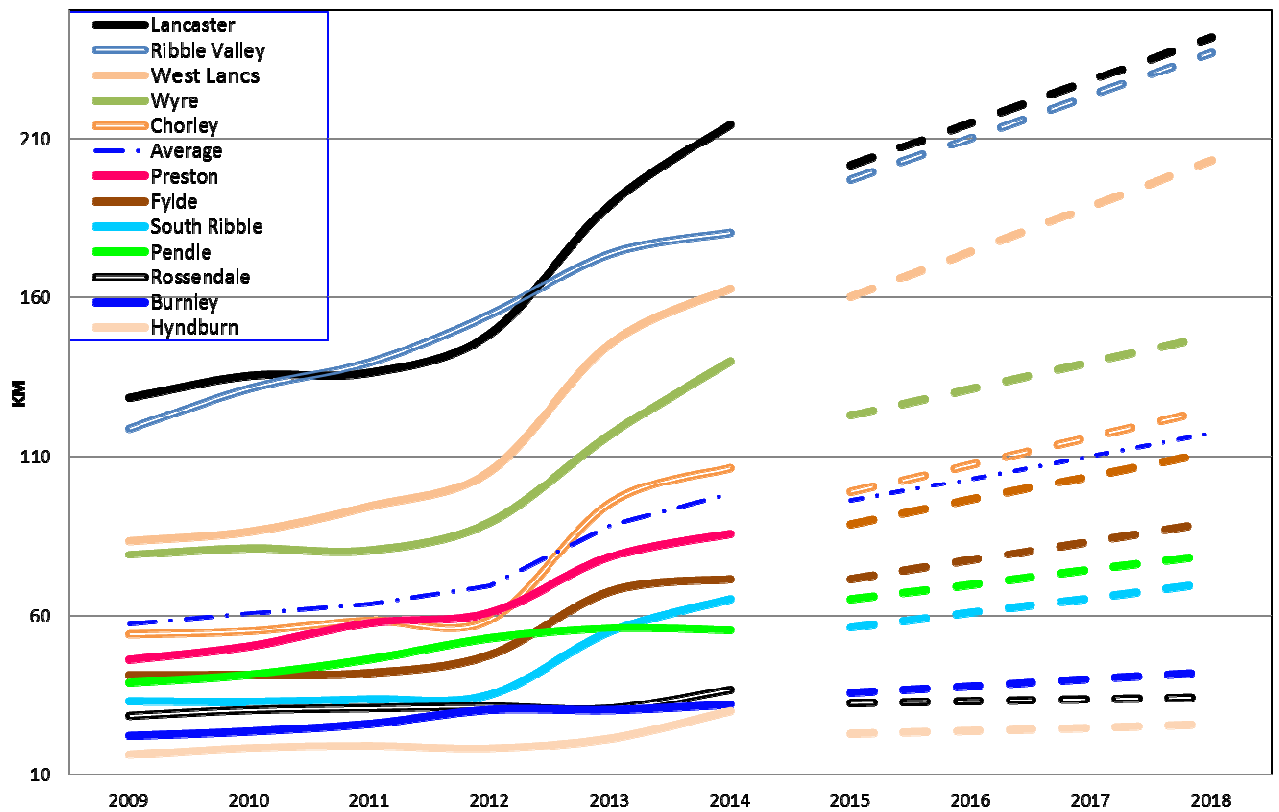


## Resurfacing v structural patching - how much does £8m buy?



## Highway condition by district

Actual Km Roads RED or AMBER 2009 - 2014 and Trend 2015-2018



## Where we are and where we want to be

The table below shows the current condition of each asset type covered by the plan and the overall target that has been set to the end of 2029/30, together with interim 5-year targets.

Anticipated Asset Condition to 2029/30				
Asset Category	Condition Now	5 Year Target	10 Year Target	15 Year Target
	2013-14	2015/16 to 2019/20	2020/21 to 2024/25	2025/26 to 2029/30
A Roads B Roads C Roads	FAIR ACCEPTABLE POOR	GOOD	GOOD	GOOD
Residential Unclassified Roads	ACCEPTABLE	ACCEPTABLE	GOOD	GOOD
Rural Unclassified Roads	ACCEPTABLE	ACCEPTABLE	GOOD	GOOD
Footways	ACCEPTABLE	EXCELLENT	EXCELLENT	EXCELLENT
Bridges and Similar Structures	GOOD	GOOD	GOOD	GOOD
Street Lighting	FAIR	ACCEPTABLE	ACCEPTABLE	ACCEPTABLE
Traffic Signals	ACCEPTABLE	ACCEPTABLE	FAIR	GOOD

## In practical terms what does it mean for councillors/your area?

- You will have greater clarity regarding the county council's priorities as the highway authority.
- You will see a significant improvement in the condition of the A, B and C road network generally over the life of the plan. However that improvement will take place across the county at varying rates based on priority. The maintenance backlogs on the A, B and C road network should be significantly reduced by 2020/21.
- Increased investment in the footway network should improve its condition and reduce the number of successful claims made against the county council by 2020/21.
- The maintenance backlogs on the urban and rural unclassified networks will be prioritised in phase 2 (2020/21 – 2024/25).
- The move to countywide allocations may result in the amount spent in individual districts varying compared with previous years. As funding will be based on condition data, investment in districts may vary year on year.
- The public may not appreciate that 'prevention is better than cure' and may query why what they perceive as 'the worst roads' are not prioritised.
- Surface dressing, although not always the public's preferred treatment, will be the main treatment used for preventative maintenance as this will reduce the cost of treatment overall by a factor of 3.
- LCC's Scrutiny Committee will be involved in the ongoing monitoring and implementation of the plan.
- You will receive ongoing briefings to allow you to explain the plan to your constituents.

# Transport Asset Management Plan

June 2014

[www.lancashire.gov.uk](http://www.lancashire.gov.uk)



## Foreword

This Transport Asset Management Plans (TAMP) sets out the County Council's proposed 15 year strategy to maintain and improve the transport asset network in Lancashire during the period 2015/16 to 2029/30.

Lancashire is the fourth largest authority in England and as a consequence has a large, diverse and demanding transport network. The impact of high traffic levels and unprecedented weather events of recent years have taken their toll, not just on our highway network but on highway assets across the country. In addition we are facing increased expectations from residents and businesses alike who are demanding a well maintained and efficient highway network in order that they can go about their everyday lives. This, combined with the climate of financial austerity, has presented us with severe challenges as to how we can maintain our highway assets with significantly less money.

The TAMP has been drawn up in response to these challenges and provides a sound 15 year plan which addresses the needs of our highway assets in the most efficient and effective manner and is based on intervening at the right time with the right treatment. This is a significant departure from a traditional 'worst first' approach in that we will be intervening more frequently at an earlier stage in an assets life-cycle. This will enable us to use more cost effective treatments and allow our money to go further.

The plan also acknowledges that we can't do everything all at once. In the first 5 years we will concentrate on improving the strategic road network to help boost the economy of Lancashire and the footway network to try and reduce the occurrence of trips and falls. Our main focus will be on making extensive use of surface dressing to seal surfaces against water ingress to reduce the occurrence of potholes.

The TAMP will allow the condition of the network in its entirety to be understood and to demonstrate a clear, defensible strategy for the 15 year life of the plan. In order that other parts of the network do not suffer, we will maintain the investment in other asset areas at levels as close to their 2013/2014 level as possible



The plan is consistent with the national drives for efficiency in highways maintenance and is intended to provide a legacy of a network in improved condition and greater sustainability.

A handwritten signature in black ink, appearing to be 'A. J. ...' with a stylized flourish at the end.

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# Transport Asset Management Plan

## Executive Summary

This Transport Asset Management Plan (TAMP) identifies the key strategic priorities of Lancashire County Council, as the highway authority for Lancashire, during the period 2015/16 to 2029/30.

It concludes that £35m would be required each year to maintain all of our transport assets at their 2013 condition. Given that only £25m is likely to be made available this funding shortfall has the potential to cause us significant problems in the future. In order to address this we intend to change the way we manage our transport assets in future.

This strategy is based on managing our assets on a holistic basis and recognises that as we can't do everything all at once, we need to prioritise between our assets based on the relative importance that each asset group contributes towards our goal of delivering an effective transport system, which is crucial if we are to help the businesses of Lancashire and achieve our broader economic, social and environmental goals.

In order that we can meet these goals we have developed a 15-year plan that is comprised of three discrete 5 year phases. The plan identifies the appropriate strategies we will use to reduce the maintenance backlogs associated with those assets targeted in each phase. While the plan initially identifies a 5-year

target period for each delivery phase, we have retained sufficient flexibility so that any of the phases can run concurrently should additional resources become available.

We anticipate that from 2015/16 the level of available resources will allow us to address only two asset groupings in each phase. As a result the TAMP identifies that our main priorities, if resources are limited to £25m per annum, should be the A, B and C road and the footway networks. As cycle ways and cycle tracks are often an integral part of these networks we will also take the opportunity to improve conditions for cyclists where possible.

Whilst we will be concentrating on the A, B and C road and footway networks in the early part of this plan, we still intend to maintain our other transport assets as close to their 2013 condition as resources will allow.

The TAMP also identifies our secondary and tertiary priorities, which themselves are in pressing need of attention, but cannot be fully dealt with immediately within a likely resource allocation of £25m. In respect of those assets scheduled for later phases, our primary focus will be to slow down their rate of deterioration as far as possible. As a result it is unlikely that the maintenance backlogs associated with these assets will be fully addressed until the appropriate phase starts. However, should additional

resources become available during the course of this plan, then accelerated progress in reducing both the maintenance backlogs and our predicted annual maintenance needs of the targeted assets will be possible.

This TAMP makes a fundamental commitment to increase the efficiency of our highway maintenance activities over the period 2015/16 to 2029/30. This target will be supported by equally challenging performance indicators and a fundamental business process review that will help us to significantly reduce our annual capital requirements.

We will only increase the efficiency of our highway maintenance programmes if we invest the planned resources for at least a 5-year period, so we can make significant inroads into the existing maintenance backlogs and address the natural annual deterioration associated with each asset grouping.

It is anticipated that as maintenance backlogs are reduced, the financial resources required to maintain our assets at their improved condition each year will also reduce from the current estimated level of £35m to a more balanced position, whereby the level of available funding broadly matches the amount we need to maintain all our assets.

During this process it is our ambition to become a centre of excellence for highway maintenance and be more transparent and responsive in dealing with routine maintenance operations.

Appendix 3 outlines our priorities should additional funding become available during the life of this TAMP. Multiple options are presented and are dependent on the level of funding received and the duration over which the additional resources are available.

This plan is, of course, subject to disruption in the face of prolonged or repeated severe weather events. Irrespective of such events this plan will maximise the effects of the available investments over the life of this strategy. The plan will be subject to regular performance management and scrutiny by elected members and senior management teams. All estimates of costs etc are based upon the 2014 equivalents

Finally the TAMP links closely with the area Highway and Transport Masterplans that set the long term strategic direction of the highway network and integrate all parts of the highway asset infrastructure needed to provide a coherent network which supports the competing needs of motorists, pedestrians, cyclists and business.

The TAMP also has strong links to the Highways Management Plan (HMP) which sets out how and when assets are to be maintained. The HMP will be reviewed to ensure that it supports the TAMP and maintains our assets in a condition that supports Masterplan delivery.



## 1) Introduction

Lancashire's transport infrastructure assets are the most valuable publicly owned resource managed by the county council, with a combined estimated value of £9 billion. These assets are fundamental in helping the citizens of Lancashire to not only access a range of county council services, but also take advantage of the wide range of economic, health, social and recreational opportunities that are available to them. Without this infrastructure Lancashire would not function as a place to live, work or visit.

Given the importance that our transport infrastructure plays in our everyday lives, it is vital there are plans in place to maintain and manage this asset so that these benefits and opportunities are maximised.

As the local highway authority for Lancashire, we are responsible for a vast range of transport assets that produces a complex maintenance demand. From our assessment it is clear that in order for us to maintain the condition of all our assets at 2013 levels we require approximately £35m each year. As the direct allocation from central government, via the Department for Transport (DfT), is unlikely to exceed £25m per annum in the foreseeable future, this funding gap provides us with a real challenge as to how we can do more, or even the same, with less.

The strategies developed as part of this plan to address this funding gap are based upon an assumed level of resource being available and a three phased investment approach which retains sufficient flexibility so that phases two and three are capable of concurrent delivery with phase one should additional resources become available.

The objective of this TAMP is to reduce key maintenance backlogs over a period of ten to fifteen years through the adoption of a more preventative approach to maintenance which will lead to a reduction in the annual investment required to maintain our assets in an improved condition. It is anticipated that this strategy will enable us to reduce the capital investment required to manage the annual rate of deterioration from the current level of £35m per annum to approximately £28m by 2025.

The reduction of maintenance backlogs is based on improving the efficiency of highway maintenance delivery by at least 30% over the life of this plan through preventative maintenance strategies.

This TAMP is supported by an objective and detailed assessment of the current condition of each of the transport asset groupings for which we have responsibility. Key information from that assessment has been extracted and is summarised in the following pages. This TAMP uses that data

and evidence to propose a strategy which attempts to address the funding gap.

### **Scope**

The asset groupings included within this first TAMP include A, B and C roads, residential roads, rural unclassified roads, footways, bridges and similar structures, street lighting and traffic signals. The scope of this TAMP will be expanded to include other asset groupings such as trees, drainage, flood risk, slopes and retaining walls once we have completed our detailed assessments of these assets.

### **2) Service Standards**

Service standards have been derived using, where possible, condition data collected by engineering analysis. These standards will be used to monitor the overall condition of assets, set performance targets and guide investment levels.

Whilst we have a statutory duty to maintain our highways as outlined in the Highways Act 1980, there is no definition in the Act as to the standard of maintenance we are required to provide. In order to promote consistency of provision across the country, the UK Roads Liaison Group produced a number of national codes of practice entitled 'Well Maintained Highways', 'Well-lit Highways', 'Management of Electronic Traffic Equipment' and 'Management of Highway Structures' which provide guidance on a range of highway maintenance activities.

The UK Roads Liaison Group recommends that local authorities follow these documents as they contain best practice and will enable organisations to better defend against claims. Whilst we generally follow the guidance contained in the codes of practice, our evidence base sets out and justifies where our current working practices deviate from these documents.

In defining our service standards there are a number of instances where engineering data is not available. Where data still needs to be collected, asset condition has been assessed, in the interim, using alternative data sources deemed to be most appropriate.

In order that we can fill these gaps and use engineering data so as to provide a degree of consistency across all asset groups, a data gathering strategy has been devised that will enable us to collect the right information at the right time.

This strategy identifies where the data gaps are, discusses alternative data sources and specifies our preferred method of data collection. In order that data can be collected easily and then recorded and interrogated, the strategy proposes a staggered approach so that existing staff resources are more able to manage this data. Similarly, the strategy specifies a phased approach to refreshing the data so that the resulting condition data can easily be handled and assessed.

As more condition data becomes available for more asset groupings the performance targets in this initial TAMP will be amended as appropriate so that they offer a more refined assessment of the overall condition of the asset. Where indicators are changed we will clearly explain why such changes are necessary.

In this TAMP we have identified 5 service standards of POOR, ACCEPTABLE, FAIR, GOOD and EXCELLENT, against which the benefits to the users of the asset can be measured. Details of the generic levels of service that the transport asset groups are likely to provide to users at each service standard are shown in Appendix 1.

Setting service standards is required to:-

- Support planned maintenance of the network;
- Achieve a reduction in maintenance backlogs;
- Reduce the year on year investment required to deal with natural annual deterioration of the asset;
- Make best use of available resources;
- Ensure transparency and accountability.

Initial service standards have been set for each asset grouping for the period 2015/16-2019/20. We have also set an overall indicative service standard target of GOOD to be achieved at the end of period 2020/21-2024/25, which would indicate amongst other things that the asset has manageable maintenance

backlogs that allow the annual deterioration of the asset to be addressed in a timely manner.

In setting an overall indicative service standard target of GOOD it is recognised that it is not possible or affordable to maintain all asset groups to the same level. The targets for individual asset groups have, therefore, been set according to county council priorities, risk and affordability.

### **Maintenance Backlogs**

The initial service standards we have developed are in the main determined by the current condition of the asset, which in turn is heavily influenced by the level of deterioration and maintenance backlog within the asset base.

All transport infrastructure assets are liable to deterioration through damage, wear and tear, ageing, increasing traffic and severe weather events, all of which can cause additional maintenance requirements for each group of assets. As all highway authorities have maintenance backlogs, we are no different to any other authority in this respect.

When maintenance backlogs reach critical levels due to a protracted lack of resources or severe weather events, the annual rate of deterioration may be greater than the annual programme of affordable works. This causes the backlog to grow year on year.

If the maintenance backlog can be reduced to a level broadly consistent with the annual rate of deterioration, then the resources available should ensure no deterioration or only marginal deterioration occurs. At this point a 'steady state' has been achieved.

The following table details those assets covered in this TAMP and shows the service standard currently being provided by each asset grouping, together with the service standard we would like each asset grouping to provide in 5 years, 10 years and 15 years time. Whilst not directly mentioned, cycleways and cycling facilities by their nature are integral to, or enhanced by, the assets included in these asset groups

In order that we can address this performance gap and move from our current position to the desired position, this TAMP sets challenging service standard targets, details of which are shown in Appendix 2. These targets are designed to allow maintenance backlogs to be reduced to a level where deterioration is managed quickly and efficiently at the optimal time and minimal cost.

The investment strategy later in this document details how we propose to achieve our challenging 15 year programme to reduce priority maintenance backlogs, by providing resources at an appropriate level to allow year on year improvement in the condition of the network.

From the following table it can be seen that the condition of some asset groups will improve, whilst some will remain the same. Where an assets overall average condition is expected to reduce this will be done in a managed and controlled manner so as to maintain public safety.

Asset Category	Condition Now	5 Year Target	10 Year Target	15 Year Target
<b>A, B and C Roads</b> (% RED & AMBER)	A = 25%	A = 10%	A = 10%	A = 10%
	B = 40%	B = 15%	B = 15%	B = 15%
	C = 50%	C = 20%	C = 20%	C = 20%
<b>Residential Unclassified Roads</b> (% RED & AMBER)	28-40%	28-40%	14-18%	14-18%
<b>Rural Unclassified Roads</b> (% RED & AMBER)	28-40%	28-40%	14-18%	14-18%
<b>Footways</b> (Number of defects)	50,000-60,000	<15,000	<15,000	<15,000
<b>Bridges and Similar Structures</b> Bridge Condition Index (Ave.)	80-90	80-90	80-90	80-90
<b>Street Lighting</b> (% of high risk installations)	20-25%	25-35%	25-35%	25-35%
<b>Traffic Signals</b> (% of units beyond design life)	15-20%	30-40%	20-30%	<10%

### 3) Current Condition of the Asset

Given the range of assets covered by this TAMP, there will inevitably be differences in the condition of each asset grouping.

To some extent this is determined not only by the intervention intervals but also treatment and remediation options.

The overall condition of the transport infrastructure asset has been determined by assigning scores to each service standard. A weighted score has been produced by multiplying each score by the asset valuation. A weighted average is calculated by dividing the total weighted scoring by the total value of the asset, as detailed below.

Scores per Service Standard				
POOR	ACCEPTABLE	FAIR	GOOD	EXCELLENT
1	2	3	4	5

### Current Asset Condition Summary

Asset Group	Valuation £ Million	Service Standard	Score	Weighted Score
A, B and C Roads	2,717	ACCEPTABLE	2	5,434
Residential Unclassified Roads	3,593	ACCEPTABLE	2	7,186
Rural Unclassified Roads	1,126	ACCEPTABLE	2	2,252
Footway & Cycleways	805	ACCEPTABLE	2	1,610
Bridges and Similar Structures	1,135	GOOD	4	4,540
Street Lighting	187	FAIR	3	561
Traffic Signals	60	ACCEPTABLE	2	120
<b>Weighted Average Score = 2.26</b>				

Overall grade boundaries have been determined as follows:-

Overall Service Standard – Grade Boundaries				
POOR	ACCEPTABLE	FAIR	GOOD	EXCELLENT
1 to 1.9	2 to 2.9	3 to 3.9	4 to 4.9	5

From this it can be seen that our stewardship of the transport asset has resulted in an asset which, overall, is considered to be in an ACCEPTABLE condition. Whilst it is generally free from critical safety defects, considerable maintenance backlogs have been identified which have accumulated, in general, due to insufficient resources being made available over a period of time to maintain the whole asset base.

If this situation is allowed to continue, maintenance backlogs will continue to increase until we reach a position whereby a significant proportion of our resources are directed towards addressing those assets in an increasingly critical condition. Such a 'worst first' only approach will ultimately result in very little being spent on preventative maintenance treatments and will be insufficient to stop the condition of the overall asset eventually deteriorating to a POOR standard.

At the present time we require £35m each year to maintain all our asset groups at their current standard, which is still insufficient to deal with the accumulated maintenance backlogs.

Strategically, it is recognised that if maintenance backlogs can be eliminated, then the cost of maintaining the asset in future will be significantly reduced. By implementing new ways of working we intend to reduce our maintenance backlogs to more manageable levels, so that our future capital requirements will fall to approximately £28m per annum.

The condition of each asset grouping will be reviewed on an annual basis and the scope of assets included in the overall condition assessment will be expanded to incorporate other asset groups once their condition has been determined.

It is recognised that in respect of a number of asset groupings our initial priority will be gathering objective evidence to support development and refinement of the maintenance strategy for those assets which, nationally, are traditionally not well defined in the codes of practice.

The current climate of austerity makes it more important than ever that the strategic plans contained within this TAMP seek to focus resources where they can achieve the best overall long term value.

The TAMP recognises a tension between the visible areas of deterioration and the unseen but critical parts of the network, which if not addressed will give rise to a future liability which far exceeds the cost of optimal intervention at the correct point in time.

This TAMP is therefore focussed on supporting intervention at the optimal time with the optimal treatment to maximise the effect on the condition and life of our assets.

A further tension faced by every highway authority is how to prioritise resources across different classes of highway asset. Each asset group clearly has its own needs and its own risks which require addressing and traditionally we have tried to maintain or improve the condition of each asset grouping in isolation. This approach can only ever be effective in times of plentiful resources.

### **Estimated Available Resources**

The resources available for highway maintenance are derived from two sources i.e. revenue and capital. Revenue expenditure is allocated by the county council, whilst capital block grants are allocated to local government authorities by central government.

Overall revenue funding is likely to fall in the next five years by at least 25%, which will inevitably have an effect on the level of revenue funded routine maintenance programmes that we can undertake.

Revenue spending in the main does not improve the fabric of the asset, and is largely used to ensure assets remain in a safe and serviceable condition until capital improvements are needed to replace worn out infrastructure. Revenue funding is used to

repair potholes in accordance with our highway maintenance policies and the capital programme is invested to prevent the occurrence of potholes in the first instance.

Historically capital programmes have been funded from two block grants received from the Department for Transport (DfT). These have been used to fund local transport plans and highway maintenance works.

From 2015/16, part of the local transport block grant which has previously been allocated directly to us will instead be allocated to the Local Enterprise Partnership. This will reduce the flexibility we have as local highway authority to enhance the highway maintenance block grant allocation received from the DfT to fund highway capital improvement works.

The table below shows the total capital resources that have been made available for highway maintenance over the period 2011/12 to 2014/15.

<b>Capital Allocated to Highways Maintenance (£m)</b>					
<b>Source</b>	<b>2011/12</b>	<b>2012/13</b>	<b>2013/14</b>	<b>2014/15</b>	<b>Totals</b>
Base DfT Highway Maintenance Allocation	21.360	19.899	23.758	20.445*	<b>85.462</b>
Resources made available by LCC.	10.477	12.031	1.575	7.955*	<b>32.038</b>
<b>Total</b>	<b>31.837</b>	<b>31.930</b>	<b>25.333</b>	<b>28.400*</b>	<b>117.500</b>

(\* = estimated figures)

From this it can be seen that the county council has, between 2011/12 and 2014/15, given highway maintenance additional priority, which has resulted in the county council spending £32m in excess of the predicted level of expenditure, as funded by the DfT from the highway maintenance block.

Due to changes in the way that central government is to allocate capital resources in future it is unlikely that the level of resources available between 2015/16 and 2024/2025 will exceed £25m at 2014 values. It is speculated that in the period between 2025/26 and 2029/2030 a modest increase may occur to a level of £26m at 2014 values. From this, it is clear that the annual level of resources likely to be available from 2015/16 onwards will fall short of the level of funds that have been available in recent years.

The period between 2009 and 2013 included three severe weather events that caused significant deterioration across the network. Increased capital resources were made available to deal with the worst cases of deterioration. Whilst this approach quickly restores parts of the network to a more acceptable state, it is resource hungry and doesn't allow the broad underlying condition of the network to be adequately addressed.

It is against this financial background that the following investment strategy is based. The proposed investment strategy will be reviewed in response to any variation in the actual level of resources made available, which may result in our delivery

programmes and delivery timescales being adjusted as appropriate.

#### 4) Overall Investment Strategy between 2015/16 and 2029/30

A fundamental principle of this TAMP is to move away from the philosophy of tackling 'worst first only' and adopting a new approach whereby the underlying condition of the network is addressed as we believe this will enable us to make more efficient use of our resources.

The TAMP adopts a flexible approach, to addressing maintenance backlogs and comprises of three separate five year delivery programmes running from 2015/16 to 2029/30 in which each 5 year period clearly identifies not only our main delivery priorities for that period, but also our secondary and tertiary priorities.

For the purposes of clarity, each of these 5 year programmes will be referred to as phases. Phase 1 will cover the period 2015/16 to 2019/20, Phase 2 will cover 2020/21 to 2024/25 and Phase 3 will run from 2025/26 to 2029/30.

Each of these phases has been designed to deliver a range of affordable works within the level of resources that are likely to be available during the lifetime of this plan. However, should additional resources be made available at any point in time, this will enable our secondary and tertiary priorities, as set out in Appendix 3 to be addressed.

By setting our primary, secondary and tertiary priorities this enables us to adopt a flexible approach to operational delivery programmes should future funding levels change.

Given that it is unlikely that the available capital resources received directly from the DfT will exceed £25m per annum, the broad outline capital expenditure on highways maintenance over the next 15 years is given in the table below.

<b>Outline Capital Allocations 2015/16 to 2029/30 at 2014 Values</b>				
<b>Asset Group</b>	<b>Allocations 2014/15</b>	<b>Phase 1 2015/16 to 2019/20</b>	<b>Phase 2 2020/21 to 2024/25</b>	<b>Phase 3 2025/26 to 2029/30</b>
A, B and C Roads	£4.8m	<b>£8m</b>	£3m	£3m
Footways	£2.1m	<b>£3m</b>	£1m	£1m
Rural Unclassified Roads	£1.3m	£2.2m	<b>£5.5m</b>	£2m
Moss Roads	Nil	£0.5m	£0.7m	£1m
Residential Unclassified Rds	£1.9m	£2m	<b>£5.5m</b>	£2m
Bridges	£5.7m	£3m	£3m	<b>£6m</b>
Retaining Walls	£0.9m	£0.5m	£0.5m	£0.5m
Street Lighting	£1.7m	£2m	£2m	<b>£4m</b>
Drainage	£1.2m	£2m	£2m	£3m
Structural Defects	£1.5m	£1.5m	£1.5m	£1.5m
Traffic Signals	£0.3m	£0.3	£0.3	£0.3
<b>Estimated Capital Programme</b>	<b>£21.4</b>	<b>£25m</b>	<b>£25m</b>	<b>£24.3 m</b>



The figures in bold show when and where we propose to enhance our allocations, so as to reduce the maintenance backlogs associated with the targeted asset group.

Whilst the above table doesn't contain a specific asset type for cycling, provision for cyclists is integrated into other assets such as roads and footways via cycle lanes and shared use footways. As a result the opportunity to improve conditions for cyclists will be taken as and when we undertake works on road and footway assets as considered appropriate.

These allocations may be subject to variance in response to emergency or unusually severe weather events. However the first call on the capital programme in each five year block is detailed in the sections below.

This TAMP identifies that the only practical way of addressing the funding gap mentioned in the Introduction, reducing the accumulating maintenance backlogs and improving the overall condition of the transport asset is by adopting new ways of working, including driving increased efficiencies and innovation in the maintenance of our assets.

A conclusion of this TAMP is that the traditional approach of 'worst first only' in asset management will inevitably result in spiralling maintenance backlogs and a rapid deterioration of the transport asset network.

In recent years severe weather events have given impetus to the deterioration of the asset and we are at a critical point if the future of the transport assets in Lancashire is to be safeguarded and successful stewardship to be continued.

If we were to simultaneously reduce the maintenance backlog associated with all asset groupings over the next 5 years, it is estimated that we would need an additional £10m per annum over and above the likely funding levels we will receive from the DfT.

The TAMP recognises that this is not realistic and proposes a more flexible and affordable investment strategy that is broadly in line with the resources that are likely to be made directly available by the DfT. If our funding levels increase, this approach will enable us to bring one of the investment phases forward so that we could run phase 1 and 2 or phase 2 and 3 concurrently dependent upon the level of extra funds made available. Whilst this would be challenging from an operational perspective, it is considered achievable subject to us significantly changing our methods of service delivery.

In order to reduce our maintenance backlogs we propose to focus predominantly on preventative intervention works. Such works involve treatments that are generally carried out at an earlier critical stage in an asset's life-cycle and are usually less expensive and less invasive. It is anticipated that such an

approach will significantly reduce the rate of deterioration across the network.

Taking the A, B and C road network as an example, the average annual capital investment between 2009 and 2013 was approximately £4m-£5m. Over the same period a maintenance backlog (i.e. road condition classed as either RED or AMBER) of about 450km occurred. The conclusion from this is that an investment of £4m-£5m per year, over five years, results in the deterioration of approximately 450km of A, B and C roads. At 2014 rates, the likely cost of repairing this backlog is in the order of £15m - £18m dependent upon treatment type.

Traditionally, we have adopted a largely 'worst first' approach to our assets and as at 2013, the maintenance backlog associated with the A, B and C road network was approximately 1,059km, meaning that the backlog has doubled in just five years. It is likely to double again in the next five years if we continue treating the network in the same manner.

Clearly 'worst first' is not sustainable and we need to do something different if we are to break this cycle. If we change our approach and concentrate instead on using preventative treatments of lower unit cost, we can 'purchase' an extra 8-10 years life and slow down the rate of deterioration. However those assets currently in poor condition cannot be deferred indefinitely and for that reason part of the available resources will

be used to fund appropriate remedial treatments until more permanent solutions can be afforded.

In 2013 we spent in the region of £5m on the A, B and C road network which enabled us to resurface approximately 40km of road, at a cost of £4m, and surface dress around 50km of road at a cost of £1m.

If we increased the A, B and C road allocation by £3m and directed this extra allocation into surface dressing activities we could treat approximately 200km of the network at a cost of £4m, which would seal the road surface against water ingress and restore surface texture, and extend service life by up to 10 years.

**Therefore a mix of resurfacing, patching and surface dressing works over a 5 year period, would at this rate, enable a total 1,250km of road to be treated and remove the current maintenance backlog of 1,059km and most of the additional backlog that occurred during this 5 year period, leaving a residual backlog of 150km, provided we intervene at the right time with the right treatments. A backlog of 150km of surface dressing would require an investment of approximately £3m at 2014 prices.**

A key message from this is that if we invest in more preventative maintenance treatments across the A, B and C road network for a 5 year period, at the end of this period we will have:

- Treated or repaired in the order of 1,250km (48%) of the A, B and C road network.
- Reduced the overall maintenance expenditure of this asset group from £5m to £3m.
- Improved the condition of the asset from FAIR to GOOD.

If these savings are subsequently re-invested into other asset groups for a further 5 year period, allowing additional preventative treatments to be carried out, this will enable us to further reduce our maintenance requirements across a greater range of asset groups.

Nationally we face severe pressure on resources and change is considered vital in the current climate of austerity in which the county council has to operate. In order to succeed we will need the understanding and co-operation of the public as we cannot do everything at once, or as quickly as we would like.

We propose wherever possible to focus predominantly on preventative intervention works across all asset groupings as a way of reducing maintenance backlogs and maintaining the asset in future.

### **5) Phase One - Investment Period 2015/16 to 2019/20**

We will initially target the reduction of the maintenance backlogs, prioritising the A, B and C road network and the footway network over this five year period. Careful management of the other asset categories will continue as we aim to maintain the

condition of those assets at the best possible level that available funding will allow.

Whilst we recognise that further condition data will be required to refine the assessments made in this TAMP, we have concluded that the A, B and C road network and the footway network should be our main priority over phase 1. Maintenance activities for all other asset groupings, with the exception of Bridges and Similar Structures, should also be maintained at or as close as possible to the 2013 funding levels.

In order that we can achieve the challenging performance targets relating to the condition of the A, B and C road and footway networks, increased investment in these asset groups will be required during phase 1. Our reasoning behind this is detailed below:

- The A, B and C road network supports the economic vitality of Lancashire and in recent years has shown sustained deterioration following several severe winters. According to the latest SCANNER surveys approximately 1,059km of the network is categorised as being RED or AMBER. It is estimated that an investment of £8m per annum for at least 5 years is required to reduce the maintenance backlog to manageable proportions. The average investment in the A, B and C road network over the last 5 years has been £4-5m per annum.

- The footway network is an important and highly visible asset. It includes approximately 8,500km of footway which currently has in the region of 51,000 defects across the network. Whilst the most serious defects are repaired quickly, we still receive a large number of claims for personal injury. In the next five years capital investment at a level of £3m per annum would be required to achieve the challenging performance targets set for this asset, and also reduce the number of successful claims made against the county council. Investment over the previous five years has averaged £2m per annum.
- The integration of cycling provision into the network of assets as a whole is a priority and as a result cycling needs will be considered in conjunction with major road schemes.
- As the current condition of the Bridges and Similar Structures is in the upper end of GOOD and very close to being EXCELLENT we propose to divert £3m capital funding from this asset grouping into the A, B and C road network. Whilst this will result in the overall condition of the Bridges and Similar Structures asset grouping falling slowly year on year, it will still be regarded as being GOOD at the end of the 5 year period. Structures will continue to be inspected and the most critical ones prioritised for attention so that public safety is maintained at all times

Following the 5 year investment in phase 1, it is anticipated that improvements in the overall condition of the A, B and C road and footway networks would from 2020/21 onwards, release approximately £7m per annum at current funding levels to support reduction of the maintenance backlogs accrued in other asset groupings.

It is anticipated that from 2020/21 onwards up to 150km of the A, B and C road network will be classed as either RED or AMBER each year following the annual SCANNER survey. At 2014 rates, adjusted for inflation, it is estimated that an annual investment of £3m would be sufficient to manage and address this deterioration within the available funding. This would be achieved through ongoing surface dressing programmes as parts of the network reach the optimal point for such treatments.

Once we are able to deal with the normal and expected deterioration of the network without the need for additional resources, a level referred to as 'steady state' will be achieved. At this point the overall condition of the network neither improves nor deteriorates.

It is anticipated that a steady state would also be reached with the footway asset whereby an annual investment of £1m would, from 2020/21, enable any expected deterioration to be managed from within the available resources.

We anticipate at the end of the 5 year period in 2019/20 that the condition of the A, B and C road network will be GOOD and the condition of the footway network will be EXCELLENT.

However, should we experience severe weather events during this 5 year period it is acknowledged that these targets may not

be achieved. In such an event, then a sixth year may be required. Equally, if the rate of deterioration is much less than predicted then more rapid progress may be made. Details of Phase One are shown below:

Phase One 2015/16 to 2019/20 Highest Priority Areas					
Asset Category	2014 Condition & Backlog	2015/16 to 2019/20 Investment	Anticipated 2019/20 Condition & Backlog	Estimated 2020/21 to 2024/25 Investment @ 2014 rate	2024/25 Condition Target
<b>A, B and C Roads</b>	<b>Condition :</b> overall ACCEPTABLE <b>Backlog:</b> 1,059km RED or AMBER at the 25-40-50 standard (A roads 25%, B roads 40% and C roads 50%)	£8m per year	<b>Condition :</b> overall GOOD <b>Backlog:</b> Reduced by at least 85% and down to 150km RED or AMBER at the 10-15-20 standard (A roads 10%, B roads 15% and C roads 20%)	£3m	<b>Condition :</b> overall GOOD <b>Backlog:</b> maintained at or slightly below 2019 levels - 150km RED or AMBER at the 10-15-20 standard (A roads 10%, B roads 15% and C roads 20%)
<b>Footways</b>	<b>Condition :</b> ACCEPTABLE <b>Backlog:</b> 51,000 defects and claims costing approx £3m per year	£3m per year	<b>Condition :</b> EXCELLENT <b>Backlog:</b> 95% of claims rebutted and cost < £0.5m per year. Defects reduced by 71% and < 15,000 reported per annum	£1m	<b>Condition :</b> EXCELLENT <b>Backlog:</b> maintained at or slightly below 2019 levels. Defects <15,000 reported per annum

#### 6) Phase Two - Investment Period 2020/21 to 2024/25

During the next investment phase we intend to prioritise the rural unclassified network and the residential unclassified road network using the additional resources released from the reduction in the amount of capital money required to maintain the A, B and C road and footway networks.

It is anticipated that an allocation equivalent in value to £5m (at 2013 rates) is made available for each of those asset groups for each year of phase 2. This funding will be directed predominantly at preventative works as a way of maintaining the asset, supported by a smaller programme of more extensive

remediation works. It is anticipated that such an approach will significantly reduce the maintenance backlogs associated with these asset groups over the 5 year period, to a point where a steady state is reached where annual rate of deterioration is manageable within normal resources.

Investment in the rural unclassified and residential unclassified networks during phase 1 will be funded at levels consistent with the budget allocations during 2011 to 2013. Whilst the condition of these asset groups will be maintained broadly at 2013 levels, some deterioration may occur across these networks, particularly on rural unclassified roads. The principle focus will be on preventative maintenance with key safety defects being addressed so that the network can be maintained to the best condition possible.

Investment in other asset groups will continue. Lighting columns will be replaced at a rate of approximately 2,000 columns per annum with a focus on those columns exceeding their 'Action Age' as defined in the Institute of Lighting Professionals Technical Report 22 (TR22) 'Managing a Vital Asset: Lighting Supports' and assessed as having no residual life and are in high risk locations.

Traffic signals and similar installations will be supported by a replacement programme during the period 2015/16 to 2024/25. By the end of 2019/20 it is anticipated that the most critical installations exceeding their design life will have been replaced

and that the backlog of obsolete units will have reduced to approximately half of the 2013 level. By the end of 2024/25 it is anticipated that continued investment will have further reduced the remaining backlog of installations that are no longer supported by the manufacturer, to a level not exceeding 25% of the 2013 level.

The Bridges and Similar Structures asset group will experience a slight decline in condition, as measured by the average bridge condition index. This is currently calculated at 89.3 and classified at the upper end of GOOD and very close to being EXCELLENT. It is anticipated that by the end of 2019/20 the average bridge condition index will have fallen, but will be not less than 85, which is classified nationally as GOOD.

In 2019/2020 the condition of the bridge and structures stock will be reviewed to assess optimal funding profiles for the period 2020/21 to 2024/25. In the event of resources being maintained at the level of 2015/16 to 2019/20, there will be a further managed decline in the average bridge condition index to a level of not less than 80, which is still classified nationally as being GOOD.

In respect of the drainage asset group, we will in the first 5 years of this strategy simultaneously manage the asset at the best possible level and collect information about the individual items that make up this asset grouping. From 2020/21, we will use the

data gathered between 2015/16 and 2019/20 to proactively manage the network based on a sound condition assessment.

Details of Phase 2 are shown below:

Phase Two 2020/21 to 2024/25 Highest Priority Areas					
Asset Category	2014 Condition & Backlog	2015/16 to 2019/20 Investment	Anticipated 2019/20 Condition & Backlog	Estimated 2020/21 to 2024/25 Investment @ 2014 rate	2024/25 Condition Target
Rural Unclassified Roads	<b>Condition</b> : ACCEPTABLE <b>Backlog</b> : 500km (estimated)	£1.25m to £1.7m per year	<b>Condition</b> : ACCEPTABLE <b>Backlog</b> : 600km (estimated)	£5m	<b>Condition</b> :GOOD <b>Backlog</b> : reduced by 90% of 2019 level
Residential Unclassified Roads	<b>Condition</b> : ACCEPTABLE <b>Backlog</b> : 500km (estimated)	£1.9m per year	<b>Condition</b> : ACCEPTABLE <b>Backlog</b> : RED – same as 2014 AMBER – increased to 800km	£5.5m	<b>Condition</b> :GOOD <b>Backlog</b> : reduced by 90% of 2019 level

### 7) Phase Three - Investment Phase 2025/26 to 2029/30

It is anticipated that the focus of this phase will be on street lighting and bridges and similar structures which will receive increased investment to address maintenance backlogs.

The performance milestones for each asset group are set out below. It is anticipated these indicators will be refined as more condition data becomes available. Details of Phase 3 are shown below:-

Phase Three 2025/26 to 2029/30 Highest Priority Areas					
Asset Category	2014 Condition & Backlog	2015/16 to 2019/20 Investment	Anticipated 2015/16 to 2019/20 Condition & Backlog	Estimated 2025/26 to 2029/30 Investment @ 2014 rate	2029/30 Condition Target
Street Lighting	<b>Condition</b> : FAIR <b>Backlog</b> : 34,000 columns Medium to High Risk	£1.7m per year	<b>Condition</b> : ACCEPTABLE <b>Backlog</b> : Failure rate approx 50 per year and 40,000 columns beyond predicted life	£3m	<b>Condition</b> :ACCEPTABLE <b>Backlog</b> : reduced by 50% in 5 years.

Phase Three 2025/26 to 2029/30 Highest Priority Areas (cont)					
Asset Category	2014 Condition & Backlog	2015/16 to 2019/20 Investment	Anticipated 2015/16 to 2019/20 Condition & Backlog	Estimated 2025/26 to 2029/30 Investment @ 2014 rate	2029/30 Condition Target
<b>Bridges and Similar Structures</b>	<b>Condition</b> : GOOD – Bridge Condition Index (BCI) Average 89.3 (80≥ - <90)	£3m per year	<b>Condition</b> GOOD within range 80≥ - <90 and BCI (Average) not less than 85	£3m	<b>Condition</b> : GOOD within range 80≥ - <90 and BCI (Average) not less than 80
<b>Traffic Signals</b>	<b>Condition</b> : ACCEPTABLE <b>Backlog</b> : 204 units older than design life (33%)	£0.3m per annum	<b>Condition</b> : FAIR <b>Backlog</b> : Reduced to approx 150 units older than design life (24%)	£0.3m per annum	<b>Condition</b> : GOOD <b>Backlog</b> Reduced to <100 units older than design life (15%)
<b>All Asset Categories</b>	Well defined maintenance needs programme developed with continually updated forward plans of maintenance needs				

## 8) Future Changes to the Asset

As a result of new developments and network improvements, the asset base will continue to grow as new roads and bridges are constructed and new traffic signals and lighting columns erected.

It is unlikely that future maintenance resources will be sufficient to manage the increased demands from an ever expanding asset stock. Therefore our objective will be to attempt to maintain overall asset levels as close as is practical to 2013 levels by identifying opportunities to remove or rationalise existing assets as and when new assets are added to the network. We will also need to incorporate new material and treatment technologies into our design specifications so that these new assets have the lowest possible life cycle costs.

In addition, changes in weather patterns may impact on our ability to deliver our maintenance strategy over the next 10 years.

## 9) Key Recommendations

- Maintenance interventions should be carried out at the most cost effective point.
- A 'worst first always' strategy should not be adopted.
- Programmes of maintenance should largely be planned prevention works with a smaller proportion of more invasive treatments where unavoidable.
- The important A, B and C road network should be prioritised for maintenance to support the economy of Lancashire.



- The investment required in the A, B and C road network is £8m per annum and should be the first call on the maintenance capital allocations.
- The strategic importance of the bridge network is recognised as is their GOOD condition. It is therefore recommended in the short term that a capital reduction to bridge maintenance can be made provided that inspection and monitoring regimes are maintained.
- The age profile of the lighting stock gives rise to concerns, although the current annual failure rate is low. A strategic options report is required to consider all alternatives for future lighting provision over the period 2015/16 to 2025/26.
- The age profile of traffic signal installations and the strategic importance of those installations will result in a significant demand for replacement over the next five year period. It is recommended that a strategic replacement programme is funded in conjunction with the area Highways and Transport Masterplans.
- The opportunity to add or enhance cycling facilities should be taken wherever possible in the implementation of these maintenance programmes having due regard to the additional costs of any such improvements.
- Better condition data including trends of condition for each asset class will become increasingly important. It is vital that provision is made for the collection, management and analysis of that data on a regular basis.

## 10) Summary

The period covered by this plan follows a number of years of increased demand arising from severe weather events including the wettest summer on record and the coldest winters rivalling those in living memory. Despite prudent stewardship of the asset, significant maintenance backlogs are present.

The plan is built upon the sound asset management principle that we will intervene at the right time, in the right place and with the most cost effective solution. As a result we are moving away from a more traditional 'worst first' approach, which in the longer term is more costly and can only lead to an overall deterioration of the asset.

The objective of this TAMP is to drive forward a reduction of maintenance backlogs over a 15 year period and to achieve an asset network at the end of that period that costs less to maintain and is in far better condition than it is at present.

The plan will require the support of elected members, officers and the general public if we are to achieve a reduction in maintenance backlogs and a general phased improvement in the condition of the network over a ten year period.

Although the current economic situation is austere, in order to maximise the effective use of resources a planned prudent stewardship of the transport assets of Lancashire has never been more important.

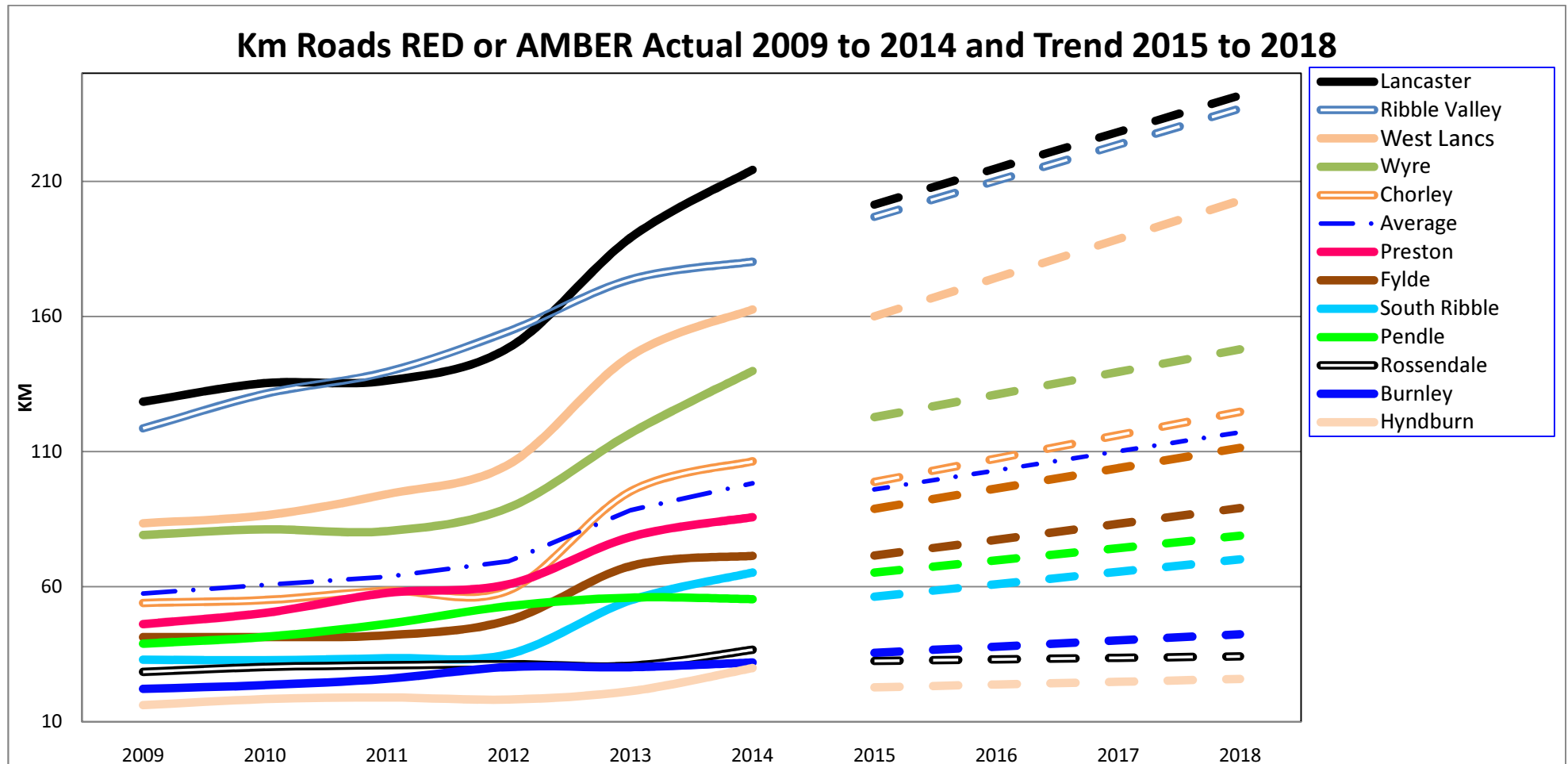
The following pages provide a brief summary of the condition of each of the asset groups covered by this TAMP together with a summary of the main points arising out of our analysis of each group.

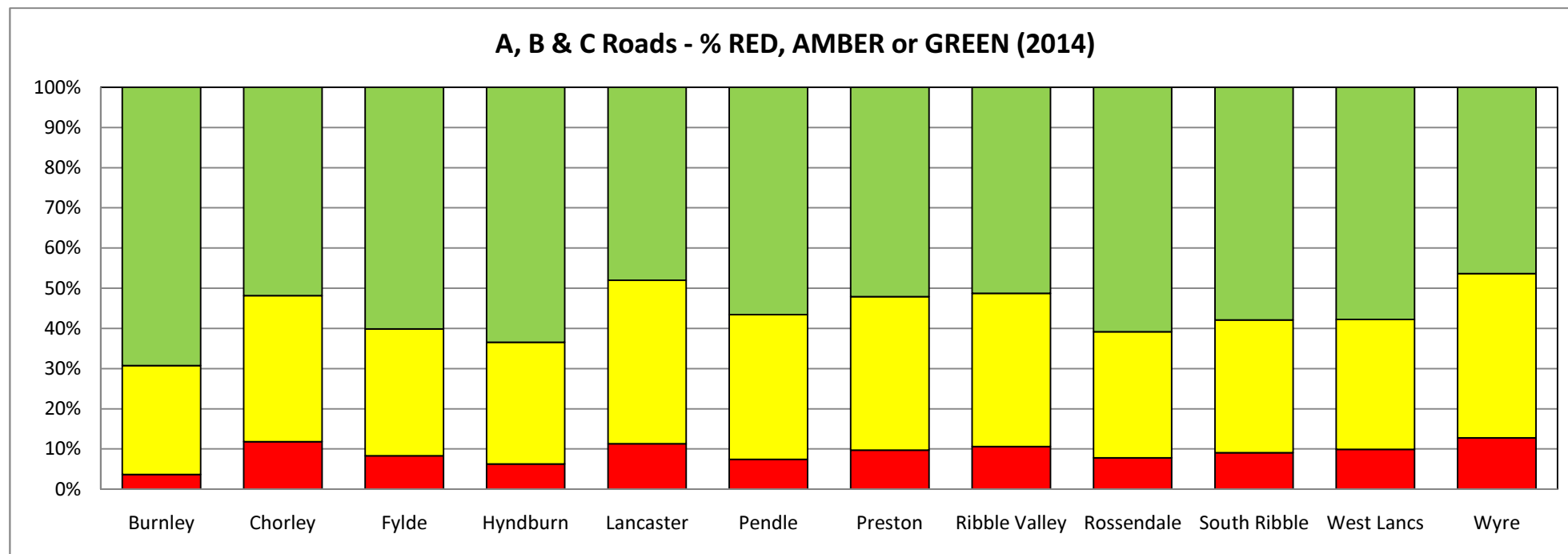
Each section follows a similar basic structure. A graph shows the relative condition of the asset on a district by district basis. A summary provides key bullet points which seek to outline briefly the key facts relating to the category of the asset. The information presented includes:

- How much of the asset are we responsible for,
- How the condition of the asset is assessed,
- If there any gaps in the information we currently hold,
- The average condition of the asset in 2013,
- The estimated investment required to maintain the current condition,
- How much financial resource has, on average, been available in recent years;
- How the risk to the integrity of the asset is assessed.

A, B and C Roads (2014)

**Most Cost Effective Strategy:** Investment in preventative maintenance using appropriate surface treatments determined through deterioration modelling.





### Summary

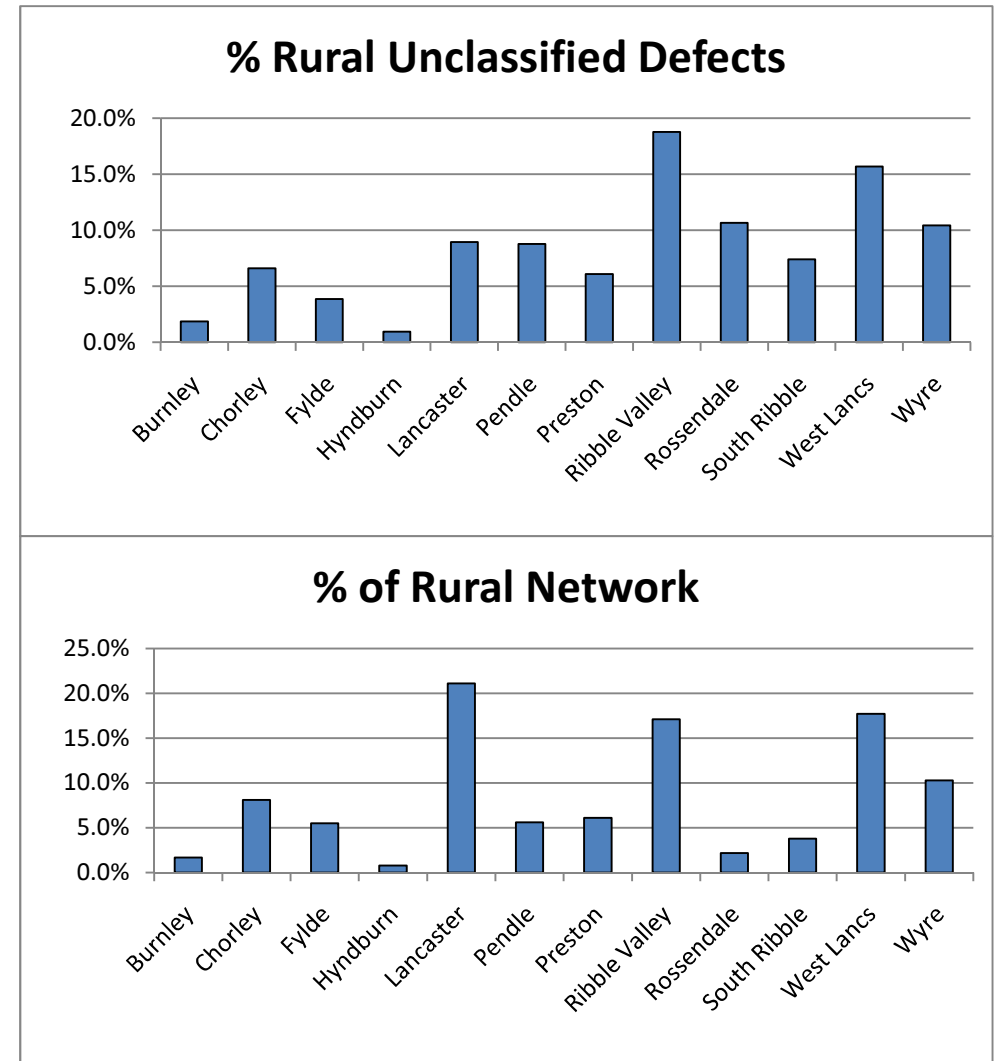
- The asset consists of a total of 2,567km of highway.
- The length of A, B and C roads classified as RED or AMBER in 2014 was 1,180 km.
- Proportion of the 1,180 km of roads RED, AMBER or GREEN is shown in the graph above.
- The proportion of RED or AMBER A, B and C roads varies across the district areas.
- A roads - Average % of 10m lengths RED or AMBER = 30.7%.
- B roads - Average % of 10m lengths RED or AMBER = 47.5.3%.
- C roads - Average % of 10m lengths RED or AMBER = 54.5%.
- The current condition of the asset is assessed as ACCEPTABLE.
- Investment strategy will firstly attempt to maintain the current condition in all district areas.
- Secondly it will allocate resources to those district areas with lengths of RED and AMBER A, B and C roads higher than compared to the county average.
- The predicted condition at the current rate of investment of £5m per annum shows a continued decline.
- It is estimated that an investment of £8m per annum is required to maintain/improve the condition of the asset.
- Risk of a major multiple fatalities as a result of failure to maintain the asset is considered to be remote.

## Rural Unclassified Roads

**Most Cost Effective Strategy:** Investment in preventative maintenance which is based on appropriate surface treatment in preference to more costly resurfacing of roads.

### Summary

- The asset consists of approximately 1,065km.
- A full coarse visual assessment will be completed in 2014.
- The current condition is indicated by the numbers of defects identified by highways inspections.
- The current condition of the asset is assessed as being ACCEPTABLE.
- The estimated investment required to maintain the current rate of deterioration would be £4m per annum.
- The district areas of Burnley, Pendle, Hyndburn, Preston, Rossendale and South Ribble have a higher proportion of highways defects than would be expected solely on the length of the network in those areas.
- Investment is based firstly on maintaining the current condition of the network as far as is practical, and secondly, if investment levels are sufficient, to bring all district areas up to the same county standard.
- The average resources available for rural unclassified roads in the past five years have been £1.7m per annum.
- The asset is important to the rural economy and to rural communities.

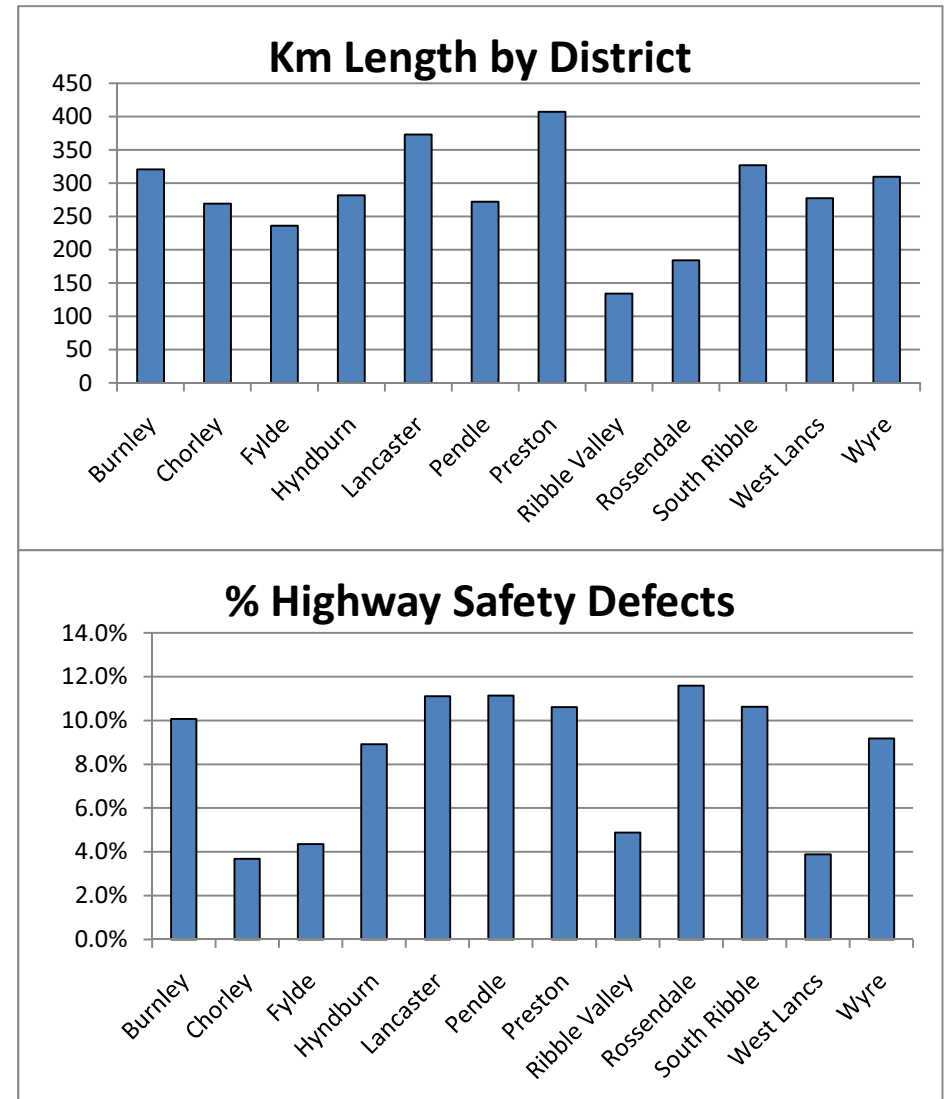


## Residential Roads

**Most Cost Effective Strategy:** Investment in preventative maintenance which is based on appropriate surface treatment in preference to more costly resurfacing of roads.

### Summary

- The asset includes approximately 3,400 km of residential roads.
- A full coarse visual assessment will be completed in 2014.
- The current condition is indicated by the numbers of defects identified by highways inspections.
- The current condition of the asset is assessed as being ACCEPTABLE.
- The estimated investment required to maintain the current rate of deterioration would be £5m per annum.
- Investment is based firstly on maintaining the current condition of the network as far as is practical.
- Secondly, if resources allow, investment will be based on bringing all districts to the county standard.
- The average resources available for residential roads in the past five years have been £2-3m per annum.

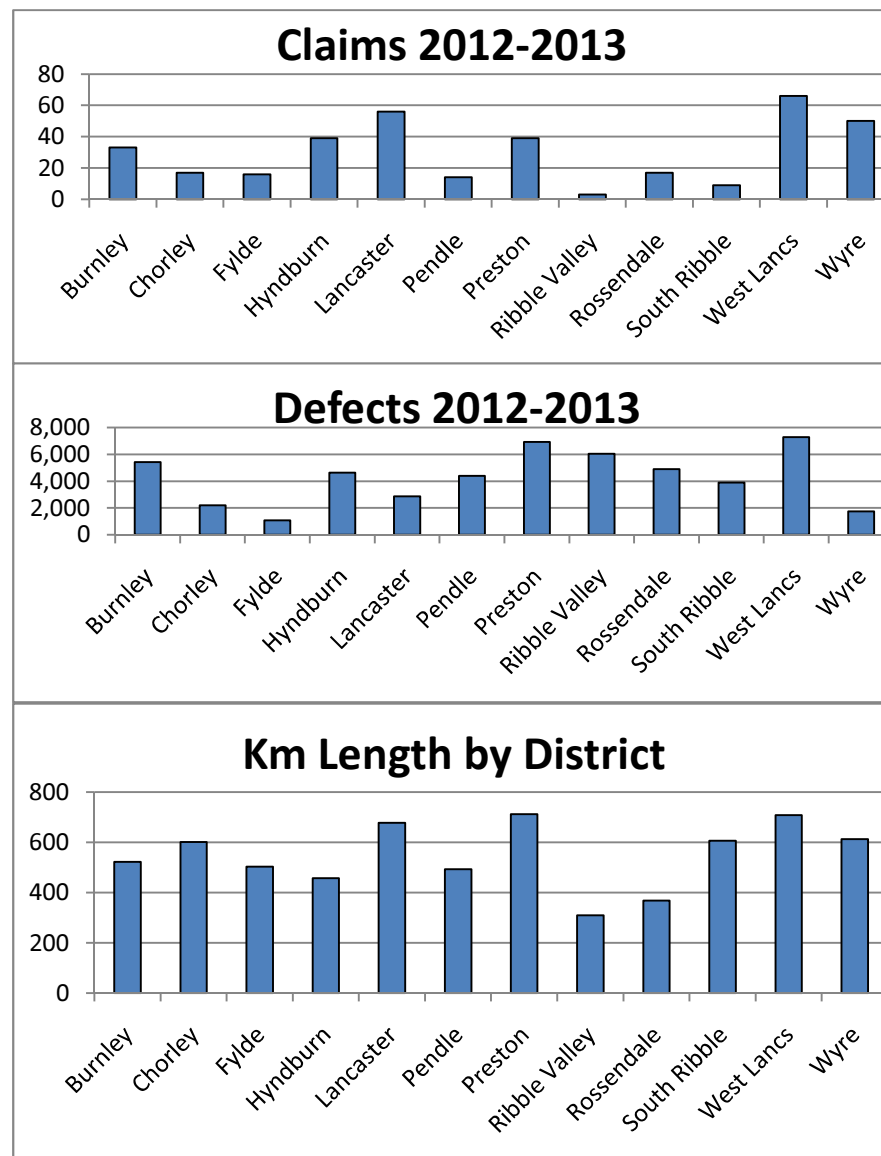


## Footways

**Most Cost Effective Strategy:** Investment in preventative maintenance which is based on appropriate surface treatment in preference to more costly resurfacing of footways.

### Summary

- There are over 8,500km of footways and urban footways in Lancashire.
- A full coarse visual assessment is to be completed in 2014.
- The current condition is indicated by the numbers of defects identified by highways inspections and the number of claims received.
- The current condition of the asset is assessed as being ACCETABLE.
- The estimated capital investment required to maintain the current rate of deterioration would be £2.5m per annum.
- Investment is based firstly on maintaining the current condition of the network as far as is practical and secondly, if resources allow, on bringing all district areas to the same county standard.
- The capital resources available for footways in the past five years have been £2m per annum.



## Bridges and Similar Structures

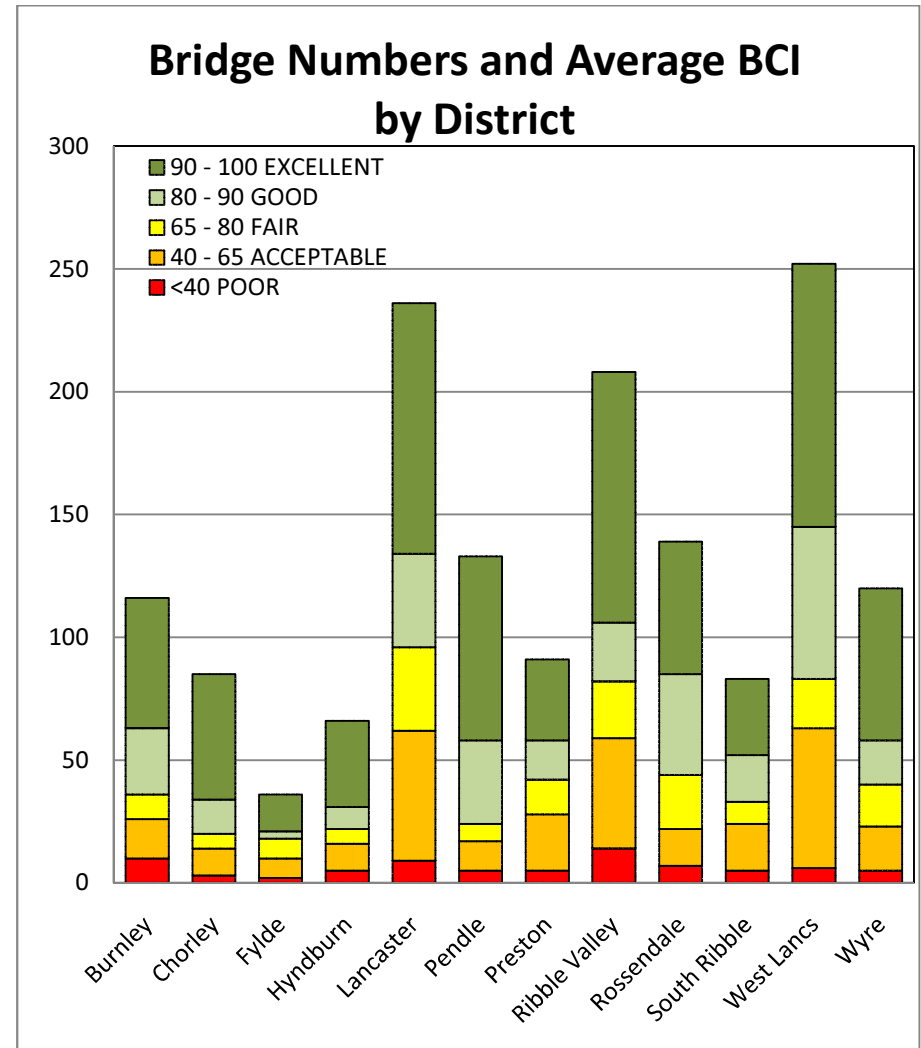
**Most Cost Effective Strategy:** Investment in preventative maintenance which is not based on reconstruction of bridges but is based on appropriate preventative treatment.

### Summary

- We are responsible for approximately 2,000 bridges and similar structures.
- We have good condition information relating to the condition of the asset.
- Our average bridge condition index is 89.3 which is the upper end of GOOD (and almost EXCELLENT).
- The estimated capital investment required to maintain the current rate of deterioration would be £3-4m per annum.\*
- The investment strategy is based upon identifying bridges and similar structures which have a bridge condition index (critical or adjusted) of < 40, and producing action plans for each such structure.\*\*
- The capital investment available in recent years has averaged £6m per annum.
- It is recommended that the capital allocation for bridges is reduced to £3m per annum and that major construction or refurbishment projects seek other funding sources.
- On the basis of the bridge condition data, resources are allocated on the basis of need as individual projects are unlikely to be included in any district based allocation.

\*Does not include maintenance of Network Rail bridges, major new projects or major refurbishments.\*\*A bridge in poor condition does not

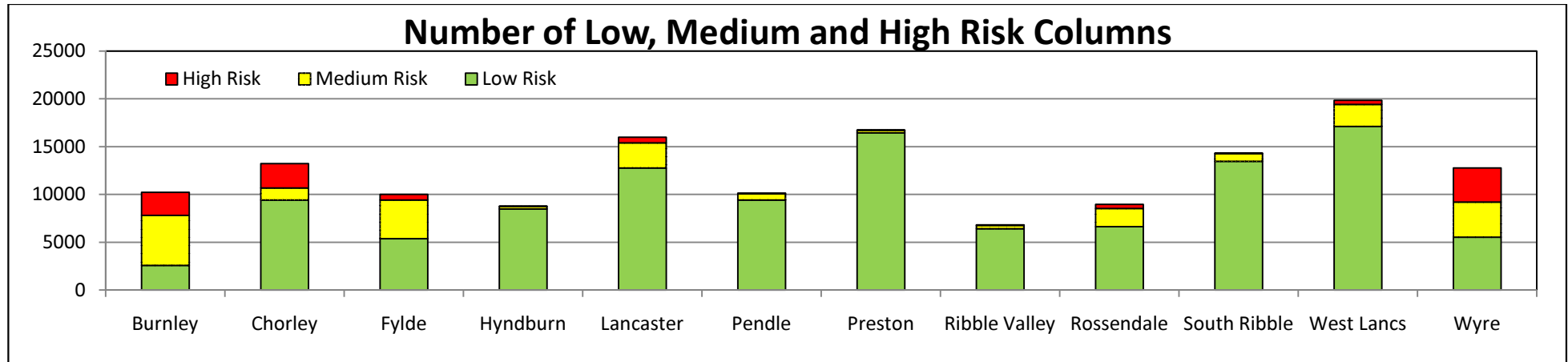
necessarily require urgent remedial action and is not automatically at risk of failure or subject to load restrictions.





## Street Lighting

**Most Cost Effective Strategy:** The risk to the public from a column falling over is generally low; however, half of our columns exceed the age when they should be regularly tested or considered for replacement or removal. The best strategy is to reduce the likelihood of columns falling over by either replacing or removing the highest risk columns or removal of columns without replacement.

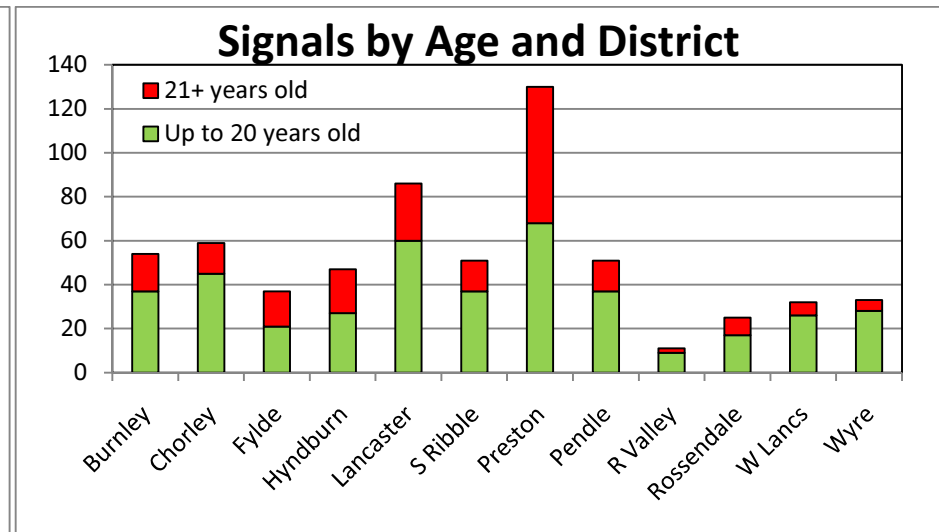
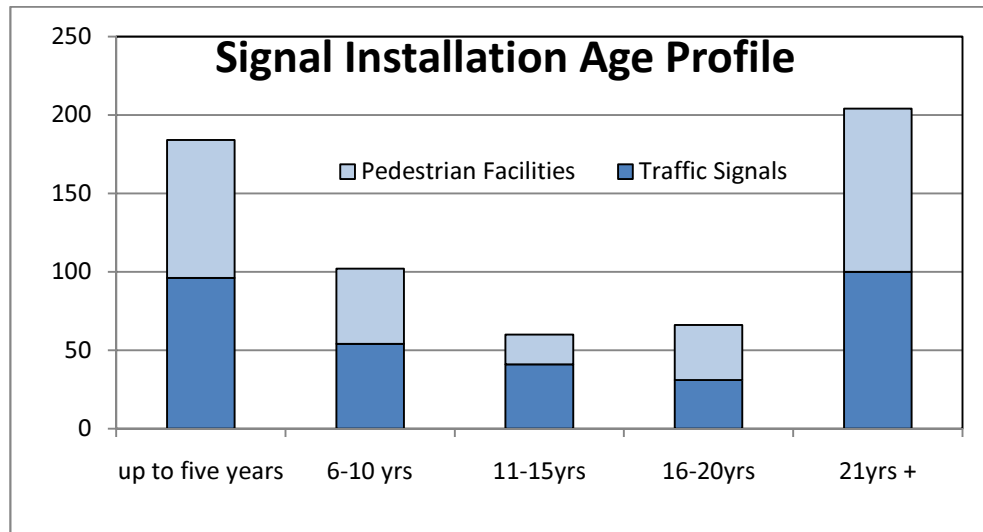


### Summary

- We are responsible for approximately 165,000 street lights, illuminated signs, bollards and similar installations.
- We spend in excess of £6m per year on electricity to run those lighting units.
- According to the risk assessment contained in the Institute of Lighting Professionals Technical Report 22 'Managing a Vital Asset' 51% of lighting columns have now exceeded their 'Action Age'.
- 34,200 columns are regarded as being of medium to high risk.
- 23,000 medium risk columns (in yellow) will score highly enough in the next five years to be included in the high priority bracket, currently having a score >100.
- 11,000 columns (in red) are the highest risk now having a score >150.
- The current condition of the stock is considered to be FAIR.
- In order to maintain the current rate of deterioration of the stock, it is estimated that a capital investment of the order of £6m per annum would be required.
- The likely capital investment available for 2014/15 is £1.7m.

## Traffic Signals

**Most Cost Effective Strategy:** Investment in preventative maintenance which is based on replacement of obsolete units at key junctions which will not be covered by Highways and Transport Masterplan activities.



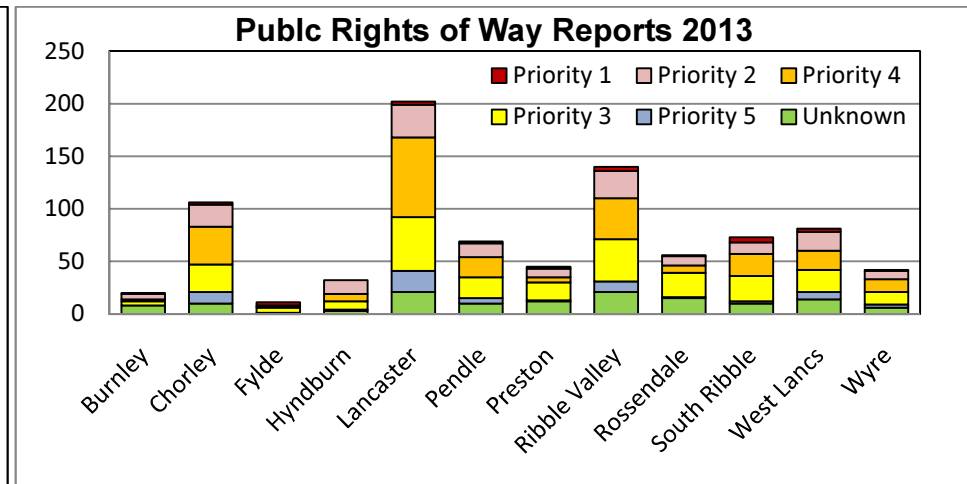
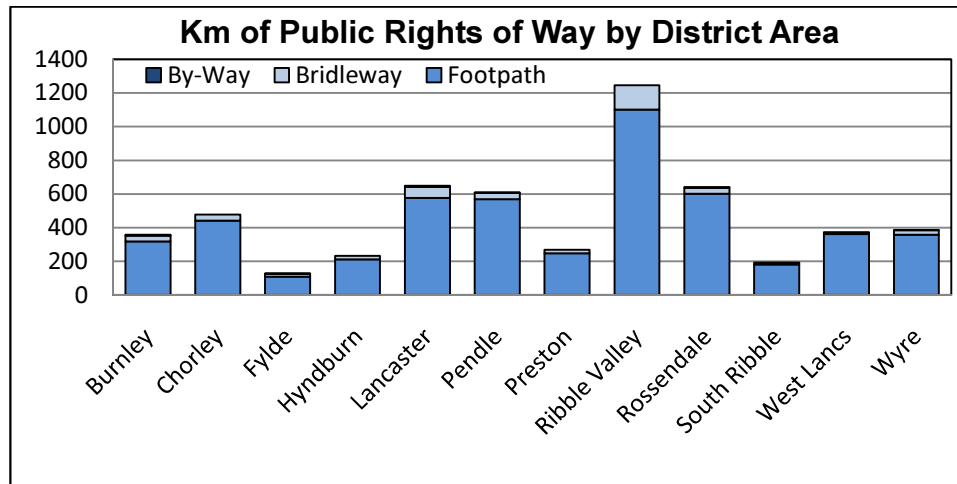
### Summary

- There are 331 sites in Lancashire which are controlled by a total of approximately 1,000 traffic signal / pelican crossing installations.
- The condition of the stock is measured in terms of the age of installations.
- Installations normally have a service life of 20 years before they reach a point where they are no longer supported by the manufacturer.
- We currently have a total of 204 installations (40% of the stock) more than 20 years old.

- It is estimated that a replacement programme at a value of £0.5m per year would be required to replace the stock that is no longer supported by the manufacturer.
- Over the past three years, less than £100,000 per annum has been available for traffic signal replacement.
- It is anticipated that from 2014, a capital programme to the value of £0.3m per annum will be used to support traffic signal replacement.
- A breakdown of traffic signal and pedestrian crossing equipment up to 20 years old (green) and age 21 years and over (red) and no longer supported is shown in the right hand graph above.

## Public Rights of Way

**Most Cost Effective Strategy:** Investment in preventative maintenance which is based on appropriate preventative treatment to key equipment and other actions aimed at ensuring the public are able to exercise their right to pass and re-pass across this network.



### Summary

- The asset consists of 5,560 Km of public rights of way (PROW) comprising public footpaths, public bridleways, public by-ways and byways open to all traffic.
- The condition of the asset is collected by an annual inspection of 5% (278km) of the network. Walked lengths are selected at random and are inspected by trained volunteers.
- The condition of the asset is considered to be broadly ACCEPTABLE.
- We have a statutory duty to ensure that every PROW is correctly recorded, signed and available for all legitimate users at all times.
- Approximately 3,000 defects are reported annually across the PROW network.

- We receive more defects across the PROW network each year than we can realistically resolve.
- The capital resources available for PROW in the past five years have been negligible. From 2015 onwards £0.25m will be made available annually.
- Investment is based firstly on maintaining the current condition of the network as far as is practical and secondly, if resources allow, on bringing all district areas to the same county standard.
- This asset contributes towards health and well-being initiatives and is used extensively used for health related leisure activities such as walking, cycling, running, horse riding etc.

## 11) Conclusion

### The above data indicates:

- The most effective investment strategy is one based on intervention at the optimal point in an asset's lifecycle.
- A general maintenance strategy of planned preventative maintenance at the correct time should be adopted.
- A 'worst first' approach can no longer be sustained.
- Continued deterioration of the A, B and C road network will occur if investment in the network is maintained at £5m per annum.
- An investment of £8m per annum is required to manage the condition of the A, B and C road network.
- The condition of the bridges network is assessed as being at the upper end of GOOD.
- It is recommended that investment in bridges and similar structures in the short term is reduced to a level of £3m per annum provided that major scheme funding is sought for strategic schemes.
- There are significant maintenance backlogs present particularly in respect of the A, B and C road network, rural unclassified roads, street lighting and traffic signals.
- A capital programme of the order of £25m will result in continuing deterioration of parts of the highways asset.
- The identification of strategically important subsets of the highways asset should be identified and prioritised to support the maintenance strategy.

## 12) Risk

### Relative Risk Rating of the Asset Groupings

Asset Class	Asset Volume or Size	Likelihood of Catastrophic Failure i.e., serious injury, loss of key asset, fatality.	Usage of Asset	History of critical safety defect
A, B and C Roads	2,567km	Possible	Very High and economically critical	Medium/ Low
Rural Unclassified Roads	1,065km	Possible	Medium but significant to rural tourist economies	Medium
Residential Unclassified Roads	3,400km	Possible	High visibility	Low
Bridges	2,000	Remote	High (many thousand transits per day)	Very low (once in 10 years)
Footways	8,518km	Remote	High and users are vulnerable	360 occasions each year i.e. 1 per day
Drainage	Approx 7,000km	Remote	High	Medium
Street Lighting	165,000	Remote	High	0.008% less than one per month
Traffic Signals best estimate	331 junctions or 1,000 installations	Possible	Hundreds of thousands of transits per day	Common failure of traffic signals (approximately 2 per week)
Crash Barriers	Report being prepared	Possible	Thousands of movements per day across the network	Limited failure. No history of total failure

## Generic Service Standards

Service Standard	Description of Level of Service
<b>POOR</b>	<p><b>Definition</b> Service delivery that is considered to fall below the minimum standard deemed necessary to maintain the asset in a safe manner. As a result only those essential and critical repairs that are affordable are undertaken. The risks and consequences associated with providing this service level are summarised below:</p> <p><b>a) Legal</b></p> <ul style="list-style-type: none"> <li>• Unable to ensure that we carry out all those duties that are incumbent on the authority through law, statutory duties or mandatory requirements;</li> <li>• Insufficient allocation to carry out works to recommendations contained in relevant codes of practice for which there is no approved derogation;</li> <li>• Authority is more exposed to legal action up to and including corporate manslaughter;</li> <li>• Degree of risk may be mitigated by a robust risk assessment which describes the reasons for deviation from the code of practice.</li> </ul> <p><b>b) Safety</b></p> <ul style="list-style-type: none"> <li>• In all cases <b>except</b> where the asset condition was formerly GOOD or EXCELLENT it is likely to result in a significant increase in the risks associated with safety or legal deficits;</li> <li>• Risks associated with the asset may be increased with attendant risks of legal exposure;</li> <li>• Likely to result in a significant increase in third party claims against LCC for personal injury and third party damage;</li> <li>• Heavy reliance on Safety Inspection regime to identify defects.</li> </ul> <p><b>c) Availability</b></p> <ul style="list-style-type: none"> <li>• Availability of entire network cannot be guaranteed;</li> <li>• Poor asset condition means parts of the asset may be withdrawn on a temporary or permanent basis to reduce the safety</li> </ul>

and legal exposure of the authority;

- As no programmed maintenance work is undertaken assets may be withdrawn from service for some time.

**d) Condition**

- Condition of the asset will quickly deteriorate as investment is not keeping pace with the maintenance requirements. This standard is not sustainable over the long term;
- It is assumed that the rate of deterioration exceeds the under investment required to maintain condition by a factor of at least 50% i.e. investment £10m less than required means a depreciation of £15m in asset value.

**e) Asset Value**

- Asset value is likely to be depreciating more rapidly as a result of minimal investment;
- Maintenance heavily reliant on reactive activities which result in unpredictable financial management and highest whole life costs;
- The cost of investment needed to return the stock to the minimum standard is growing rapidly and exceeds the resources available.

**f) Public Perception**

- Likely to be well aware that the asset is deteriorating and is becoming less available, safe or fit for purpose;
- Members in particular will be facing pressure for improvement and will seek to react to local pressures potentially diluting the impact on overall asset condition;
- Complaints and claims would be expected to be high.

**g) Service Delivery**

- The principle focus is likely to be reactive maintenance with minimum or no preventative maintenance intervention to prevent asset deterioration;
- It will not be possible to address all issues rapidly and a prioritisation of service demands will be required;
- It is likely that increasing portions of the asset are removed from service and that the trend accelerates with time as the asset ages;
- An increasing backlog of maintenance issues will exacerbate the service problems and lead to a further chain reaction of deterioration;
- Depreciation in the asset value would be expected to exceed the under investment required to achieve a FAIR standard. It

would be expected that initially deterioration would outstrip underinvestment by 50% with that proportion tending to increase year on year.

**ACCEPTABLE**

**Definition**

The minimum level of service to meet most statutory requirements and compliance with minimum requirements detailed in national codes of practice. The risks and consequences associated with providing this service level are summarised below :

**a) Legal**

- The authority complies with the requirements of the relevant codes of practice in all key respects; any derogation is documented and supported by a robust risk assessment;
- We know what is required and how we deliver the requirements.

**b) Safety**

- High reliance on Safety Inspection regime to identify defects;
- In all cases **except** where the asset condition was formerly GOOD or EXCELLENT it is likely to result in an increase in the risks associated with safety or legal deficits;
- Safety defects are well defined with performance standards for rectification of those defects. Systems are in place to ensure proper assessment prioritisation and rectification of defects or temporary arrangements to mitigate risk until a permanent repair is possible;
- We have relevant information to support our delivery to required performance standards.

**c) Availability**

- The majority of the asset is available for normal reasonable use.

**d) Condition**

- The condition of the asset is deteriorating but at a reduced rate compared to POOR standard;
- It is assumed that the rate of deterioration over under investment is of the order of 30% i.e. £10m underinvestment results in £13m of deterioration.

**e) Asset Value**

- The asset value is likely to be depreciating as a result of minimum investment.

	<p><b>f) Public Perception</b></p> <ul style="list-style-type: none"> <li>• Likely to be well aware that the asset is deteriorating and is becoming less available, safe or fit for purpose;</li> <li>• Members in particular will be facing pressure for improvement and will seek to react to local pressures potentially diluting the impact on overall asset condition;</li> <li>• Complaints and claims would be expected to be high. It is highly likely that members or the public would easily distinguish between POOR and ACCEPTABLE standards in their localities.</li> </ul> <p><b>g) Service Delivery</b></p> <ul style="list-style-type: none"> <li>• The principle focus is likely to be reactive maintenance rather than preventative works undertaken at the optimal time;</li> <li>• It will not be possible to address all issues rapidly and a prioritisation of service demands will be required;</li> <li>• An increasing backlog of maintenance needs will exacerbate the service problems and lead to a further chain reaction of deterioration;</li> <li>• Depreciation in the asset value would be expected to exceed the under investment required to achieve a FAIR standard;</li> <li>• It would be expected that initially deterioration would outstrip underinvestment by 30% with that proportion tending to increase year on year.</li> </ul>
FAIR	<p><b>Definition</b></p> <p>A level of service that generally meets statutory needs and the requirements detailed in national codes of practice. The risks and consequences associated with providing this service level are summarised below:</p> <p><b>a) Legal</b></p> <ul style="list-style-type: none"> <li>• The authority complies with the requirements of the relevant codes of practice in all respects and a robust risk assessment exists, except where it chooses not to carry one out. In all such instances any derogation is documented and supported by a robust risk assessment;</li> <li>• We know what is required and how we deliver the requirements;</li> <li>• The legal exposure of the authority is reasonably controlled and robust systems are in place to provide supporting evidence of compliance with the code of practice.</li> </ul>



**b) Safety**

- Safety defects are well defined with performance standards for rectification of those defects;
- Systems are in place to ensure proper assessment prioritisation and rectification of defects or temporary arrangements to mitigate risk until a permanent repair is possible;
- We have relevant information to support our delivery to required performance standards. We are proactive in the identification and rectification of those defects;
- In all cases **except** where the asset condition was formerly GOOD or EXCELLENT it is unlikely to result in an increase in the risks associated with safety or legal deficits.

**c) Availability**

- The majority of the asset is available for normal reasonable use;
- Restrictions of the asset are largely planned maintenance activities rather than emergency repairs with the exception of emergency utility repairs.

**d) Condition**

- The condition of the asset is stabilised or with minor deterioration;
- It is assumed that the rate of deterioration is under 10%.

**e) Asset Value**

- The asset value is likely to be depreciating as a result of other external factors rather than under investment.

**f) Public Perception**

- It is likely that public opinion does not reflect the condition of the asset and the presence of any defects at all would be considered by members of the public to indicate that the asset was in poor condition.

**g) Service Delivery**

- A mixture of preventative maintenance undertaken at the optimal time and reactive maintenance will be delivered although it is possible that outside pressure focuses some investment in areas which do not serve to improve the condition of the asset;
- The backlog of maintenance needs will probably be growing but at a reduced rate, due to any severe weather events and the reduction of our ability to focus on technically driven programmes.

<b>GOOD</b>	<p><b>Definition</b> A level of service that is above statutory needs and the requirements detailed in national codes of practice. The risks and consequences associated with providing this service level are summarised below:</p> <p><b>a) Legal</b></p> <ul style="list-style-type: none"> <li>• The authority generally exceeds the requirements of the relevant codes of practice in key respects; any derogation is minor and defensible, documented, and supported by a robust risk assessment;</li> <li>• We know what is required and how we deliver the requirements;</li> <li>• We are able to defend legal claims robustly and develop a strong due diligence defence.</li> </ul> <p><b>b) Safety</b></p> <ul style="list-style-type: none"> <li>• Safety defects are well defined with performance standards for rectification of those defects;</li> <li>• Systems are in place to ensure proper assessment prioritisation and rectification of defects or temporary arrangements to mitigate risk until a permanent repair is possible;</li> <li>• We have supporting information to ensure our delivery to required performance standards;</li> <li>• Should see a reduction in numbers of third party claims against LCC for personal injury and third party damage.</li> </ul> <p><b>c) Availability</b></p> <ul style="list-style-type: none"> <li>• The vast majority of the asset is available for normal reasonable use.</li> </ul> <p><b>d) Condition</b></p> <ul style="list-style-type: none"> <li>• The condition of the asset has been stabilised but significant improvements will take time It is assumed that the rate of deterioration is minimal.</li> </ul> <p><b>e) Asset Value</b></p> <ul style="list-style-type: none"> <li>• The asset value is maintained as far as is reasonably practical;</li> <li>• Relatively high costs in the short term as intervention measures are used to improve asset condition – results in lower whole life costs.</li> </ul> <p><b>f) Public Perception</b></p> <ul style="list-style-type: none"> <li>• It is likely that public perception is still focused on the defects present and that it will take significant time before any</li> </ul>

improvement in perception of the asset is noted.

**g) Service Delivery**

- A mixture of preventative and reactive service delivery models will be used as the backlog of maintenance issues will only be reduced slowly if at all;
- Increased capital budget enables preventative maintenance to be carried out. Such works are directed at intervening at the right point to restore the asset to an appropriate condition at minimum cost.

**EXCELLENT**

**Definition**

A level of service that is well above statutory needs and the requirements detailed in national codes of practice. Service delivery aimed at maintaining the asset to a high standard. The risks and consequences associated with providing this service level are summarised below:

**a) Legal**

- The authority complies with the requirements of the relevant codes of practice in all respects; any minor local derogations are documented and supported by a robust risk assessment;
- We know what is required and how we deliver the requirements;
- We further understand future needs and pressures and have a well developed strategic plan for the next five years.

**b) Safety**

- Significant reduction in claims against LCC for personal injury and third party damage;
- Safety defects are well defined with performance standards for rectification of those defects;
- Systems are in place to ensure proper assessment prioritisation and rectification of defects or temporary arrangements to mitigate risk until a permanent repair is possible;
- We have relevant information to support our delivery to required performance standards;
- Performance standards are challenging and reviewed regularly.

**c) Availability**

- The asset is available for normal reasonable use.

**d) Condition**

- The condition of the asset is improving strongly with asset value increasing;
- It is increasingly possible to flexibly assign resources to selected programmes each year as the relative deterioration is marginal year on year.

**e) Asset Value**

- The investment required to bring the asset to an as new condition is reducing;
- High costs in the short term as intervention measures are used to improve asset condition – results in lowest whole life costs.

**f) Public Perception**

- Generally public perception of the condition of the strategic and residential road network would be expected to be positive however the response to the few defects remaining will be disproportionate as expectations will steadily increase;
- The majority of the asset improvements will be less visible and the general public and members would not be expected to notice improved drainage, improving lighting column condition or improving bridge condition.

**g) Service Delivery**

- The principle service delivery is focused on preventative maintenance at the optimal time in an assets life cycle which will effectively reduce the average cost per scheme, particularly in respect of roads, and in turn fuel more rapidly improving condition;
- Operating at a sustainable level using sustainable methods.

## Service Standards

Asset Category	Measured By	2013/14 Condition	SERVICE STANDARD			
			ACCEPTABLE CONDITION	FAIR CONDITION	GOOD CONDITION	EXCELLENT CONDITION
A Roads*	% Roads RED & AMBER	<b>A = 22.1%</b>	25%	15%	10%	5%
B Roads*		<b>B = 42.3%</b>	40%	20%	15%	5%
C Roads*		<b>C = 48.7%</b>	50%	30%	20%	10%
Residential Unclassified Roads **	% Roads RED & AMBER	<b>28-40%</b>	28-40%	18-28%	14-18%	<14%
Rural Unclassified Roads**	% Roads RED & AMBER	<b>28-40%</b>	28-40%	18-28%	14-18%	<14%
Footways	Number of Defects	<b>51,395</b>	50,000-60,000	25,000-50,000	15,000-25,000	<15,000
Bridges and Similar Structures	Bridge Condition Index (Average)	<b>89.3</b>	40-60	60-79	80-90	>90
Street Lighting	% of High Risk Installations	<b>23.15%</b>	25-35%	20-25%	10-20%	5-10%
Traffic Signals	% of Units Beyond Design Life	<b>33.11%</b>	30-40%	20-30	10-20	<10%

\* The overall condition of the A, B and C road network is broadly considered to be ACCEPTABLE.

\*\* It has been assumed, in the absence of engineering data, that the condition of the unclassified road network is similar to that of the C road network.

### Primary and secondary priorities if additional resources are received in Phases One, Two or Three

This TAMP defines a fifteen year operational plan designed to reduce the transport asset maintenance backlogs and future maintenance costs in Lancashire. It recognises that a key barrier to this is the availability of sufficient financial resources.

Whilst we would like to improve the condition of all of our assets, all at once, this TAMP recognises that the amount of money likely to be made available in future will not permit this. As a result we are required to prioritise those assets which contribute most towards our goal of delivering an effective transport system, as this is considered crucial if we are to help the businesses of Lancashire and achieve our broader economic, social and environmental goals. If we are to succeed, this approach will require the understanding and support of elected members and the residents of Lancashire over the life of this plan.

Should additional resources be made available then more rapid progress can be made towards providing a network that is fit for purpose and maintainable at a good standard by enabling works contained in phases two and three to be brought forward.

Additional resources will also enable more rapid progress to be made in providing a transport asset network that is fit for purpose and maintainable at a good standard. It will also enable the economic and other benefits such as health, well being and engagement with neighbourhoods etc to be realised earlier

The vision of this plan is a Lancashire in 2030 supported by a good roads network where available resources allow rapid rectification of maintenance needs and allow a rapid, clear and transparent response to problems while supporting preventative maintenance treatments designed to avoid future potential problems.

The information below has been compiled to set out how we would spend any additional money should the actual level of finance received increase over and above that assumed in the TAMP. Dependant on the actual level of additional finance received we will either enhance the defined programmes for priority areas or invest in the primary and secondary priorities. In all cases, the TAMP will be amended should additional resources be received.

<b>Phase One 2015/16 to 2019/20 - Main Priority Areas A, B and C Roads and Footways</b>		
<b>One-off additional allocation</b>	Primary Priority	Subject to level of finance received, bring forward a limited number of planned works on the most strategically important parts of the A, B & C road network.
	Preferred Treatment	Surface dressing, structural patching or resurfacing as appropriate.
	Secondary Priority	Footway network, concentrating on third party claims black spots.
	Preferred Treatment	Structural patching or resurfacing as appropriate.
	Outcome	Accelerate the completion of phase one, resulting in the A, B and C road and Footway networks being in better condition, having fewer defects and reduced on-going maintenance costs.
<b>£1m to £5m per year over a number of years</b>	Primary Priority	Potential to bring forward whole programmes of planned work, prioritised on strategically important parts of the A, B & C road network.
	Preferred Treatment	Surface dressing, structural patching or resurfacing as appropriate.
	Secondary Priority	Residential unclassified road network.
	Preferred Treatment	Structural patching or surface dressing.
	Outcome	Accelerate a reduction in backlogs and improve the condition of A, B and C and residential unclassified road networks particularly if surface dressing treatments are used. If roads need to be structurally patched, this will result in a much smaller area being remediated.
<b>In excess of &gt;£5m per year over a number of years</b>	Primary Priority	Residential unclassified and rural unclassified road networks to accelerate reduction in backlogs.
	Preferred Treatment	Creation of resurfacing and structural patching allocations and explore operational delivery to maximise economies of scale.
	Secondary Priority	Potential to resurfacing of those parts of the residential unclassified and rural unclassified road networks where surface dressing or structural patching is not considered appropriate.
	Outcome	Additional investment will allow phases one and two to be run concurrently and enable us to reduce maintenance backlogs in these networks. However our prime focus in the short term will be to concentrate on using the most cost effective treatments and addressing the proportion of the asset classified as RED.
<b>Added Value</b> - Accelerate the reduction of backlogs particularly on the strategically important parts of the network as this supports the economy of Lancashire and is vital if we are to increase the economic prosperity of the county. This is reflected in the county council's Highways and Transport Master Planning process which is supported by central government delivering the Preston, South Ribble and Lancashire City Deal and Heysham M6 Link projects. Additional funding of £5m per annum will allow concurrent improvement of the residential unclassified and rural unclassified road networks in support of the county council Priority Neighbourhoods initiative which seeks to improve the most deprived areas of Lancashire.		

<b>Phase Two 2020/21 to 2024/25 - Main Priority Areas Rural Unclassified Roads and Residential Unclassified Roads</b>		
<b>One-off additional allocation</b>	Primary Priority	Subject to level of finance received, bring forward a limited number of planned works on the residential unclassified road network.
	Preferred Treatment	Surface dressing, structural patching or resurfacing as appropriate.
	Secondary Priority	Subject to level of finance received, bring forward a limited number of planned works on the most strategically important parts of the rural unclassified road network.
	Preferred Treatment	Structural patching or resurfacing as appropriate.
	Outcome	Will accelerate the completion of phase two, resulting in the rural unclassified and residential unclassified road networks being in better condition, having fewer defects and reduced on-going maintenance costs.
<b>£1m to £5m per year over a number of years</b>	Primary Priorities	Increased investment in lighting column replacements.
	Preferred Treatment	Replacement of highest risk columns.
	Secondary Priorities	Increase investment in street lighting equipment. Removing those columns that are no longer needed. Where columns are still needed, replacing with new and fitting with energy efficiency lanterns.
	Preferred Treatment	Removal of columns coupled with more energy efficient technology deployment.
	Tertiary Priorities	Replacing ineffective drainage systems with modern equivalents, prioritising work to flood risk areas.
		Increase investment in those bridges and similar structures which have a bridge critical score close to 40.
Outcome	Will enable works from phase 3 to be brought forward and for real progress to be made in respect of asset groupings not currently included in any phase. Will result in lower future maintenance costs.	
<b>In excess of &gt;£5m per year over a number of years</b>	Primary Priority	Increased Investment in residential unclassified and rural unclassified road networks to accelerate a reduction in maintenance backlogs.
	Preferred Treatment	We will create resurfacing and structural patching allocations for the residential unclassified and rural unclassified road networks and explore operational delivery mechanisms to maximise economies of scale
	Secondary Priority	Increased surface dressing across the entire network to enable AMBER areas to be addressed earlier.
	Outcome	Additional investment at this level will allow phases one and two to run concurrently enabling us to accelerate progress in reducing the maintenance backlogs in the residential unclassified and rural unclassified road networks. However our prime focus in the short term will be to concentrate on using the most cost effective treatments and addressing the proportion of the asset classified as RED.
<b>Added Value</b> Will allow more rapid progress to be made particularly in the residential unclassified and rural unclassified road networks. The rural unclassified road network is particularly important given the outstanding natural beauty of the county. In spite of its relative importance anticipated funding levels will not allow progress until phase two.		



<b>Phase Three 2025/26 to 2029/30 - Main Priority Areas Bridges and similar structures and Street Lighting</b>		
	Overall Priority	Review of condition of all assets following phases one and two.
<b>One-off additional allocation</b>	Primary Priority	Street Lighting
	Preferred Treatment	Replacement of highest risks columns
	Secondary Priority	Energy reduction initiatives.
	Preferred Treatment	
	Outcome	Replacement of highest risks columns and reduction in energy and costs
<b>£1m to £5m per year over a number of years</b>	Primary Priorities	Bridges and Structures
	Preferred Treatment	Addressing structures in poorest conditions.
	Secondary Priorities	Inspection programmes.
	Preferred Treatment	
	Tertiary Priorities	
	Outcome	Ensure that bridges remain in a safe condition
<b>In excess of &gt;£5m per year over a number of years</b>	Primary Priority	Production of the next ten year plans.
	Preferred Treatment	Preventative maintenance intervention at the optimal time
	Secondary Priority	Reduction of proportions of poor condition assets.
	Outcome	Ensure that all assets are maintained in their optimum condition and that maintenance backlogs are very much reduced so that they can be easily addressed within the level of funds that are available.



# Events on the highway

## CONSULTATION RESPONSES

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## Events on the Highway – Consultation Responses

### Executive Summary

Following the consultation period 14 responses were received ranging from individuals to district councils. The overall feedback was positive to the steps that the County Council are taking to mitigate the withdrawal of the police presence for traffic management. However there were a number of issues that were raised by the respondents.

- The most common question was around marshals and stewards. The policy will look to provide a clearer distinction between the two. The training course proposed is still being explored so it is difficult to provide firm details which a number of responses sought.
- A belief that marshals would, by default, be required at events. This is not the case as it is only closures that require 'active' traffic management that would require marshals. Barrier and sign closures can be unmanned or manned with a steward.
- Concern that the County Council are trying to change or complicate event management or demand traffic management companies are used. This is not the case, it is inevitable that the withdrawal of the police from traffic management will create a need for change however the policy seeks to retain, where possible, the easiest way to allow events to carry on. If it can be demonstrated that a traffic management plan can be facilitated without a third party company then this would not be an issue.

Overall it is intended that the only current changes to the policy document will be clarifications and further explanations. The responses have not challenged the aim of the policy but have exposed possible misunderstandings that can be resolved.

### Overview

The Draft new policies and procedures document was circulated to all County Councillors and District Chief Executives, with a request to circulate the report to local councillors for review and comment on the 13<sup>th</sup> June 2014. The consultation ran until the end of July to allow the responses to be collated in this report for circulation at the Three Tier forums.

Responses were received by a number of parties and during the consultation period the County Council has provided responses to these comments to try and provide further clarity. The County Council's responses are also included in this report.

### Background

Lancashire Constabulary is no longer providing traffic management at parades and events in Lancashire (except those of national significance such as Remembrance Sunday). As a result the County Council alongside the district councils and the police have been working towards mitigating the impact of this for event organisers by setting out a clear process and the requirements expected for events to occur

safely and legally on the highway. The document circulated for consultation seeks to set out how the County Council are trying to minimise the impact on events.

## Consultation Responses

The following parties have responded to the consultation:

- 3 County Councillors
- 1 District Councillor (acting as event organiser)
- 2 event organisers/organisations
- 7 City, District and Town Councils
- Chorley 3 Tier Forum

## County Councillor responses

### Consultation response 1

*County Council response included in Italics.*

- "I assume that not all helpers will need to be accredited marshals, and that provided there is a small core, the bulk of helpers can be made up from stewards (using the definitions in the interim guidance). Accredited marshals can close the road for stewards who will then stand behind barriers."

*If the road is to be closed using barriers (i.e. a full closure) then no marshals will be required. The legal closure is empowered by the barrier and signs not the person in this instance. Marshals would only be required if for example there was a rolling closure, where the parade was moving along with traffic. Marshals would in this instance direct traffic to stop whilst the parade passed (i.e. no barriers being used)*

- "What form will the accreditation training take, is there any cost, when will courses be available?"

*The training program is being worked on at the moment and the council do not have dates as such but we are working to get it in place as quickly as possible. It is reasonable to expect that there will be a cost but these details are still to be finalised.*

- "It should tighten up the process, and give those accredited people a bit more authority. Having accredited people will help the application for road closure, and the Risk Assessment for the Event."

### Consultation response 2

"Please can you advise if any form of event organisers were involved in putting together these proposals?"

*The document was drafted by officers. The police, district and county officers have had input and have fed back comments from their dealings with event organisers as part of this process, an earlier form also went before Scrutiny committee as part of a*

wider discussion. The answer to the question is that it hasn't had the direct involvement of event organisers.

### **Consultation response 3**

"A question posed to me has been why do the events have to be advertised especially if they are one offs. Why could the cost not be bought down on that for advertising?"

*The event itself does not need to be advertised, although most events will normally want some sort of exposure to ensure that they are successful but that is general marketing and down to the event to sort out if they want. There is no requirement for an event to promote itself.*

*The only point in which advertising is discussed in the document is around road closures. If the district council (the preferred option) processes the road closure then they are required to place legal notices on site (normally an A4 sheet i.e. low cost). If however the County Council has to process the closure then they are required to place a legal advert in the press notifying the public of the highway closure. The cost of the advert would be borne by the event however the steps we have taken (by using the district powers) should result in this being an exception rather than a rule.*

*In conclusion:*

- If an event requires a closure and it is done by the district council it will be down to the district council's discretion as to whether they charge for the closure.*
- If an event requires a closure and it is done by the County Council then the cost of the press notice will be charged to the event.*
- If an event requires a closure and they agree how it will be signed the County Council has a stock of signs that organisers can borrow (refundable deposit) or choose to buy for their continued use in future events.*

*The County Council has taken all the possible steps it can to ensure that the cost burden to event organisers is kept to a minimum whilst still meeting any legal requirements that have to be met.*

### **District Councillor Response**

#### **Consultation response 4**

"I have been sent the information about events as a local councillor. However I am replying as an organiser of large events in the Fylde. I put on three triathlons each year, and have done for 8 years in St Annes, Ribby Hall and Fleetwood. Two of these require road closures.

These events meet so many local and central Government targets it would be a shame to impact them. We introduce children to sport from age 7 years and up, we bring women back to sport who have left it or not tried it before. We create a community spirit and involve charities in all events.

Like many events the only thing that almost stops us each time is finding marshals, or stewards now as they might be. Finding large numbers of free volunteers is a

challenge. If we were to pay them the event would become so expensive it would exclude all entries except from the rich.

I doubt any Government local or central would want to plan for the rich only. We are inclusive and the cheapest events in the UK to attract people from all schools across Fleetwood and the Fylde, we feel this is important as many such children are excluded by cost.

If the new rules make obtaining marshals more difficult, reduces who can be a marshal, or increases costs it will stop events. I appreciate less events may be a council aim as it reduces the amount of work required and makes life easier but is this the best for community, obesity and health?

I would like to be involved in discussions as I fear bureaucracy and over planning and fear of keeping things simple may create a society that can't function properly. I also fear that many people in the planning may never have put on large scale events and only understand the paper side of it not the reality of it."

*A distinction needs to be placed between Marshals and Stewards. A Marshal will have the power to stop and direct traffic, in the same way a police officer does (with a valid road closure order in place to support them legally). Stewards have no such powers and are just there to provide information and support to road users who are affected by road closures.*

*It could be assumed that the types of events mentioned would utilise full road closures to ensure the safety of the participants. This would be facilitated by "Road Closed" signs and barriers. These closure points would benefit from stewards who can offer advice to road users but do not require fully accredited marshals.*

*It is important that whilst the County Council will work hard to keep events running, we manage our responsibilities to highway users, spectators and participants. The County Council has to ensure that the road is legally closed and that the appropriate level of signing and staffing is in place to keep everyone safe and informed.*

*At no stage are the County Council saying that you are now required to pay volunteer stewards, however if during the planning process of the traffic management plan for an event it is decided that marshals are required then it is inevitable that there will be some sort of cost involved. However the County Council is again looking to support in minimising this cost as much as possible. The training program that is being created will allow certain individuals to become marshals, these could be county or district council employees, and they may even be volunteers from local organisations, once trained they would be available every year for the event.*

*It is disappointing if it is felt that the underlying agenda is to drive down the number of events and to make life easier, this is not the intention. Putting steps in place to try and support events going forward following the withdrawal of the police from traffic management would show that the County Council is doing its best to mitigate any issues that are faced. It is unfortunate if this does not come across clearly in the report.*

*The intention of this exercise is to empower organisers to take their events forward in a safe and legal fashion, the County Council agree that the organiser will be the best placed person to know what the individual issues of the event are, especially if they have been involved for many years, however the fundamental requirements for a legal road closure cannot be overlooked and a robust traffic management plan with the involvement of the county, police and district working together with the organiser is the best way to facilitate this.*

### **Follow-up response from the consultee**

"In 8 years and 18 events we have not seen the police or involved them, yes we have full road closures and it seems you are saying for us nothing at all will change and that is a relief. As I said the trouble with people making decisions who are not event organisers is they have no idea of logistics. For example I need a minimum of 85 marshals or stewards now, and that is cutting it thin. To get volunteers to do this is hard. To get 85 trained council officials to give up almost every weekend of the year is non sensical and would just mean no events. Many events happen on the same day and many require this level of support to work. You say this is to improve safety which would imply that you have records of incidents and safety issues. In my races there are none, and in all the races I take part in I know of none, and of course the parades I attend I have not heard of any either. We do live in more of a "nanny state" where fear of something is often more important than the reality of nothing happening and I appreciate the police have to make cuts and can't serve the public as they once did but we so often see a sledge hammer being used to crack a nut. If I can help bring some common sense to any of this please liaise with me as I would hate to see Government officials closing events for paperwork reasons and supporting obesity and lethargy as it is easier. I am sure, as you say, this is not the case but fingers crossed on that. Let me know if I can lend any help, all the best with this and let's hope there are no real causalities, and by that I mean events!"

### **Event organiser responses**

#### **Consultation response 5**

"Both very useful documents that should once fully implemented, result in the continuation of traditional community events using the highway in a safe and orderly manner. The "respondent", once trained in accordance with the Community Safety Accreditation Scheme (CSAS) intend not only to marshal their own annual Easter event once training has been given, will avail themselves to marshal other groups events depending upon the availability of trained members.

Set out below are points/issues that we would like further discussion on before we fully endorse the policy and interim guidance.

- Training – It is of vital importance that training courses are delivered at a time, date and location that would allow our members to attend, i.e. nights or weekends and local based."

*As the training course is current in its concept stage the details of how and when it would be delivered and who is eligible for such training is not yet known but we will take these comments on board.*



- "How many of our people can we have trained?"  
*Who can be trained is at the discretion of the Local Chief Officer for the Police in Lancashire, any person that is permitted could be trained. The County Council would suggest that there would be no arbitrary limit. A copy of the Home Office guidance on the CSAS powers is included for reference.*
- "How many Marshals do we need to run our event?"  
*The nature of the event and its impact on traffic and pedestrians will determine the number of Marshals required. At the point of application the County Council and Police would provide comment on the plan including numbers, route, signs, closure requirements etc*
- "How many Stewards do we need?"  
*The nature of the event and its impact on traffic and pedestrians will determine the number of Stewards required. At the point of application the County Council and Police would provide comment on the plan including numbers, route, signs, closure requirements etc*
- "What will be the cost?"  
*The cost of the training is not known at this time as it is still in its concept stage.*
- "How long will it be before refresher training is required?"  
*The CSAS guide does mention periodic re-assessment however it will be at the discretion of the Lancashire Constabulary to agree the frequency of this.*
- "How much will the Marshal training cost."  
*The cost of the training is not known at this time as it is still in its concept stage.*
- "Road signs – The way our event moves along the highway requiring a series of short road closures, makes the use of standard road signs as proposed difficult to manage as they will require to be continually re-sited along the route. It should be noted that before this year's event started, numerous signs were deposited along the route requiring them to be moved only a short distance from the side of the road out and onto the crown of the road. We understand that each road sign should be weighted down with a sand bag to prevent it being blown over by a strong wind. (Not mentioned in the policy document)"  
*It is difficult to cover every detailed point in the document, the signs for example that we have produced and made available to event organisers at the moment are designed to be zip tied to street furniture therefore not requiring sand bags. We would specify in the approval of the traffic management plan any requirements for signs to be secured and periodically checked for example. The approved traffic management plan will describe how any event will be managed, either by accredited marshals or by physical signing dependent upon circumstance.*
- "If we have sufficient trained Marshals available, could they use either hand signals as described in the Highway Code or hand held devices such as LED powered red/green batons or even stop go boards etc."  
*The Marshals would have the power of a police constable in terms of directing traffic. Batons and Stop/Go boards would not be approved as the power is held by the person not the sign, so hand signals would be the method of*

*communication with drivers, this would be covered in the training course in more detail.*

- "Communication – Marshals will require some effective means of communication i.e. personal radios."

*This would be a decision to be made by the event organiser as part of the traffic management plan, if an event organiser decided to utilise this means of communication it would be their own responsibility to resource this equipment.*

- "High Vis jackets – Do we need different jackets for both Stewards and Marshals."

*The County Council's view at this time is that it would not be necessary to have different jackets. Assuming that the traffic management plan required the use of marshals and stewards then the marshals would be identifiable by an accreditation ID that they are required to wear when carrying out their duties. Also by virtue of the role they are carrying out it should be clear which is which, for example a steward would either be alongside a sign and barrier or on the roadside providing support whereas the marshal would be stood in 'live' traffic facilitating the rolling closure.*

- "Interim arrangements – How much of this policy will be in place before Easter 2015 and what are the alternative requirements. If it is a case of instructing a Traffic Management Company/ where are the funds coming from."

*The request is to have comments back by the end of next month and it will be discussed at the Three Tier Forums in September. As we are time critical with coming up with a solution to allow events and parades to continue, I would expect as much of the policy as possible to be in place before Easter 2015. The responsibility for the cost associated with events which take place on the highway lie with the event promoter. This will not change.*

- "Contacting residents/businesses along the route. Will a short mention in the Free Press suffice?"

*As part of the road closure, notices would go up on site informing the public of the forthcoming closure. Any further requirements for additional information and notice will be discussed as part of the conversation at the local Event Safety Advisory Group meetings and agreed Traffic Management plans.*

- "Litter – Never been a problem."

## **Consultation response 6**

"That the proposed training will impact on people who volunteer, some are working and some provide child care. Why is it that these marshals who have over 30 years experience in many cases now have to be accredited. Is prior learning and experience not taken into account?"

*The training that is proposed to be made available by the County Council is to provide marshals with the power of a police constable (i.e. the power to legally direct traffic, and for it to be an offence for those directions to be ignored). For an event to*

occur on the highway it is necessary to have some sort of legal closure in place, either rolling or static. If a static closure is being created then the closure is empowered by the relevant traffic signs (i.e. Road Closed). It is possible for a well coordinated event to be facilitated by a moving cordon of static closures surrounding the event, as the event passes the road reopens whilst ahead of the event the roads are being closed, however this does require a level of coordination that many smaller events may struggle to provide (an example of this is provided in the interim guidance that was circulated alongside the consultation document). The accreditation scheme to provide traffic marshals is being explored to allow the marshals to act like the police at a parade (for example) where they actively manage the traffic around the event. Without knowing the exact details of how your events are currently managed the County Council can only provide the following responses to the question posed:

- 1, If the marshals are providing the management of the event using the movement of barrier and signs (static closure) then it is possible nothing will change;
- 2, If the marshals are facilitating rolling closures then the accreditation would formalise the experience and provide the legal backing to what they are doing.

### **Consultee response to comments**

"A) Athletic Road events do not need a rolling or static road closure in 99% of the cases and this was done as a blanket proposal in the consultation. I am opposed to this element in the consultation.

B) The experience of Race Organisers as my colleague has mentioned is generally greater than the Police or yourselves in this matter and I would hope that recognition is given to this and then used to formulate the final policy

C) The implication from one of your comments above "It is possible for a well-coordinated event to be facilitated by a moving cordon of static closures surrounding the event" could imply without this happening the event is NOT well organised and coordinated. I for example work with the local traffic management officer to check my events are safe and well organised and then have them approved- I appreciate you are after a process that will facilitate this BUT if you are not involved in athletics and its organisation you tend to take a generic view!"

"For athletic road races no need to close roads in most cases an event tends to happen for a few minutes in that area. The implication of the proposals is that full road closure is required at a cost to in our case to a small charity. Unless you have a very large event there is no cost benefit to the organisers. Indeed if only a "Fun Run" or "Flashmob Race" there is no insurance or requirement to inform anyone, this seems wrong. This is likely to benefit very large events e.g. London Marathon, Manchester 10K who have event companies providing marshals and who have mega budgets for promotion from Sponsors-this has no real benefit to Lancashire sports people!"

*Firstly it is important to cover the "fun run" and "flashmob race" issue you raise, if the runs are occurring on the highway without the necessary legal closures and permissions from the District/County Council and Lancashire Constabulary then they should not be happening. Just because the events happen doesn't make it right or legal. The County Council agrees that any event that occurs should follow the same protocols and processes to ensure both public and participant safety.*

*In terms of "cost" the report has not placed any values against the various issues raised. However the County Council has tried at all times to ensure that costs will be kept as low as possible, for example there has been close working with our district colleagues on the best method of processing a legal closure, the power the County Council can use requires an advert in the press whereas the district council power only requires a site notice. Accreditation training is currently available through a private company but the County Council are exploring if it can be provided at a more competitive rate. A batch of temporary signs have been manufactured and distributed around the county for events to be able to use (at no cost) with the possibility of regular events being able to buy a set for their own use every year.*

### **Consultee response to comments**

"As mentioned unless you can call a Fun run or Flashmob run organised these events will continue to happen without your permission. We as race organisers know of people who do this to get around the system"

"When I started organising events 31 years plus ago on the day of my races no others occurred nowadays you can have 8 races taking place on the same day in Lancashire-you will need a substantial amount of signage to cover some weekends"

As mentioned earlier, most people who support these events are volunteers and as such could easily walk away from helping (there is significant evidence for this happening already).

The cost is more than likely to close small events - is this what LCC and the Police really intend?"

*Entirely the opposite is the intention for this policy. It is important to note that this policy has been drafted as a result of the police announcing that they would not be providing traffic management to the many events in the county. It became necessary for the County Council to work with the constabulary and the district councils to come up with a policy to ensure that as many events and parades could continue as possible. The removal of the police provision and the subsequent conversations with our district colleagues did help identify the large variety of different processes and local practices that needed to be formalised so that an organiser in Lancaster can expect the same steps to be followed as in Chorley. In terms of the polices the County Council is not able to provide a comment on their intentions, however the actions are due to them adopting ACPO (Association of Chief Police Officers) guidance.*

### **Consultee response to comments**

"ACPO issued similar guidance in 2000 because of Millennium year-I suspect this is more about a reduction in funding (something which I know you cannot comments on), however if there is no need for Police involvement and there is no need for road closures and provided the event is insured what is the proposed position in clear and unequivocal terms of LCC?"

"Two of us have already highlighted that this is contrary to your view likely to close up to 85% of road race events- we want to make this absolutely clear on that point."

"There has been no involvement of race organisers as far as I can ascertain in formulating this policy, this is ridiculous given that the Police have used our knowledge to improve what they do.

The Police do not marshal any event I have organised, we have had 'Specials' there because they want to be -they have given their time unpaid and have come as support- What then is their role in all this."

*No event organiser has been involved in the drafting of this document so far. The policy was an officer authored paper with input and discussion from the Lancashire Constabulary and the district council officers. It is the intention of this consultation at this stage to get the comments and inputs via the County and District Councillors. It can be a chicken and egg issue, if the County Council had not drafted a proposed outline and just sought views we could have been in a situation of having multiple conflicting proposals to try and bring to together. By providing a framework outline and then seeking views we can look to tweak and edit to keep a universal process that meets the maximum number of event's needs.*

*It is probably important to note that the intention of the document is to provide an outline for event organisers when organising their event. If when you inform the district council of your event and the discussion of a suitable traffic management plan is undertaken, it is at that stage that the detail of how to manage the event would be resolved. If the police and County Council traffic team are happy with the plan then it would be accepted. If as you note the police have not attended before or have applied a light volunteer touch then it is possible that this could be accepted in the future, it is therefore not possible for the County Council to comment on an individual event and as such we can only deal in generalisations at this stage.*

"Police have never marshalled at most events. Are we presuming that the Ironman Triathlon or Tour de France principles be applied here and that Police are to be paid for turning out at checkpoints? Only large events need this from the Police!"

*Large major events will require an acceptable traffic management plan, if the police chose to attend it would be down to them to offer comment on costs they may charge.*

### **Consultee response to comments**

"Ergo smaller events need a much reduced traffic management plan!"

"The proposed policies do not take into account course design. I have to have my route verified, insurance granted etc by either UKA (United Kingdom Athletics), ARC (Association of Running Clubs) or FRA (Fell Runners Association) and I conform to all safety requirements- events are insured for a minimum of £10 million. These governing bodies consist of people trained in risk assessment and litigation, they are in many cases runners - so are both practitioners and monitors of what is happening and would not put themselves or others at risk. Most race organisers would be willing to cascade any useful training down to their volunteers."

*The policy is providing a framework for all events on the highway, the County Council haven't commented on any particular type of event because the framework outline can be applied to a street party or church parade in the same way as a major race.*

## Consultee response to comments

"I think there is a need to identify that affiliated road race events have their own specific requirements and it would be useful to sit down with us and listen to our views/advice in this area"

"I personally ensure my organised races are as safe as can be because if I don't I won't get a) the participants, b) raise much needed money for the Village Hall or local charities and c) the support of the NGB's - Why, why, why weren't people with experience invited to join the consultation group- we use to be on local safety groups."

*The County Council do not dispute that your events are as you state well organised and safe, it is not the intention of this process to change any of that. As noted the pressures placed on the County Council, by the immediate removal of the police attendance of events, forced it to put forward a policy framework and then seek comments at this stage.*

## Consultee response to comments

"Are you saying that all road running events will require a road closure? If you are, you can wave goodbye to around 75 to 80% of road running events. So much for London 2012 legacy.

You should also note that my previous attempts to obtain a road closure order for my event have met with refusal by Lancashire Police. Such was their strength of objection that it is recorded in our risk assessment and planning document to cover ourselves."

## Council actions

The comments were passed to the Lancashire Constabulary to provide a comment on as the response identified their refusal to attend events. The Lancashire Constabulary feedback was as follows:

*"I have spoken to "the consultee" and as I thought he and his colleagues were worried that it meant the events couldn't happen, I have explained what the 'Events on the Highway' document is all about and why it needs to be brought in and I think he understands it now."*

An overview email was also provided to a County Councillor who had been part of the original email chain to provide an update. The main points covered are outlined below:

*The important point that the County Council is trying to get across is the County and Districts want to work with event organisers to ensure that anything that occurs on the highway is done safely and is coordinated with other users of the highway. It is entirely likely that the number of runs that are organised may not need a road closure due to the nature of the event however it is still important that the County Council is aware of the event happening so that we can agree any traffic management is acceptable, notify the organiser of any issues (forthcoming road works for example) that may affect the event and manage any other events that may conflict (location/time etc).*

## District, City and Town Council responses

### Consultation response 7

"Welcome and worthwhile documents that could be developed as a basis for the improved management of events on the highway, particularly in light of the intended withdrawal of a traffic management roll that has historically been provided by the police.

It is accepted that the districts can be the primary point of contact for applicants, this roll being an administration function allied to the district's role in the heading of local Event Safety Advisory Groups (ESAGs).

It is accepted that the Town Police Clauses Act 1847 is the preferred legislation.

It is accepted that the county council be responsible for approving traffic management plans for road closures – Note that once the notification of an event is received and circulated to ESAG partners it is considered that LCC as the Highway Authority (in conjunction with the Police Traffic Road Safety Unit) be the focus of communications with event organisers for matters relating to traffic management and road closures i.e. LCC / Police liaise with event organisers in the production of the necessary traffic management plan and traffic management arrangements, and not districts.

The Accredited Training Programme is without doubt a cornerstone of the policy. Adequate and suitable training courses should be available to community groups who may, if they so wish, have the opportunity to have their representatives trained to an approved standard well before the start of the 2015 events programme so that the availability of accredited marshals can be included in the preparation of the traffic management plans as prepared by the event organisers. This will greatly assist LCC traffic engineers in their discussions with event organisers"

There were also a couple of suggested replacement sentences seeking to provide clarity on meanings which will be incorporated into the document.

### Consultation response 8

"I would make the following comments that have arisen from discussions with the County Council's Events Manager:

The sign loaning scheme needs to be developed to ensure there is a clear and easy booking process, if however we are asking organisations to have qualified traffic management companies I don't see the need for this."

*The County Council agrees, the important part was to secure a small stock of signs initially to help facilitate the events, going forward it would be favourable to see a good stock level of signs at various locations around the county, and as part of this it is suggested that the districts will want to help facilitate sign borrowing system. For annual events the option would be to offer the signs for purchase so that they have them every year going forward. This could be part of any Traffic Management conversation?*

"When we explored the Community Safety Accreditation Scheme with the police during Guild, the police had concerns over the legality of the scheme and its implementation; there is also the matter of liability for community volunteers trained in the scheme who is covering them under liability insurance. Also what are the fail-safes in place to ensure a closure is implemented properly and in line with chapter 8?"

*The County Council is awaiting the full information back from the police regarding the CSAS scheme, but take on board your concerns, ultimately the police have the discretion as to who can be trained and it must be possible for us to provide Marshals for events as the AA provided marshals for the open last year. Liability insurance – the County Council will ensure that this is discussed with the police as part of setting up the training; it may be that the individual may have to get their own or the organiser would have to ensure that the marshals are covered as part of their event insurance, but this will have to be checked. In terms of the chapter 8, it would be the responsibility of the County Council to ensure that the Traffic management proposed is compliant, in terms of checking the implementation on the day we will have to consider possibly random checks on events, based on the number of potential events and the spread it is likely that we would not be able to attend every one though.*

I have grave concerns over a volunteer staffing a closure point, even if they have received training it is a high risk role and potentially puts members of the public at risk of public confrontation or at worst conflict with moving vehicles. We would not put an unlicensed member of staff on the entrance to an event.

*We will feed back your concerns but if the closure is fully signed and barriers are in place and any diversions are clearly signed then these conflicts will be minimised, however it will need to be a consideration of the traffic management plan. It has to be remembered that the guidance is covering all sizes of event and parade ranging from a church parade down a street to a closure of a city centre for a major event. The intention is to provide a framework for the District, County and Police to work with, if it is felt that the event will create these conflicts then this can be raised as part of the application process etc. It will be down to the area highway teams and Districts to agree the local adoption of the framework.*

"Under the heading 'Longer Parades' the police intervening if a situation arose, I think needs clarifying is this in relation to crime and disorder or under special police powers to divert a procession in the instance of a situation out of the control of the organiser?"

*Noted*

It is not clear what the relationship of the two documents are, however the interim guidance has no information about insurance, risk assessments, traffic management plans, advance warning, resident/business notification, welfare consideration for participants, parking considerations for participants, stewarding, first aid, litter and waste and so on.

*The main policy document is the one that the County Council is looking to adopt when agreed, this is as mentioned above, designed to provide a framework that can be applied across the entire county for all parades and events etc. How our district colleagues and the County Council implement the detail will be down to the local groups to agree. Whilst reference to all the items above as "need to be considered" can be added to the document, it would be expected that this to be part of any*



*application process and it is important that whilst trying to provide consistency there is flexibility for locally specific issues to be dealt with. Until the main document is adopted it became necessary to state the current position (in the absence of police at parades/events) therefore the interim guidance was pulled together stating an early adoption of the main principles of the "under consultation document" but tried to provide clarity on the impact of not having accredited marshals available (i.e. try and use full closures etc).*

"I note in the Draft policy document references ESAG as best practice to ensure communication between District, County and the police, however Preston who has an established ESAG from pre Guild has no physical representation from the County Council despite being on the circulation list."

*It would be expected that LCC officers will attend ESAGs in the future*

"The draft policy does not include detail about the above considerations outlined in point 4"

*Noted*

"Will these documents remain as guidance allowing districts to roll out their own localised policies which obviously still reference the guidance however allow for nuances?"

*It is intended for the main document to be adopted as a policy by the County Council, it is for this reason that the districts and police have been involved in the drafting process. As noted above, and in response to a number of other comments about the policy, we have attempted to create a framework rather than a set of draconian rules to allow districts and the county to have nuances. The main principles would remain standard, for example, the district is the main point of contact, the county and police will approve the traffic management, etc*

"In the Interim Guidance, reference to district council needs adding in the second paragraph on page 1."

*Noted*

"In the Interim Guidance, 3rd para page 1, reference is made to full closures being the preferred option and yet the majority of the document appears to relate to rolling closures."

*This is because the interim guidance is aimed at dealing with those events that would be best placed to use marshals (e.g. at the front and back of a parade) but as this is not possible currently it was about how to manage this.*

"In the Draft Policy Document, page 7, 3rd bullet point from the bottom, whilst emergency service access should be maintained at all times, it is seldom the case that residents and business access can be maintained during periods of road closure, although all attempts are made to minimise this impact."

*Noted*

"There have been a number of issues surrounding complaints from public transport operators and whilst not wishing to single out one particular type of road user, it would be useful to add a comment that early contact needs to be made with bus service operators affected."

*Noted – if the closure was to be processed by the county under the RTRA the 12 week lead time is to allow the notification of bus operators etc similar to the TTRO process.*

### **Consultation response 9**

A letter was received from a District Council outlining the support for the process and the policy. The following comments were noted:

"The council would make the point that having a clear and consistent set of criteria to be met means that some applications for events will have to be denied because organiser either cannot or will not meet the criteria. This will inevitably lead to some negative publicity either at a local, county or even national level. The fact that there is a clear policy in place designed to protect the interests of all should provide a robust defence to this. The council would however wish to ensure that a communication plan is agreed between the County and Districts to ensure that all would be events organisers are mindful of the proposals."

### **Consultation response 10**

An email was received from a District Council agreeing "that the introduction of a policy for the implementation of highway closures arising from events on the highway is beneficial. The policy should reflect the primary role which Lancashire County Council as highway authority have in approving the closure of highways and the agreement of satisfactory schemes of traffic management" the email then provides a number of suggested edits to the main document to strengthen this view without changing the underlying documents aims and objectives.

It is also noted that in the view of the respondent an events safety advisory group (ESAG) is not empowered to approve or prohibit an event or closure. This view will need to be considered as it will depend on how local processes are set up to handle the event application process. It is reasonable that an event that has an effective traffic management plan and is generally ok to occur on the highway could be effected by the consideration at an ESAG meeting. This will depend on how the local ESAG is set up and what its agreed role is within the process."

### **Consultation response 11**

The response from a district council focussed on the impact on the event organisers that these changes will have. They identified the drop in events that have occurred since the police have withdrawn from events and raise concerns over the financial impact that traffic management could have on small events. The district welcomes the recent communication from the Lancashire Constabulary that a small amount of funds was being made available to help with the transition but it still raises concerns about the long term effects of these changes.

The district notes that the county are looking to set up a training scheme for Marshals however then assumes that the county would then automatically deploy its own in house marshals to events and comments that no costs have been made available. The response does seek prices and financial impact to be made clearer.

There is a feeling that for a number of smaller events the ESAG process is an unnecessary blockage. It is also felt that the flow chart provided in the document requires timescales built in so that it is reasonable to know how long the county will take considering a traffic management plan, for example.

*The consultation response raises a number of issues. Until the County Council is able to get the accredited training program set up it is not possible to calculate prices for the training. It is expected that the County Council would train some of its staff to become traffic marshals but these would not be automatically used at every event being run. The training will be available to district council staff as well who may seek to support there local events.*

*It is important to note that marshals are only required where a rolling closure is required, it may be more cost effective to seek a full closure of a section of highway for a short parade that can be facilitated by signs and barriers. As noted in the guidance the county have manufactured a number of signs available for use by events. It is important to note that were possible costs and impacts have been kept as low as possible whilst the County work to resolve the situation that has arisen by the police withdrawal*

*The district council wishes to see timescales on the flow chart, as a framework that the county council has put forward for the process that involves working with multiple districts, it is not possible to place timescales on the flow chart as they will not be the same for each area. The framework is intended to allow the individual partnerships to optimise the process to meet there local needs. One district may want 2 more weeks to consider an application than another. This could be a volumes, location, complexity issue and it will be down to the individual districts and the county council highways teams (in that area) to come to a local agreement on timescales and deadlines.*

*The ESAG potential blockage is another issue that can be agreed locally. The partner organisations may decide that only events over a certain size or location will be passed to ESAG. It is not for this policy document to set those local requirements.*

## **Consultation response 12**

Following a conversation with the local district council the following comments were received. "...the wording around points of contact still need to be tightened up as it appears a little confusing as to who organisers should contact and when."

The council also stated that they "would also not be in a position to provide assistance with signage and the taking of deposits as we simply do not have capacity to house the signs etc." It was noted that the housing of signs by local councils was only put forward as an option, not a requirement, as some councils had expressed an interest in doing this. The issue of deposits was also only a suggestion of how to facilitate the save return of signs after use and was not a fixed policy.

The council was also "pleased to hear that local arrangements would be accommodated although am mindful that the same will not be recorded within the framework."

### **Consultation response 13**

"At a meeting of the Town Council last night (Thursday 24 June 2014), the abovementioned consultation was considered. At the meeting my Council resolved that it notes and supports the contents of the documents."

### **Consultation response 14**

"Concerns where expressed about using event management services particularly for non-profit events"

*There is no requirement to use event management services for any event, they are just one option available, small events can borrow signs and have Traffic Management plans agreed and implement themselves. If accredited marshals are required we are looking at the best way to facilitate training so that as many eligible people as possible can be trained (eligibility is at the discretion of the police).*

"Members felt that the policy should be different for profit and non-profit/community events"

*The County Council does not consider that it is workable to provide a different policy for different profit bases, the fundamental issue is that if an event is deemed to require a highway closure to allow it to proceed then the requirements to allow this to happen are the same.*

Engagement with organisations such as UK Athletics and UK Cycling was seen to be key to the development of a successful LCC policy.

*It is not the County Council's intention to open the consultation to other organisations, the policy is designed to provide a high level framework that will try and meet the needs of any and all events that will occur on the highway. A discussion with a running club demonstrated that they have events that may not require closures and as such a lot of the "closure" section of the policy is not aimed at them. However the County Council as the highway authority would still want to be aware of the event to ensure that there are no conflicts on the network (Road works unknown to the organiser or another event wanting the same highway space).*

# Events on the highway

## Draft Policy and procedure for highway management

Peter Bell  
24<sup>th</sup> March 2014

# Events on the highway

## Executive Summary

It is recommended that the police, county and district councils adopt this document as the protocol and outline for the management of road closures for events, parades and other activities that affect the highway network.

It is recommended that the district council is the primary point of contact for applicants, with the police and county council providing a consultation service with published lists of traffic management providers being kept up to date by Lancashire County Council. Furthermore, it is outlined in this report that the use of the Town Police Clauses Act to facilitate the closure is the preferred, first choice, piece of legislation where appropriate.

It is also recommended that Lancashire County Council seeks to create an accredited training programme for marshals to allow county and district employees to be empowered to control traffic when required to do so, if it is deemed feasible by the authority.

## Background

In recent years there has been a significant increase in the number of requests to hold events which affect the highway. This increase is partly due to a number of national events such as the Olympic Torch Relay, The Queen's Diamond Jubilee and the Big Lunch. These special events have been over and above the numerous parades, village fetes and events that happen every year within Lancashire.

Each time the highway is used for an event it is necessary to close it to other users. This process helps to ensure the safety of the event patrons, manages highway users' expectations (for example possible delays or diversion routes) and provides a legal framework for the event to occur legitimately.

## **Road closure powers**

There are two main methods that can be used to close, part or all, of a highway for an event. The power is given to the district councils of Lancashire under the Town Police Clauses Act 1847 and to the county council under Section 16A-C of the Road Traffic Regulation Act 1984.

### **Town Police Clauses Act 1847 (TPCA)**

This gives to the district council's powers for preventing obstruction of the streets in times of public procession, rejoicing, or illuminations, and in any case when the streets are thronged or liable to be obstructed.

It may apply to a special occasion when the ordinary day to day use of a street or highway is likely to be obstructed by substantial numbers of people, on foot or in a vehicle, participating as spectators or otherwise in the occasion.

Not all orders under this power need take the form of a full closure

This power is normally used for carnivals and processions where the closure is for a short duration and / or traffic management requirements are not substantial.

It is recommended that the TPCA is used as the preferred method of processing requests to close the highway for events and parades. The advantages of this method are that the order is simple to produce, there are no significant costs and the work can be undertaken fairly quickly, in many cases. To process a TPCA closure, the district council would consult with the police and the county council and where all approve, generate a site notice (Laminated A4 sheet) giving the road closure legitimacy. The only cost for this closure would be the staff time in processing it.

### **Road Traffic Regulation Act 1984 (RTRA)**

This gives the county council the power to make an order to regulate traffic on a temporary basis to facilitate sporting events, social events or entertainment on the highway.

The restrictions may be imposed for a maximum of three days and only one such set of restrictions may be imposed on any particular section of road in a calendar year. Consent to extend the length of time beyond three days and increase the number of events held within a calendar year must be sought from the Secretary of State.

A RTRA closure would follow the same general procedure of consultation; however, it is processed by the county council. The county council as part of the ordering making process will place a notice in the local press over and above the site notice. This will result in an advertisement cost being associated with the order; the amount would be dependent on the newspaper involved.

Furthermore, the permitted frequency of the order means that for events which occur in a local area and potentially use the same sections of highway there is a possibility that subsequent events occurring in the same calendar year would not be able to close the road. For a second closure to be facilitated on a section of highway under the RTRA in a calendar year the county council would need to seek secretary of state approval, on a case by case basis.

## Police and the policing of events.

Lancashire Constabulary have recently adopted the Association of Chief Police Officers' (ACPO) 'National Guidance' which means that the police do not undertake any traffic management for an event on the highway other than those events that are deemed, by the police, to be of national importance (such as a Remembrance Day parade).

The requirement for police attendance and action at public events will be principally based on the need for them to discharge their core responsibilities:

- Prevention and detection of crime;
- Preventing or stopping breaches of the peace;
- Action against a breach and subsequent investigation of a closure within the legal powers provided by statute for, a Road Closure Order (Town Police Clauses Act 1847) or a Traffic Regulation Order (Road Traffic Regulation Act 1984);
- Activation of a contingency plan where there is an immediate threat to life and co-ordination of resultant emergency service activities.

It is noted that whilst the police retain discretion to attend and take action at public events in order to discharge their core duties, the ownership for stewarding and marshalling remains with the event organiser

As a result it is the event organiser's responsibility to liaise with the local authority about how the event will be managed and to ensure robust traffic management plans are in place with a suitable number of marshals to enforce it. No event which involves stopping or directing traffic (other than that of a road closure by means of full chapter 8 signage) would be supported by the Police unless the marshals were correctly accredited.

The police recommend that, in the first instance, enquiries with regard to the planning of public events should be directed to the local authority's Event Safety Advisory Group (ESAG) (discussed later in this report), or they recommend for further information for organisers to visit the Health & Safety Executive website 'Guidance on Running Events Safely' (<http://www.hse.gov.uk/event-safety/index.htm>).



## **Holding an event on the highway**

The steps that have to be taken to hold an event on the highway need to be clearly defined in a process that is able to be followed by the applicant, irrespective of the legislation used to close the road. An outline flow chart of the proposed process is included in the appendix.

It is recommended that the district council is used as the initial point of contact for the organiser. The district council can then pass the applications to the county council if it is felt that a TPCA closure is not suitable, i.e. a Road Traffic Regulation Act order is required.

Once the application has been received by the district council, the police, the county council and any other key stakeholder will need to be consulted. A recommended mechanism for processing this consultation process is a local Event Safety Advisory Group (ESAG). A number of these exist in the county and it is recommended that an ESAG for each district area is created.

After the ESAG has reviewed the application the district council would then process the TPCA order and notice allowing the legal closure of the road.

ESAG meetings do not need to be held on a regular basis. The meetings are convened as and when they are required.

A requirement of any application for an event will be an effective traffic management plan including the actions that will be taken to ensure the safety of those taking part and other highway users. By requiring the County Council and the Police to approve the traffic management plan the issues around co-ordination with road works and other third party issues affecting the highway are noted.

With the new ACPO policy being adopted nationally by the police traffic management now falls to the event organiser. Traffic management can range from sign only schemes such as "road closed", diversion routes etc, through to accredited event marshals.

## Event Marshals



Under the Community Safety Accreditation Scheme (CSAS) it is possible for individuals belonging to larger organisations to become accredited marshals.

The powers that can be granted to a marshal in the area of event management are:

- The power to require giving of name and address;
- The power to control traffic for purposes other than escorting a load of exceptional dimensions.

Other powers are available under CSAS and a link is provided at the end of this document to the complete list of powers and the legislation that provides it.

Within Lancashire there is only currently the AA who has accredited marshals available. These were used at the Open Golf Tournament 2012 in Fylde. The AA also has an accreditation course (accredited by the police) allowing them to train other marshals.

Kays traffic management and Stadium TM are, at the time of this report, looking to train a number of their staff with the AA to become marshals.

The cost of training a marshal with the AA is £450 per person, with the police charging £80 per person for admin and vetting. A total cost of £530.

It would be possible for Lancashire County Council to create a training course which could be accredited to allow us to train our own staff, and possibly the staff of the districts, potentially at a lower cost.

It is recommended that the county council looks at creating an accreditation course to allow us to control the training that marshals receive, ready for them to work on our highway. The powers are also not restricted to just events, so could also apply to instances where emergency traffic management is required where the police are not available (e.g. where there is a failure at a major traffic signal junction).

The police have indicated that they would not support the rolling closure of a road under either TPCA or RTRA if the traffic management plan did not include accredited marshals. Full closures are different as they could be implemented by sign only.

# Example process

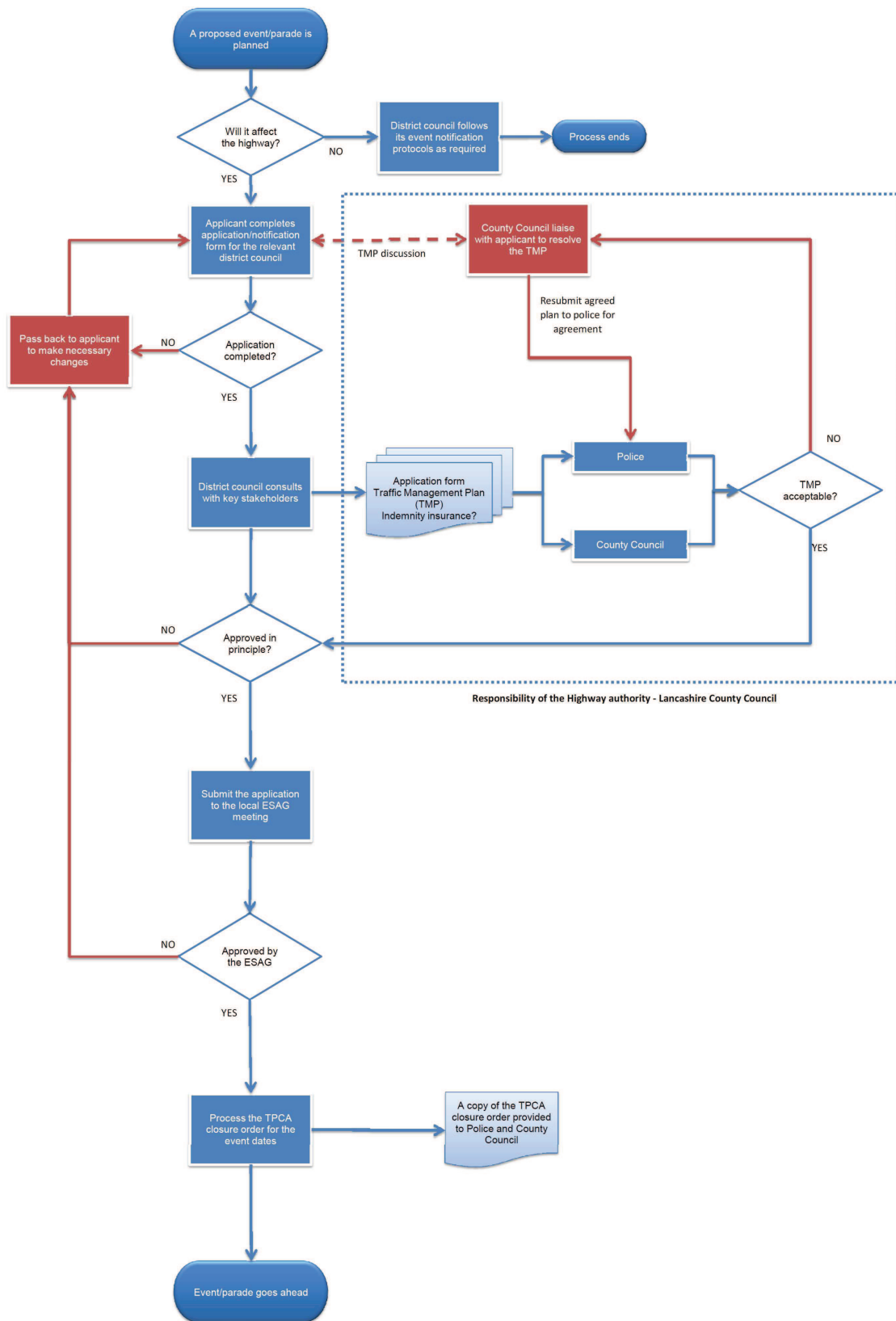


Figure 1 – Sample process for an event on the highway.

As a district delivered process this flow chart outlines an example process. District partners may follow slightly different procedures. However the basic outline of this flow chart would remain the same.

## Example documentation

The police have provided the following notes that could accompany any application for a temporary road closure. It would be with agreement with the district councils how the timescales and fees are covered. However it would be advisable to try to agree a countywide consistent set of notes. Flexibility within the items will allow districts to place their own interpretation on certain items, for example "may charge a fee" etc

- The District / County Council(s) may charge a fee for the administration of a closure under either piece of legislation.
- A minimum number of weeks' notice is required for the processing of a road closure order. Your local district will be able to advise you further on these timescales.
- Under the terms of the legislation, the County Council must be satisfied that it is necessary to close the road in order to facilitate the event.
- The Police / County Council / District Council and other key stakeholders will be asked to comment on the application and attached plans.
- If a road closure is necessary the event organiser will be recommended to contact a traffic management company to prepare a traffic management plan of :- (if necessary)
  - a plan showing positions of the road closure/route diversion signs/barriers;
  - \* a description of wording/size/colour of the road closure/ diversion/ signs/barriers; and
  - details of accredited stewards/marshals.

\*All signs must conform to The Traffic Signs Manual Chapter 8.

- The event organiser must consult with all residents and businesses which may be affected by the closure.
- Access for emergency vehicles and residents/businesses must be maintained at all times during the closure period.
- Evidence of public liability insurance cover for £5 million must be provided with the application.
- All litter, signs, public notices etc must be removed as soon as possible after the event.

## Further information

For further information you can contact Peter Bell ([peter.bell@lancashire.gov.uk](mailto:peter.bell@lancashire.gov.uk)) or you can refer to the online information below.

### Links:

Article on the AA accreditation for the open:

<http://nationaltraffic.co.uk/viewtopic.php?f=2&t=6161>

List of powers available under the CSAS scheme:

<https://www.gov.uk/government/publications/community-safety-accreditation-scheme-powers>

Example website from Preston City Council:

<http://www.preston.gov.uk/yourservices/events/planning-an-event-in-preston/process/>

Example form used by Fylde Borough Council:

[https://www.fylde.gov.uk/forms/showform.asp?fm\\_fid=800](https://www.fylde.gov.uk/forms/showform.asp?fm_fid=800)





**Lancashire  
Constabulary**  
police and communities together

## Public Events and Engagement

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### **Police Guidance to Event Organisers**

21 March 2014

Version 0.5

HQ

Operations,

Roads

Policing

## Foreword

Despite the changes to public services over recent years, keeping the public safe remains the cornerstone of all our service delivery promises. How we do this takes on many guises, some obvious and some not so and how we support public events and engagement is a very highly visible example of this.

These events are varied in theme and duration and add immense value to communities. They are often run by volunteers who dedicate their time and commitment to raising money for charity and generating a sense of pride across communities.

Local authorities and the police have a key role to play in supporting these events; however we need to be clear about what role each agency is responsible for. There is a misconception that the police have the power to close roads for public events, when in fact they don't. The law does not allow the police to do this and road closure notices can only be granted by and obtained from the local authority.

This guidance sets out the police's and local authority's role in assisting public event organisers and explains core duties at events. It also explains the process that event organisers must follow when requesting to close the highway for any period of time to enable their event to take place safely.

## Background

In recent years there has been a significant increase in the number of requests to hold events which affect the highway. This increase is partly due to a number of national events such as the Olympic Torch Relay, The Queen's Diamond Jubilee and the Big Lunch. These special events have been over and above the numerous parades, village fetes and events that happen every year within Lancashire.

Each time the highway is used for an event it is necessary to close it to other users. It is the responsibility of the event organiser to ensure that the relevant road closure orders are secured and in place ahead of the event. This is done by making an application to the local authority, more details of which can be found in this document. It is also their responsibility to ensure that the closures are properly marshalled.

Careful consideration must be given to the closure to ensure the safety of individuals participating in the event and to minimise the impact on other road users. Road closures can involve diversions including changes to bus routes and services and impact on emergency services attending incidents. Event organisers are asked to consider whether it is absolutely necessary for the event to take place on the highway and in the first instance consider whether the event could be held elsewhere therefore negating the need to close the highway.

This process helps ensure the safety of the event patrons, manages highway users' expectations (for example possible delays or diversion routes) and provides a legal framework for the event to legitimately occur.

**District Councils** are the primary point of contact for applicants, with the police and County Council providing a consultation service with published lists of traffic management providers being kept up to date by Lancashire County Council. Furthermore, it is outlined in this report



that the use of the Town Police Clauses Act to facilitate the closure is the universally preferred, first choice, piece of legislation.

## **Road closure powers**

There are two main methods that can be used to close, part or all, of a highway for an event. The power is given to the District Councils of Lancashire under the Town Police Clauses Act 1847 and to the County Council under Section 16A-C of the Road Traffic Regulation Act 1984.

### **Town Police Clauses Act 1847 (TPCA)**

This gives to the district council's powers for preventing obstruction of the streets in times of public procession, rejoicing, or illuminations, and in any case when the streets are thronged or liable to be obstructed.

It may apply to a special occasion when the ordinary day to day use of a street or highway is likely to be obstructed by substantial numbers of people, on foot or in a vehicle, participating as spectators or otherwise in the occasion.

Not all orders under this power need take the form of a full closure

This power is normally used for carnivals and processions where the closure is for a short duration and / or traffic management requirements are not substantial.

It is recommended that the TPCA is used as the preferred method of processing requests to close the highway for events and parades. The advantages of this method are that the order is simple to produce, there are no significant costs and the work can be undertaken fairly quickly, in many cases. To process a TPCA closure, the district council would consult with the police and the county council and where all approve, generate a site notice (Laminated A4 sheet) giving the road closure legitimacy. The only cost for this closure would be the staff time in processing it.

### **Road Traffic Regulation Act 1984 (RTRA)**

This gives the County Council the power to make an order to regulate traffic on a temporary basis to facilitate major sporting events, social events or entertainment on the highway.

The restrictions may be imposed for a maximum of three days and only one such set of restrictions may be imposed on any particular section of road in a calendar year. Consent to extend the length of time beyond three days and increase the number of events held within a calendar year must be sought from the Secretary of State.

A RTRA closure would follow the same general procedure of consultation; however, it is processed by the County Council. A condition of the order is that it is necessary to place a notice in the local press over and above the site notice. This has a potential advertisement cost associated with it, depending on the newspaper involved.

Furthermore, the permitted frequency of the order means that for events which occur in a local area and potentially use the same sections of highway there is a possibility that subsequent events occurring in the same calendar year would not be able to close the road. For a second closure to be facilitated on a section of highway under the RTRA in a calendar year the county council would need to seek secretary of state approval, on a case by case basis.

## Police and the policing of events

Lancashire Constabulary's role in working with communities and supporting engagement activity remains a key priority for them. They will continue to support public events, and will work with event organisers to ensure public safety is considered from the very start of the planning phase. Local policing teams are part of the community and will very rightly play a key role in ensuring these events run smoothly.

Lancashire Constabulary have adopted the Association of Chief Police Officers' (ACPO) 'National Guidance' which means that the police do not undertake any traffic management for an event on the highway other than those events that are deemed to be of national importance (such as a Remembrance Day parade).

The policing approach to these events will be based on the following principles:

- Engaging with the public to offer reassurance and to prevent and detect crime;
- Preventing or stopping breaches of the peace;
- Action against a breach and subsequent investigation of a closure within the legal powers provided by statute for, a Road Closure Order (Town Police Clauses Act 1847) or a Traffic Regulation Order (Road Traffic Regulation Act 1984);
- Activation of a contingency plan where there is an immediate threat to life and co-ordination of resultant emergency service activities.

It is noted that whilst the police retain discretion to attend and take action at public events in order to discharge core duties, the ownership for stewarding and marshalling remains with the event organiser.

As a result it is the event organiser's responsibility to liaise with the local authority about how the event will be managed and to ensure robust traffic management plans are in place with a suitable number of marshals to enforce it. No event which involves stopping or directing traffic (other than that of a road closure by means of full chapter 8 signage) would be supported by the Police unless the marshals were correctly accredited.

In the first instance, enquiries with regard to the planning of public events should be directed to the district councils. In most areas an Event Safety Advisory Group (ESAG) will deal with such applications.

For further reading and detailed advice it is recommended that organisers visit the Health & Safety Executive website 'Guidance on Running Events Safely' (<http://www.hse.gov.uk/event-safety/index.htm>).

## Holding an event on the highway

The process of holding an event on the highway is detailed in the flow chart at Appendix 1.

1. District councils are the initial point of contact for event organisers.
2. District councils will forward applications to the county council if it is felt that a TPCA closure is not suitable, i.e. a road traffic regulation act order is required.
3. District councils will consult with the police, county council and other key stakeholders as required.
4. In most districts the applications will be considered and approved by the Event Safety Advisory Group (ESAG).
5. If approved, the council will process a legal notice allowing the legal closure of the road

### The following is a summary of advice for event organisers:

- A legal order will be required to close a road either under the Town and Police Clauses Act 1847 (TPCA) which is processed by the district council or under the Road Traffic Regulation Act 1984 (RTRA) which is processed by Lancashire County Council.
- By law the police cannot approve such applications; they will however be consulted along with the County Council, District Council and other key stakeholders and be asked to comment on the application and attached plans.
- The District / County Council(s) may charge a fee for the administration of a closure under either piece of legislation.
- 3 months' notice is required for the processing of a road closure order under the RTRA and in cases under TPCA where the application is an official bus route. Applications under the TPCA not involving an official bus route can be processed in less time by local district councils and these will vary dependant on the district council, however the more notice provided, the better.
- Under the terms of the legislation, the County Council must be satisfied that it is necessary to close the road in order to facilitate the event.
- Event organisers are asked to consider whether it is absolutely necessary for the event to take place on the highway and in the first instance consider whether the event could be held elsewhere therefore negating the need to close the highway.
- The event organiser is responsible for traffic management and an essential requirement of any application for an event will be an effective traffic management plan including the actions that will be taken to ensure the safety of those taking part and other highway users.
- Traffic management can range from sign only schemes such as "road closed", diversion routes and can also include using accredited event marshals.
- If a road closure is necessary the event organiser will need to contact a traffic management company to prepare a traffic management plan of :- (if necessary)
  - a plan showing positions of the road closure/route diversion signs/barriers;
  - a description of wording/size/colour of the road closure/ diversion/ signs/barriers (All signs must conform to The Traffic Signs Manual Chapter 8)
  - details of accredited stewards/marshals.
- Evidence of public liability insurance cover for £5 million must be provided with the application.
- In addition event organisers must consult with all residents and businesses which may be affected by the closure
- Access for emergency vehicles and residents/businesses must be maintained at all times during the closure period.

- All litter, signs, public notices etc must be removed as soon as possible after the event.

### **Further Information and Advice**

For further information you can contact Peter Bell ([peter.bell@lancashire.gov.uk](mailto:peter.bell@lancashire.gov.uk)) or you can refer to the online information below.

If you would like to consult with a police expert on such matters you can contact a Traffic Manager by emailing the following address [TrafficManagement@lancashire.pnn.police.uk](mailto:TrafficManagement@lancashire.pnn.police.uk) or by dialling 101 and asking to speak to your local traffic manager.

### **Links:**

Article on the AA accreditation for the open:

<http://nationaltraffic.co.uk/viewtopic.php?f=2&t=6161>

List of powers available under the CSAS scheme:

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<http://www.preston.gov.uk/yourservices/events/planning-an-event-in-preston/process/>

Example form used by Fylde Borough Council:

[https://www.fylde.gov.uk/forms/showform.asp?fm\\_fid=800](https://www.fylde.gov.uk/forms/showform.asp?fm_fid=800)

Appendix 1 – Sample process for an event on the highway.

