



Doncaster Council

Date: 6th November 2018

TO: CHAIR AND MEMBERS OF CABINET

STREET WORKS PERMITS – ALL STREETS

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Councillor Joe Blackham	All	Yes

EXECUTIVE SUMMARY

1. Street works and road works are a major cause of delay and disruption for road users, resulting in significant costs to the economy and society. With previous studies estimating that the national cost of congestion resulting from street works is £4.3 billion a year, successive governments have taken steps to support the effective management and coordination of works.
2. These steps have included the ability for local highway authorities to introduce permit schemes. Such schemes provide the authority with the ability to proactively manage all works as a way to reduce and control the associated disruption. This increased control is achieved by requiring all works promoters to seek permission before undertaking works and for those works to comply with conditions which the local highway authorities apply.
3. Doncaster Council has successfully operated a permit scheme on its 400 busiest roads since June 2012. It is proposed to extend the scheme to every street across the Council's adopted highway network to ensure the benefits are realised on all streets.
4. The key deliverable benefits of the scheme are;
 - Permit schemes provide a way to reduce the disruption caused by works.
 - Permit schemes provide increased levels of control over all works.
 - Permit schemes provide a lever, which can influence the way that works are undertaken.
 - Permit schemes generate a positive return for society.
5. As a direct result of reducing disruption and delay to highways users there will be an associated benefit in terms of noise and air pollution.

6. The existing scheme is estimated to have reduced highway occupation in Doncaster by approximately 17500 days over its 6 years of operation, with the extended scheme estimated to further reduce occupation by 6000 days per year.
7. It has been modelled through a detailed cost benefit analysis (CBA) exercise that the scheme will save road users and businesses £805k within the first year of operation and an expected £28m over a 25 year period. The assessment considers the cost of road and street works to road users (travel time costs, fuel and other vehicle operating costs), accident and fuel carbon emission costs.
8. This proposal will generate an additional permit fee income of £213k providing a total income of £425K of ring fenced income that must only be used to cover the operational costs of the scheme.
9. Expanding the remit of the scheme will see an additional 7500, utility and internal works promoter applications being submitted for analysis and approval. It is estimated that along with the initial permits there will be another 4000 secondary permit applications submitted to; vary start times, ask for extensions, or for permits that are resubmitted following initial refusal.

EXEMPT REPORT

10. N/A

RECOMMENDATIONS

11. Approve the expansion of the current permit scheme from 400 of Doncaster's busiest streets to every street in the Borough's adopted road network.

WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

12. Permit schemes provide a way to reduce the disruption caused by works, the current scheme is estimated to have reduced highway occupation in Doncaster by approximately 17500 days over its 6 years of operation.
13. The extra sustainable resource required to operate a permit scheme will allow the authority to coordinate works on all streets and increase the levels of joined up working between all works promoters. This is achieved by encouraging collaboration between works promoters working within the same street or area and greater controls over the timings of work through advance coordination.
14. Being in a position to challenge all works for proposed durations will drive down the amount of time between utilities repairing their apparatus and reinstating the excavations, reducing the perception of no activity between works phases.
15. Reducing the disruption caused by street works contributes to the Doncaster Growing Together - Doncaster Working theme, by decreasing the amount of highway occupation caused by street works it makes it easier for road users to access sites of employment and provides businesses with a more efficient highway network to conduct their activities.
16. As the extension to the scheme covers all streets including estate roads the benefit of applying operational conditions based on an individual works and streets basis, contributes to the Doncaster Living theme. It will directly improve the interaction between the public and works promoters balancing out the urgency of their

essential asset maintenance against the impact the works have on the general public's day to day travel requirements and lives.

17. Permit schemes generate a positive return for society in terms of offering a saving to the wider economy of Doncaster; it has been modelled by an independent transportation consultant through a detailed cost benefit analysis exercise (CBA) that the scheme will save road users and businesses £805k within the first year of operation and an expected £28m over a 25 year period. The assessment considers the cost of road and street works to road users (travel time costs, fuel and other vehicle operating costs), accident and fuel carbon emission costs. The cost of vehicles diverting onto alternative diversion routes as a result of road closures or excessive delays approaching the works is included. It is estimated that the extension of the scheme will reduce highway occupation by 6000 days per year.
18. In summary a reduction in highway occupation allows greater controls to influence the way utilities carry out their works and the additional considerations available at the works planning stage (to set the conditions of the permits) all enable the scheme to play a role in delivering Doncaster Growing Together- Doncaster Caring, Doncaster Living, Doncaster Working and Connected Council, through ensuring an efficient transportation network for all road users.

BACKGROUND

19. In 2012 Doncaster along with 5 other Yorkshire Authorities implemented a permit scheme authorised by the DfT for operation on type 1, 2 & Traffic Sensitive (T/S) streets. The decision to operate a permit scheme only on our busiest streets came under direction from the DfT as two major all street schemes had previously gone live 6 months before in Kent and London. The DfT were keen to measure the performance and impact of different types of schemes and encouraged the Yorkshire region to implement a common permit scheme targeting type 1, 2 and T/S streets.
20. In 2015 the government deregulated permit schemes taking away the DfT control and regulation which has resulted in the majority of new schemes being all streets schemes. Key Decision K1304 made in 2015 set out the governance for future minor changes of the scheme to be approved by the Assistant Director of Environment in consultation with the portfolio holder. This proposed extension to all streets was deemed too major a change to the scheme and requires a cabinet decision.
21. The key deliverable benefits of the scheme are;
 - Permit schemes provide a way to reduce the disruption caused by works.
 - Permit schemes provide increased levels of control over all works.
 - Permit schemes provide a lever, which can influence the way that works are undertaken.
 - Permit schemes generate a positive return for society.
22. To operate and manage the scheme it has been modelled 5 additional staff will be required to operate the whole scheme. The staff will be recruited in a phased approach over the initial stages of the extended scheme of operation. The scheme is not intended for profit with the fees set against the actual costs and grades of the staff operating the scheme.

23. The fees and charges related to the existing scheme will apply to the extended “All Streets scheme.” They vary from £46 for a “Minor Activity discounted permit” to £211 for a “Major Permit over 10 days duration or requiring a Traffic regulation order.”
24. Following a two month consultation period no major concerns in operating a scheme were raised other than three utility companies questioning the requirement to pay permit fees. The consultation also highlighted the need to undertake minor amendments to the permit scheme documentation, which have been completed.

OPTIONS CONSIDERED AND REASONS FOR RECOMMENDED OPTION

25. Option 1 Revoke the permit scheme and return to a standard noticing regime:

Not operating a scheme could result in a utility company’s planning resources being allocated to focus on the authorities that are running a permit scheme, resulting in poor coordination and poor planning of works in Doncaster, along with a loss of network coordination personnel whose salaries are recovered through the permit scheme income. This would leave the council ill resourced and under legislated to mitigate the impact these organisations have on our strategic road network. The overall benefits to the travelling public would not be achieved in terms of reduced travel time, vehicle operating costs accident and fuel carbon emission costs.

26. Option 2 Remain with the current split regime:

We are currently operating a disparity in service between coordinating works on the busier roads on our adopted network, compared to the coordination of works on the quieter roads. This is due to the lack of resource available to challenge durations or issue directions on our non-permit roads which mean that average highway occupation and disruption is higher.

27. Option 3 Extend to an all streets scheme: (Recommended Option)

Permit schemes provide the facility to improve the coordination of all works, as the scheme generated funds cover the cost of additional staffing, allowing the authority to check 100% of the permit applications for the whole network, compared to approx. 20% of current notices received on minor roads that are highlighted only when geographical conflict with other works occurs.

28. The sustainable income generated from the scheme will cover the costs of the all FTE’s required to facilitate its operation. It is estimated that 6000 days per year of highways occupation will be avoided per year by introducing an all streets scheme due to the extra resource made available to coordinate the works.

IMPACT ON THE COUNCIL’S KEY OUTCOMES

	Outcomes	Implications
	<p>Doncaster Working: Our vision is for more people to be able to pursue their ambitions through work that gives them and Doncaster a brighter and prosperous future;</p> <ul style="list-style-type: none"> • Better access to good fulfilling work 	<p>All types of business are directly affected by works; local business in particular can be affected with a reduction in customer activity. Others that rely on the transportation of goods and resources have</p>

	<ul style="list-style-type: none"> • Doncaster businesses are supported to flourish • Inward Investment 	<p>increased costs as a result of being delayed or re-routed due to congestion. The potential for managing works through a permit scheme will have positive benefits in reducing the costs that result from delays.</p>
	<p>Doncaster Living: Our vision is for Doncaster's people to live in a borough that is vibrant and full of opportunity, where people enjoy spending time;</p> <ul style="list-style-type: none"> • The town centres are the beating heart of Doncaster • More people can live in a good quality, affordable home • Healthy and Vibrant Communities through Physical Activity and Sport • Everyone takes responsibility for keeping Doncaster Clean • Building on our cultural, artistic and sporting heritage 	<p>The reduction of congestion reduces the emissions from motor vehicles, any reduction in the delays encountered at street or road works will have also have a reduction in noise levels.</p>
	<p>Doncaster Learning: Our vision is for learning that prepares all children, young people and adults for a life that is fulfilling;</p> <ul style="list-style-type: none"> • Every child has life-changing learning experiences within and beyond school • Many more great teachers work in Doncaster Schools that are good or better • Learning in Doncaster prepares young people for the world of work 	<p>None</p>
	<p>Doncaster Caring: Our vision is for a borough that cares together for its most vulnerable residents;</p> <ul style="list-style-type: none"> • Children have the best start in life • Vulnerable families and individuals have support from someone they trust • Older people can live well and independently in their own homes 	<p>It is important that road safety is considered at all locations where works are carried out. Works in the highway impact on all classes of road user with children forming one of the most vulnerable groups. The provision of temporary traffic management layouts will impact on the regular users of a route, delays will create frustration and lead to road users taking risks which may increase the risk of collisions.</p>
	<p>Connected Council:</p> <ul style="list-style-type: none"> • A modern, efficient and flexible workforce 	<p>The scheme will provide a modern and effective approach to street works across the</p>

	<ul style="list-style-type: none"> • Modern, accessible customer interactions • Operating within our resources and delivering value for money • A co-ordinated, whole person, whole life focus on the needs and aspirations of residents • Building community resilience and self-reliance by connecting community assets and strengths • Working with our partners and residents to provide effective leadership and governance 	<p>whole highway network with improved co-ordination of works to assist in connecting the businesses, their customers and deliveries. Cost benefit analysis has shown the scheme will provide value for money and allow the Authority the opportunity to increase its resources plus bring an element of resilience from the additional resources available.</p>
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RISKS AND ASSUMPTIONS

29. Risk 1 – Intervention.

From either disbanding the existing scheme or not extending it to operate as an all streets scheme could result in government intervention through the network management duty intervention powers of the Traffic Management Act 2004. By not utilising this key tool to combat delay and ensure the expeditious movement of traffic on our and our neighbours' networks, government intervention could be enforced, leading to the government appointing a Traffic Manager team to guide the Council out of this crisis. However this is only one element of the intervention criteria and therefore the risk of intervention for this risk in isolation is low.

30. Risk 2 – Not fully resourcing the extension of the scheme.

By not fully resourcing and restructuring the Highway Network Management team to support the function and processing of the additional applications, will risk the integrity of the scheme and the potentially impact on how successful the scheme is. This could lead to intervention from the Department for Transport. However this is only one element of the intervention criteria and therefore the risk of intervention for this risk in isolation is low.

LEGAL IMPLICATIONS [Officer Initials AB Date.....01/10/2018..]

31. The Traffic Management Permit Scheme Regulations (England) 2007 gives the Council power to amend existing Permit Schemes provided that the appropriate consultation has taken place. In this case consultation has been carried out in accordance with the regulations. In addition following the Deregulation Act 2015 the approval of the Secretary of State is no longer required for changes to the Permit Scheme and the Council has authority to approve the revised Scheme.

FINANCIAL IMPLICATIONS [Officer Initials...RT..... Date.....03/10/2018..]

32. By extending the charges to all roads in Doncaster it is expected to generate an additional £213k income per annum. This additional income will be used to cover the operating costs of the scheme referred to in the report.
33. This decision does not require any new charges to be agreed or implemented and is only extending the number of roads on which the charge should apply.

HUMAN RESOURCES IMPLICATIONS [Officer Initials DK Date 01/10/2018.]

34. To operate and manage the scheme will require 5 additional staff.
35. As the fees will be offset against the actual costs of operating the scheme it is important that adequate consideration is given to whether the additional staff will be required at the outset or can be engaged on a phased basis as the work increases. In light of the use of electronic transfer of data, it is important to ensure the systems in use are analysed to ensure optimal productivity can be achieved.
36. New posts to the structure should be evaluated as per the Council's job evaluation scheme. This will include providing details of changes to staffing structures to the HR and OD team. The posts should be recruited to in line with the Council's policy and procedures, ensuring that the redeployment register is checked initially for any potential matches.
37. The impact of these posts on the existing structure should be considered in line with the Council's design principles with consideration of increasing spans of control at lower levels and ratios of staff being based on the agreed framework. Any resulting changes should be implemented in line with the Council's structure review policy.

TECHNOLOGY IMPLICATIONS [Officer Initials TB Date 02/10/2018..]

38. There are no technology implications for this report.

HEALTH IMPLICATIONS [Officer Initials...CEH ..Date ...01/10/2018...]

39. The Council's adoption of a health in all policies approach requires all areas of Council business to consider the impact proposed policies have on health and wellbeing. Given that 20% of what contributes to health and wellbeing is from clinical care, 30% from healthy behaviours, 40% from socio-economic factors and 10% from the built environment, there is potential for this scheme to contribute to supporting the health and wellbeing of Doncaster residents. Better coordination of works and permit conditions should lead to reduced disruption to residents' lives and reduce noise and air pollution.
40. It is recommended that access for pedestrians and cyclists are prioritised over vehicles within the permit conditions to mitigate any risks to residents' healthy activities and behaviours as a result of street works.

EQUALITY IMPLICATIONS [Officer Initials...PE..... Date...01/10/2018.....]

41. There are no equality implications for this report.

CONSULTATION

42. From 27 July 2018 to 21 September 2018 for a period of 8 weeks, Doncaster Council invited over 47 consultees (statutory and local) to comment on the scheme. There have been 18 responses of which 3 were positive, received from interested parties.
43. 11 were neutral and 4 were against the scheme. Many of the 11 responses (the majority from utilities) were seeking points of clarification in the scheme documentation or permit scheme procedures. The 4 negative responses were

primarily received from utility companies regarding the charging of permit fees. No valid reason for not implementing a permit scheme was raised.

44. Should the scheme be approved, the Council will work with these organisations during the implementation phase, to provide a smooth transition from the current street works noticing arrangements, to the successful launch of the permit scheme. The results of the consultation also highlighted the need to undertake minor amendments to the permit scheme documentation, which have been completed.
45. The Portfolio Holder for Highways and Street Scene and the Labour Group have been consulted on this proposal.

BACKGROUND PAPERS

46. There are no background papers for this report.

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