

National Guidance Framework for Operational Activities

between

Local Traffic Authorities and the Highways Agency



LTA NGF 2007



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Foreword

This Local Traffic Authority National Guidance Framework re-affirms the basis for cooperation between the Highways Agency ("the Agency"), as the operator of Motorways and All-Purpose Trunk Roads in England ("the Agency's Network" or "Network") and the Local Traffic Authorities (LTAs) in England as the operators of the majority of the public highway network.

The Traffic Operations Coordinating Committee (TOCC) continues to recommend that the general principles described in this document be adopted as the guidance framework to be used for negotiations and agreement with each LTA in England. Additionally, the valued contribution of Transport Scotland, the Transport Directorate of the Welsh Assembly, and the Northern Ireland Roads Service is recognised and re-affirms our mutual aim in the delivery of a seamless service.

The spirit of these agreements will be developed to maximise benefit to the travelling public using both the Agency's Network and the LTA road network and to provide a framework for the LTAs and the Agency to fulfil their statutory obligations with regard to the provisions of the Traffic Management Act and Civil Contingencies Act. This agreement and forthcoming revisions to the Detailed Local Operating Agreements build on the foundations of an operational relationship between the Agency and LTAs that will continue to be developed and strengthened in response to operational experience, for the benefit of all parties and most importantly for the travelling public.



This NGF does not constitute a legally binding agreement or commitment between any parties but is intended to provide a basis for the voluntary partnership arrangements to be developed between the Agency and LTAs.

¹ Reference to "The Agency" in this document should be construed as the Highways Agency and, unless specifically noted, includes its Service Providers such as the National Traffic Control Centre operator, MACs, MAs, TMCs DBFO and Toll concessionaires.

² "The Agency's Network" or "Network" is a reference to the relevant portions of the road network administered by the Agency. Annex A illustrates the Agency's network, as it currently exists.

³ If there are any contingency diversion routes that use LTA roads in Welsh or Scottish local authorities (rather than National Authority of Wales highways or Transport Scotland roads) it will be necessary for the Agency to consider;

1. What format of agreement will be negotiated with these LTAs?
2. Who will be responsible for negotiating any agreement?
3. In the event that the diversion returns to a National Authority of Wales or Transport Scotland road, their joint involvement in agreement of any such diversion route.



Executive Summary

The Government continues to be a driving force for Transport initiatives across the country. The introduction of the Traffic Management Act 2004, the Civil Contingencies Act 2004 and new Public Service Agreement (PSA) targets continue to influence and define the relationship between road network authorities.

The Agency has responded by delivering a number of schemes that are fundamental in meeting the requirement of the Acts and two of the Government's key PSA targets – making journeys more reliable by reducing congestion and improving road safety. The Agency has already commissioned the National Traffic Control Centre to provide up-to-date traffic information for the motorway and trunk road network. Technology is being extended to provide information to road users, particularly to inform them of abnormal road conditions, and where possible, offer them a choice of route.

Individual Local Traffic Authorities (LTAs) have also responded to these drivers with the introduction of schemes and information systems and by improving cross border coordination.

Provisions were made in the Traffic Management Act for the Agency to assume some of the traffic management functions on motorways and trunk roads from the Police. Consequently, a national network of Regional Control Centres, which are operated in partnership with the Police, and the Agency's Traffic Officer Service, has been established to assist in the management of planned and unplanned events on the network. In addition, authority has been given to the Secretary of State to designate a Traffic Officer to have jurisdiction over roads within the Local Authority Network, subject to the direction of the responsible chief police officer or the consent of the traffic authority for the road.

The Traffic Management Act also places a network management duty on LTAs to manage their road network with a view to achieving two objectives:

1. Secure expeditious movement of traffic on their network and
2. Facilitate the same on the network of others.

Each LTA must appoint a Traffic Manager to be responsible for implementing the provisions of the Act as they apply to the local authority. The Agency has responded in a similar manner to LTAs and appointed the Area Performance Managers (APMs) to undertake an equivalent role.

Building on this, the Civil Contingencies Act 2004 places an obligation on the Agency as a secondary responder to plan and prepare, in liaison with Local Authorities, the Police and other primary responders, to deal with emergencies. This includes disruption to transport and any consequential welfare effects on the public. The Agency has established a policy for the identification, establishment and maintenance of tactical diversion routes using LTA roads when required to minimise delays and congestion caused by incidents. All contingency plans currently lack consistency with the way in which these routes are 'agreed' with stakeholders, and in the standards to which routes are documented, signed and maintained. This National Guidance Framework (NGF) has been revised to address this issue.

It is clear, therefore, that the Agency and the LTAs share many common objectives and the need for effective communications is vital to secure effective co-ordination - as required by the Traffic Management Act and ever more important now that the Intervention Criteria has been established. The two organisations must work together to ensure that disruptions to the travelling public are minimised in situations where traffic events can affect both authorities. This NGF establishes the underlying principles and the operational framework for the interaction between the Agency and LTAs.

Since the last NGF was published, the Agency/LTA liaison framework has evolved and taken on a slightly new guise from the previously proposed framework. The organic evolution of the Traffic Manager Groups provided evidence that there was a distinct need for these groups to exist. Consequently, a rationalisation of the Traffic Manager Groups and the previously proposed Traffic Operations Regional Groups (TORGs) has been reviewed. TOCC continues to provide a higher-level forum for the Agency, LTA representatives and other representative bodies to meet. Some re-alignment of the Terms of Reference for TOCC was required to accommodate this change.

Individual LTAs and their representative bodies continue to be involved in the development of this and future NGF's and their invaluable assistance is very much appreciated. The work that individual LTAs have put into the DLOAs is also recognised and welcome. The sustained objective is to continue to build on the positive, day-to-day close relationships between the Agency, the LTAs and others to provide a seamless service to our mutual customer, the travelling public.



1 Preamble

1.1 The National Guidance Framework (NGF)

This revised NGF document is a guidance document developed by the Traffic Operations Co-ordinating Committee (TOCC) representing Local Traffic Authorities (LTAs) and the Highways Agency ("the Agency"). The NGF is concerned with the planning (including contingency planning) and operational management of planned and unplanned traffic related events and for the dissemination of information on the road network. In particular it relates to the activities of the Agency's National Traffic Control Centre (NTCC), Regional Control Centres (RCCs) and Local Traffic Authorities. Definitions of organisations can be found in Annex C.

1.2 Traffic Operations Co-ordinating Committee (TOCC)

The TOCC was established to bring together representatives from LTAs throughout England to keep under review the NGF and associated DLOAs made with the Agency. It is managed by representatives from the County Surveyors' Society (CSS), the Core Cities Group and the Technical Advisors Group (TAG). The TOCC also includes representatives from the DfT, the Agency, the National Assembly for Wales, Transport Scotland, the Northern Ireland Roads Service, Police and a wide spectrum of LTAs in England. The terms of reference for TOCC can be found in Annex D.

1.3 Detailed Local Operating Agreements (DLOAs)

Detailed Local Operating Agreements outline procedures and practices for effective operations between the Agency and its partners. The Agreement between the Agency and each LTA is called the LTA DLOA (there are also Police DLOAs with each Police Service). They are based on a common framework, but have been tailored to meet the specific needs of that LTA. New agreements will be required since the new LTA DLOAs based on this NGF will be much wider in their remit.

Similarly, Operating Agreements have been put in place with other operational partners and national bodies, which also support the operational relationship.

These Agreements, which are updated regularly, describe the procedures, protocols and communication methods that are used by the operational partner and the Agency in contingency planning and in exchanging and acting upon traffic management, incident management and operational information between the LTA and the Agency.

1.4 Other Interested Parties

It is recognised that consultation will need to include a wide range of Other Interested Parties (OIPs) including the Police, major traffic generators (e.g. major sporting events, regional shopping centres), DBFO operators and others. Operating arrangements will continue to be developed with these groups to ensure that all aspects of Network operation are fully coordinated.

⁴ For the purposes of this document, the terms "Local Traffic Authority" and "LTA" refer to a Local Authority in England responsible for local roads under relevant legislation. A "Local Authority" under this definition is considered to be a county council, a district council, a London borough council, a joint authority established by Part IV of the Local Government Act 1985 or the Common Council of the City of London in its capacity as local authority or any authority that is a successor authority to any of them.

⁵ The term 'Agency' in this context includes the Area Performance Teams, the RCCs, the NTCC and, as applicable, the Agency's Service Providers.

⁶ A number of Agency roads are maintained by Design Build Finance and Operate (DBFO) contractors.



1 Preamble

1.4.1 Other Highway Authorities (OHAs)

Practical working relationships established with Other Highway Authorities (OHAs), which include bridge and tunnel operators, as well as control centres in Scotland and Wales where cross-border issues exist, will need to be regularly reviewed. Representatives from the Traffic Scotland, the National Assembly for Wales and the Northern Ireland Roads Service have been closely involved in the consultative process for development of this NGF. This partnership will continue through the re-appraisal of Operating Agreements, with each of these organisations.

1.4.2 Information Service Providers

The public and private news media and other information service providers play a key part in disseminating information to the travelling public. Accordingly, arrangements are in place with these providers to facilitate that information disseminated to the public is coordinated with other information channels such as the Agency's web site and LTA traffic information portals. Representatives of the media meet with the Agency and its operational partners on a regular basis to review the working arrangements. LTAs have their own individual arrangements for regularly updating their media relations.

1.5 Common Objectives of the Agency and Local Authorities through the NGF

The existing mandates of the Highways Agency and Local Authorities, together with the recent development of the Traffic Management Act, suggest that there are many areas where the two share common objectives:

- To respond to the Agency's and LTA's responsibilities in terms of managing the road infrastructure by, implementing traffic management, network communications and other measures aimed at making best use of the existing infrastructure and facilitating integration with other transport modes.
- To take action to reduce the effects of congestion, including planning for contingencies, to increase the reliability of journey times and to minimise the risk of traffic related emergencies that threaten the welfare of the public.
- To minimise the impact of the network on both the natural and built environment.
- To improve safety for all road users and contribute to the Government's new safety strategy and targets for 2010.
- To work in partnership with the travelling public, transport providers and operators, and others affected by operations, to promote choice and information for the travelling public, monitor and publish information about the performance and reliability of the network.



2 Underlying Principles

When developing arrangements with operational partners, there are a number of underlying principles that should be reflected in the intent and wording of the document.

1. Spirit of Co-operation

In order to maintain effective agreements and operational coordination, the spirit of cooperation between the Agency and LTAs that has developed through a mutual understanding and appreciation of the key issues from each organisation's perspective will continue to be used to review and improve effective planning and operational arrangements.

2. Adapting to Change

Operational arrangements must be flexible enough to take account of the emergence of new technologies, major new initiatives and the effects of new or amended legislation. In particular, the Traffic Management Act 2004, the Civil Contingencies Act 2004 and duties placed on Local Authorities, in combination with the Local Transport Plans, will impact significantly on the operation of the local road network.

3. Existing Arrangements

Existing arrangements in place for the exchange of traffic information, for example with the Agency's service providers, will be further refined and harmonised and these relationships developed accordingly.

4. National Approach

The TOCC will seek to promote a consistent national approach to minimising the impact of traffic related incidents and the effects of congestion on the travelling community.



3 Operational Framework

It is intended that the DLOAs will address a broad range of issues such as contingency planning and diversion routes, which are likely to be encountered in the management of the respective road networks under the jurisdiction of each party. The following sections outline the operating principles that should be incorporated into the DLOA (where appropriate).

3.1 Management of the Road Network

The Agency and LTAs have a shared responsibility in the management of the road network. The Agency and some LTAs have developed dedicated traffic management centres to help facilitate this requirement.

Please see Annex D for more information on the Agency's National Traffic Control Centre and Regional Control Centres.

3.2 Agency / LTA Interface

3.2.1 Traffic Information

The **NTCC** will act as the primary interface between the Agency and LTAs for all **traffic information** for planned events and real-time information for both planned and unplanned events.

3.2.2 Incident Management Operations

The **RCCs** are the primary interface between the Agency and LTAs for **incident management operations** for incidents occurring on the motorway and trunk road network. Every effort will be made to eliminate duplicating information flows.

3.3 The Role of the Police Service

In those areas of the trunk road network where the Traffic Officer Service is not operating, and for the LTA network, the police continue to undertake their traditional roles in relation to tactical diversions.

3.4 Information Sharing

The NTCC will make available, free of charge to LTAs (in accordance with agreed procedures), data containing real-time status information about traffic conditions and planned events on the core network that may be of practical value to the LTA in the management of its local network. The NTCC will recommend, if required, appropriate systems that may be needed to acquire this data. Computer hardware and software for these systems will not be provided by the NTCC or the Agency.

LTAs are encouraged to make available similar information about traffic conditions and planned events on the LTA road network that may directly influence conditions on the Agency's Network.

Such information exchanged between the NTCC and LTAs will only be used to inform decision-making and will not be passed on or sold by either party to any third party without prior agreement.

3.4.1 Agency Primary Services

The Agency will make the following services available to LTAs:

- **Information for LTAs:** With regard to the traffic situation on the Agency's core network for its operational use, real-time information from the NTCC database of current events on the core network and any strategic responses that are in operation or are planned. This will comprise information about traffic conditions and planned events on the core network of practical value in the management of the LTA network. For planned and unplanned events on the core network, this will include the following details:



3 Operational Framework

- Event type;
 - Date and expected/actual start time of the event;
 - Location and routes affected;
 - Direction(s) of travel affected;
 - Expected duration of the event and/or predicted delays to journey time; and
 - Notice of event termination.
- **Information on Planned Events (including roadworks):** Relevant details in the NTCC database of planned events on the Agency's Network (e.g. roadworks) will be made available for an LTA, to assist with its own local network planning activities.
 - **Diversions onto the Agency's Network:** Subject to the primacy of core network management, the NTCC will provide a positive response to requests from an LTA to use the core network for the diversion of local traffic around events that may occur on local network roads. Such diversions will be co-ordinated with the appropriate RCC where required and the Agency will make every effort to accommodate the needs of the LTA given the need to consider capacity of the highway network as a whole.
 - **Display of LTA Network Information on Agency Variable Message Signs (VMS):** All requests for setting messages on VMS are to be processed through the NTCC. The Agency may set pre-agreed messages on VMS on the core network at the request of an LTA, subject to the VMS continuing to be available for travel information messages relating to the Agency's Network. Any such activity must be in accordance with relevant Agency protocols and procedures for VMS message content and use.
 - **Use of Agency Dissemination Media:** The Agency will respond to requests from LTAs to use Agency information dissemination media (including VMS) to provide information about events that are not located on the core network, subject to the relevant media being available for this purpose and not otherwise in use for a higher priority. The Agency will undertake to coordinate any response with the appropriate RCC. Any such activity will be in accordance with relevant Agency protocols.

Dissemination criteria and communication methods will be defined within each DLOA. The geographic extent of the information available is tailored to suit the requirements of each authority.

Other information relating to current and planned events on the wider core network, outside the LTA's immediate area of interest can be found at www.highways.gov.uk/trafficinfo.

3.4.2 Agency Additional Services

Areas in which the Agency may additionally provide assistance, if required, include:

- **Data for LTA Planning:** The Agency will make historical data freely available from its databases to an LTA for operational and planning purposes. The scope and extent of this activity will form part of the DLOA discussions with an individual LTA, subject to the data processing agreement governing the operation of NTCC;
- **Contact Information:** The Agency will hold a database of operational contact information, key elements of which will be available for valid operational use, free of charge to an LTA, subject to issues of privacy and commercial confidentiality and consent from the Data Controller (Agency); and
- **Key Information:** Key information includes both contact and geographic details. The Agency has collected information on key contacts within LTAs, the Police, OHAs, Service Providers, and other traffic generators. Arrangements are in place to ensure the completeness and accuracy of this data is maintained. LTAs are able to make enquiries against this database, subject to issues of privacy and commercial confidentiality.



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3.4.3 LTA Services to the Agency

The Traffic Management Act places a duty on LTAs to manage all activities on their road network to minimise disruption to road users. So far as is practicable, LTAs are recommended to put in place services to provide the Agency with the following:

- **Unplanned Event Information:** LTAs are encouraged to provide timely advice to the Agency about the existence and progress of incidents on the LTA road network that are affecting, or are likely to affect, the Agency's Network (e.g. changes in the estimated duration of any lane or carriageway closures). The geographic extent is agreed with each LTA locally and is referred to as the Council's Network of Influence (See Annex B for definition and DLOAs for full details);
- **Planned Event Information:** LTAs are further encouraged to provide information on planned events (both roadworks and traffic generating events) that have potential to affect the Agency's Network; and
- **Utility Works:** Together with the New Roads and Streetworks Act 1991, the scope of the network management duty includes the coordination and direction of works in the street and working with partners and stakeholders. LTAs are encouraged to pass to the Agency information relating to utility works on their Local Network that have potential to affect the Agency's Network.

3.5 Response to Events

3.5.1 Off-line Preparation

The Agency will maintain a regular dialogue with LTAs to identify opportunities for effective traffic management involving diversion of traffic from the LTA network onto the Agency's Network.

The Agency will also make available to LTAs details of any strategic responses to be implemented on the Agency's network that are likely to impact upon the LTA network.

In the planning of strategic traffic management for special events (e.g. exhibitions, motor shows, sports events) that are likely to significantly affect traffic conditions on the LTA network, the Agency will take appropriate account of the views of the LTA and, where relevant, advise local Police force(s) of the views of the LTA. This is expected to involve meetings with all the relevant parties to agree on strategies for network management during the course of the event.

It is also recognised that appropriate debriefing meetings should be held after major events to jointly assess the effectiveness of the planned and actual response to the events and make recommendations for improvement.

3.5.2 Real-Time Operations

LTAs are invited to identify those roads internal/external to their operational area for which information is required. The Agency undertakes to notify the LTA of incidents (planned or unplanned) that occur within the area defined in the DLOA. The Agency will also provide updates on the event together with notification of when the event is cleared or completed. The Agency will advise LTAs of any changes in strategic responses when that specific change to the response is implemented.

3.5.3 Dissemination of Information

The Agency will provide traffic information related only to the Agency's Network. LTAs will continue with any existing services for provision of traffic information on other roads and will maintain their own arrangements for such services. However, where an incident affects both the Agency's Network and the LTA network, to ensure consistency, the Agency will liaise with the LTA to co-ordinate traffic information for dissemination to third parties.



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3.6 Strategic Diversion Routes

A strategic diversion is defined as the diversion of traffic on the Agency Network onto other parts of the Agency Network. In recent years, the Agency has installed over 350 MS3 (Message Sign Mark 3) Variable Message Signs at many key decision points across the Agency's Network. The signs allow the NTCC to set strategic diversions using the Agency's motorway and trunk road network and so allow the motorist to determine the most appropriate route. The messages displayed on the VMS are reinforced by information made available to the media and other operational partners.

3.7 Tactical Diversion Routes

Tactical diversion routes are routes used to divert traffic off the Agency's Network onto LTA roads and back onto the Agency's Network to assist incident management. These routes need to be established and maintained as part of contingency planning arrangements. Service Providers' contingency plans contain details of identified tactical diversion routes across the whole network.

3.7.1 General Issues Attributed To Tactical Diversion Routes

To enable the Agency and LTAs to fulfil the requirements of the network management duties of the Traffic Management Act, they will co-operate on the identification, agreement establishment and operation (where possible) of tactical diversion routes using the LTA network to assist in the management of congestion resulting from serious incidents on the Agency's Network and to minimise the numbers of road users who may otherwise be 'trapped' on the Agency's network following a serious incident.

Secondary diversion routes will be identified for use in the event of lack of availability of the primary tactical diversion route where possible; it is recognised, however, that such opportunities will not generally be available.

The Agency recognises that tactical diversion routes do not provide a complete solution to incident-related congestion, and their use is itself likely to create congestion on the LTA network - this will be recognised when agreeing operational protocols, and will confirm with the LTA that there are no other works on the tactical or secondary diversion route that will impede the travelling public prior to these routes being activated. The Agency will continue to develop and refine its traffic incident management techniques and procedures to minimise congestion and improve journey time reliability and customer service for the benefit of all road users.

Costs associated with tactical diversion routes are outlined in Annex E.

3.7.2 Organisation Arrangements

Changes to existing organisational arrangements will be adopted in the review process of each DLOA. A mutual understanding of respective operations is vital to ensure effective operational procedures and systems are planned accordingly.

3.8 Data and Information Exchange

Information as described in sections 3.6 and 3.7 above will be transferred via any convenient and available media that is practicable, including telephone, fax, e-mail and remote terminal systems. It is envisaged that, where appropriate, the communication of data and information between the Agency and LTAs will be system-to-system internet-based, migrating towards Travel Information Highway (TIH) Principles (www.tih.org.uk). The implementation, development and operational responsibility for any new or existing LTA systems to exchange data with the Agency will be defined in agreements made under the DLOA process.

⁷ MS3 Signs are mounted on Cantilever Posts and display information about incidents, hazards, campaigns and restrictions and can include a matrix signal aspect. The signs either 2 lines of 16 characters or 3 lines of 18 characters; the latter allow the NTCC to display more detailed information.



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The Agency will ensure that any data protection issues, including the possible recording of telephone conversations, are dealt with in accordance with appropriate contractual and legal obligations. The Agency will comply with relevant current UK and European legal requirements for data protection.

Data security of the Agency systems will also comply with current guidelines, including firewall and anti-virus protection and user-level access control. The extent of data security between the Agency and an LTA will be subject to discussion under the DLOA process.

3.9 CCTV

The Agency and LTAs will, where it is both possible and feasible, grant access to real time or current CCTV images from CCTV cameras operated or under the control of either organisation by request or by fixed agreement.

Where access is granted to CCTV, both the Agency and LTAs are requested to note that CCTV are used for incident management purposes and therefore may not be available for periods of time.

3.10 Network Referencing

Where IT interfaces differ and if considered practical to do so, the Agency will be responsible for making available to an LTA, the facility(s) necessary for effective data translation from varying network referencing system(s) used by LTAs to that used by the NTCC. This information will be used in communications with the LTA and will be available to an LTA for its local area. The system(s) to be used in communications with each LTA are to be agreed in the DLOAs.

3.11 Day-to-Day Operations

The Agency will work in accordance with the DLOAs and to guidelines laid down in this NGF. These are agreed on an individual basis with each LTA. On a day-to-day basis the Agency will monitor traffic on the Network, liaising with LTAs and other parties and responding appropriately. The Agency will respond to requests from an LTA to adjust arrangements where appropriate to suit their own circumstances.



4 NGF / DLOA Administration and Review

4.1 Agency / LTA Liaison Arrangements

An overview of the national Agency/LTA liaison framework is illustrated in Annex F – Figure F1.

4.1.1 TOCC

Liaison between the Agency and LTAs on one level is being managed through the Traffic Operations Co-ordinating Committee (TOCC), charged with the on-going maintenance and appraisal of the NGF, DLOA template and information exchange. Developments from TOCC meetings are fed into the Traffic Management Board. The terms of reference for TOCC are outlined in Annex D.

4.1.2 Traffic Managers' Liaison Framework

The introduction of the Traffic Management Act 2004 places a duty on all LTAs in England "to secure 'the expeditious movement of traffic on their network' and to facilitate 'the expeditious movement of traffic on road networks for which another authority is the traffic authority'".

To support the Traffic Manager role, Regional Traffic Manager Groups have been created to enable issues of common interest to be explored and to encourage the sharing of good practice and thereby improve performance. Issues of national importance will be escalated to the National Traffic Managers Forum and if appropriate the Traffic Management Board. The broad terms of reference for the regional and national groups/forums are outlined in Annex G; however, due to the evolutionary nature of these groupings the terms of reference may differ from region to region.

4.2 Continuous Improvement

In the light of practical operational experience, it is recognised that there will be a process of continuous improvement. Operational processes and procedures for both the Agency and LTAs are constantly reviewed to accurately reflect required changes. This will be underpinned by a process of annual review of the DLOA with each LTA and intermediate review as and when considered necessary by agreement between both parties. The NGF will also undergo an annual process of review with input from LTAs.

4.3 NGF / DLOA REVIEW

The following principles describe the framework within which the reviews of the NGF and DLOA template will take place:

The DLOAs are arrangements with individual LTAs. The Agency will ensure that the review process is carried out in the most efficient manner.

The Agency and individual LTAs will continually review operational methods, practices and procedures in order to identify and/or share best practice, and to address any points of concern. The Agency will use all reasonable endeavours to mitigate unresolved issues. DLOAs will be amended to reflect any resultant changes. These reviews will take place annually but may be supplemented by additional reviews if required by circumstances.

As part of the review process, the Agency will upon request, assist LTAs in evaluating the previous year's operational activities between the LTA and the Agency by providing a statistical report (e.g. number of incidents on the core network in the LTA area and number of occasions where Agency strategies were implemented). The LTA and Agency should reach agreement on the content and format of this report

Every opportunity should be taken to include (or take account of) other relevant parties in those discussions (e.g. Local Police, Service Providers) to streamline the review process.



5 Contacts

For further information, document copies, or details of Highways Agency policy, please contact the following:

Information & Customer Services

Highways Agency
The National Traffic Control Centre
3 Ridgeway
Quinton Business Park
Quinton Expressway
Birmingham
B32 1AF

Highways Agency Information Line

Tel: 08457 50 40 30
Email: ha_info@highways.gsi.gov.uk

Highways Agency website at:

www.highways.gov.uk

Travel Information Highway (TIH) community website:

www.tih.org.uk



Annex B - Glossary of Terms & Abbreviations

Network or 'The Agency's Network'	The Agency's motorway and trunk road network as depicted in Annex A.
Council's Network of Influence	The lengths of road and junctions etc. Within the Council's Network where planned or unplanned events can be expected to affect the Agency's Network.
DLOA	Detailed Local Operating Agreement. The over-arching principles as defined in the LTA NGF are expected to remain the same nationally, but variations in traffic operations exist from one local area to another. To accommodate this, DLOAs will be drafted with each local organisation, which will outline procedures and practices for effective operations between the Agency and an individual LTA.
NGF	The National Guidance Framework is a document that sets out principles governing operations between the Highways Agency and its partners. There are currently two separate NGF documents, one with the Police Service (Police NGF) and the other with the Local Traffic Authorities; LTA NGF. The NGF provides guidelines and a starting point for the detailed local operating agreements (DLOAs) needed to define operations between the HA and each Police Service and each LTA.
Strategic Diversion	Diversion of traffic on the Agency Network onto other parts of the Agency Network.
Tactical diversion	Diversion of traffic away from the motorway and trunk road network onto the LTA road network.
TIH	Travel Information Highway was formed to help members of the Traffic and Travel Information Industry to exchange data to enhance the information available to both operators and travellers. The aim of the TIH Community is to help members build universal system-to-system links to exchange travel information, saving money, time, duplication and effort. By sharing experiences, the TIH Community has distilled its knowledge into a framework of guidelines known as the TIH Principles, a set of simple rules to define a common approach based on proven techniques and best practice. The TIH Principles do not compromise data ownership, nor do they imply a data warehouse. TIH is not a system in itself, just the agreed framework for joining many systems together over the Internet and it sets out the rules for these key areas of data exchange: <ul style="list-style-type: none">● The Charging Mechanism should be clearly described.● The Authentication Level should match the value of the data.● Data should be published using XML with compression.● Data and Publication Models should be described adequately.● For location referencing use TPEG-Loc or at least WGS84. The TIH Principles are developed and recommended by independent members within a series of Working Groups. Each group is led by a recognised expert in that area. Up to date documentation, discussions and support on each area is accessible on the TIH website http://www.tih.org.uk/ .



Annex B - Glossary of Terms & Abbreviations

UTMC

Urban Traffic Management & Control forms part of the UK framework for the development and deployment of ITS (Intelligent Transport Systems) in urban areas. The Department for Transport (DfT) developed the UTMC concept and UTMC systems have been specifically developed to:

- Σ ● Create modular systems which are capable of expansion and interoperability with other systems;
- Σ ● Build on and integrate existing systems; increase competition in system supply, expansion and operation;
- Σ ● Maximise the flexibility to meet evolving needs and to introduce new technology;
- Provide quality information and the means to use this information, particularly to influence travellers;
- Provide a means to move from existing systems to UTMC systems.

The use of ITS in supporting delivery of Government road transport objectives is set out in the "Intelligent Transport Systems (ITS) The policy framework for the roads sector" document published in November 2005.

VMS

Variable Message Sign or signs to be used by the **NTCC** for strategic management of traffic on the **core network**.



Annex C - Definitions of Organisations

Area Performance Team (APT)

The Agency's **Area Performance Team (APT)** is responsible for achieving customer service targets within their Area and contribution to the Regional and Divisional performance targets, in accordance with the Public Sector Agreement (PSA) Target. The APT focus is on the management, maintenance, small-scale improvements and operation of the trunk road network through the management of the supply chain and working in conjunction with the Regional Control Centres (RCC) and Traffic Officers.

The Area Performance Manager is responsible for the preparation of contingency plans within his/her Area. This is undertaken on his/her behalf by the Area/DBFO/Toll Service Providers. In addition to liaison with each LTA, the police and the Traffic Officer Service are closely involved in this planning process.

To fulfil its obligations under the Traffic Management and Civil Contingencies Acts for traffic management and contingency (emergency) planning the Agency seeks to agree with each LTA where possible the establishment and use of tactical diversion routes.

The Agency recognises:

- (i) That potential tactical diversion routes do not eliminate all problems caused by lack of availability of the trunk road due to unplanned events,
- (ii) That where potential tactical diversion routes are identified they may not be suitable for use at all times, and
- (iii) That traffic diverted from the Agency's Core Network will inevitably create delays for other road user on the LTA network.

However, tactical diversions can play an important function in ensuring that road users do not become trapped for extended periods on the trunk road network.

The Agency recognises that where no safe tactical diversion route can be identified, and for those times when use of identified tactical diversions is not viable (e.g. at peak times, due to planned public events etc.), that alternative contingency arrangements are necessary.

The Agency seeks agreement of tactical diversions with LTAs in parallel with other contingency planning initiatives including:

- (iv) Strategic diversion of traffic using the trunk road network,
- (v) Provision of information to road users through the media, website, VASPs and the telephone service,
- (vi) Arrangements for 'turn-around' on the trunk road network, and
- (vii) In extreme cases, the provision of welfare arrangements for stranded motorists (when appropriate supported by the police and local authorities implementing their own emergency plans).

The Agency

The Highways Agency. The Highways Agency is an executive agency of the Department for Transport, (DfT). It maintains, operates and improves England's trunk road and motorway network (the strategic road network, referred in this document as the core network) and includes NTCC, RCCs, and Highways Agency Related Bodies such as the Agency's Service Providers and Network Operators.

Annex C - Definitions of Organisations

Core Cities Group

The English Core Cities Group is an association of eight large regional cities in England: Birmingham, Bristol, Leeds, Liverpool, Manchester, Newcastle, Nottingham and Sheffield. They have come together to form a vision of the distinctive role that the big cities must play in national and regional life in the future. The Core Cities fulfill this role by:

- Helping Government to develop long-term strategies for strengthening cities in order to increase competitive advantage and reduce social exclusion;
- Helping to integrate policy for Core Cities and national strategy;
- Helping to explore complex issues in urban management, such as community involvement and leadership through partnership;
- Helping to shape regional policies which build on the distinctive role of the regional centres;
- Working together with Government to develop national and regional facilities in a co-ordinated way; and
- Supporting the Government in putting Britain at the heart of Europe by building relationships with the other core cities of Europe.

CSS

Officially referred to as the **County Surveyors' Society**. It has members drawn from Strategic Transportation and Waste Disposal authorities throughout the United Kingdom including Shire Counties and Unitary Authorities in England and Wales and the DOE in Northern Ireland, plus an affiliation with the Scottish Unitary Authorities. Its aims are the representation of members' interests, by responding to European and Central Government initiatives and consultations, by promoting initiatives aimed at influencing government policy and the development and dissemination of best practices.

LTA

A **Local Traffic Authority** is a Local Authority in England responsible for local roads under relevant legislation. A "Local Authority" is defined as a county council, a district council, a London borough council, a joint authority established by Part IV of the Local Government Act 1985 or the Common Council of the City of London in its capacity as local authority or any authority that is a successor authority to any of them.

NTCC

National Traffic Control Centre is the information hub of the Highways Agency. The NTCC collects traffic data from across the Agency's Network and provides up-to-date information directly to the public through its website, an interactive telephone system and on variable message signs, to operational partners through a variety of means and to media organisations for further broadcast distribution. The NTCC is located outside Birmingham and is operated on behalf of the Agency by Traffic Information Services Ltd (TiS).

NTMF

National Traffic Managers' Forum provides a national forum for engagement on key and strategic issues by the LTA traffic managers representatives, DfT, and the Highways Agency. Issues raised at the Regional Traffic Manager Groups can be escalated to this forum if appropriate.

OHA

Other Highway Authority. An organisation other than an LTA or OIP with operational responsibility for a section of highway or a highway network and which may have an interest in operational liaison with the Agency, or be of operational interest to the Agency. This includes, for example, the National Assembly for Wales, Transport Scotland and the Northern Ireland Roads Service.

RCCs

Regional Control Centres. The Agency has established a national network of seven Regional Control Centres. These RCCs, which are operated in partnership with the Police, are strategically placed to manage on road traffic operations on a 24 hour daily basis.



Annex C - Definitions of Organisations

RLG	<p>The Roads Liaison Group exists to provide a forum for closer working and alignment of programmes, particularly in relation to standards between UK highway authorities. Under the RLG, the Traffic Management Board deals with traffic management issues in parallel with the Roads, Bridges and Lighting Boards.</p>
Service Provider(s)	<p>Service Provider(s) refers to MAs, MACs, TMCs, DBFO and Toll concessionaires and any contractor or sub-contractor working on behalf of the Highways Agency and subject to the Highway Agency's directive.</p> <p>Service providers within the Area are responsible for delivering the operations and maintenance service for their sections of trunk road. Area Network is responsible to the Area Performance Manager for:</p> <ul style="list-style-type: none">(i) Co-ordinating arrangements for planned works and events with the LTA(ii) Developing contingency plans for the Area, (including agreement of tactical diversion routes with LTAs, the police and the Traffic Officer service),(iii) For working with the LTA to establish the signing and other infrastructure requirements for tactical diversion routes, and(iv) For producing, maintaining and distributing documentation of agreed routes and operational protocols for their use to the interested stakeholders. <p>The service provider also assists the Traffic Officer service when required with implementing traffic management for incident management, including putting tactical diversion routes into operation.</p>
TAG	<p>Local Government Technical Advisors Group. TAG generally comprises directors or departmental heads responsible for the provision of technical services within many Local Governments throughout the UK, including architecture, town planning, engineering, environmental health, leisure and housing. TAG's main aim is to provide technical advisory services to local and central government and its agencies and to provide a professional network for the development and dissemination of best practice.</p>
TfL	<p>Transport for London. TfL is an executive body of the Greater London Authority, reporting to the Mayor of London who is also Chair of TfL's Board. It is responsible for delivering the Mayor's integrated transport strategy, in close working partnership with the London boroughs and the Strategic Rail Authority. TfL currently includes London Buses, London River Services, Tramlink, Docklands Light Railway, Public Carriage Office (responsible for taxi and private hire vehicle licensing), Street Management, Victoria Coach Station and London Underground.</p>
TIH	<p>The TIH Executive steers the TIH Community to support the widespread exchange of travel information through the use of common principals supporting both the public sector and commercial aspects. This programme is given form in the TIH Principles that sets out and promotes best practice in key areas, each of which is directed by the TIH Executive and supported by a dedicated Working Group. TIH works closely with other ITS initiatives and, since 2004, the Chairs of TIH, UDG and RTIG have worked jointly to ensure that all stakeholders can have the maximum possible confidence in TIH, UDG and RTIG recommendations and documents.</p>
TIH	<p>Working Groups are led by industry experts in their field of inquiry, and are charged with agreeing effective standards for an aspect of data exchange that can then be incorporated into the TIH Principles. The groups work from real-world approaches developed by practitioners and scrutinise them by peer review to make sure that all work is carefully targeted to the real needs of the Travel Information Highway Community.</p>



Annex C - Definitions of Organisations

TMB

The **Traffic Management Board** is the traffic management authority of all traffic on the road network. The Board considers network operational issues, physical and regulatory traffic measures and associated activities that can be used to achieve a range of policy objectives including network efficiency, road safety, environmental impacts and allocation of road space. "Associated activities" could include, for example, issues of public participation, promotion and publicity that are often an inherent part of traffic schemes.

TMG

Traffic Manager Groups provide a regional forum for LTA Traffic Managers and the Highways Agency to meet and discharge their obligations under the Traffic Management Act 2004. In addition they provide a mechanism for escalating issues to the National Traffic Managers' Forum.

TOCC

Traffic Operations Coordinating Committee. See Annex D for terms of reference.

Traffic Officer Service

The Agency has implemented a network of seven regional control centres (RCCs) across England and are jointly staffed by the Police and the Agency. The RCCs have been rolled out over a period of time and cover motorways and some key trunk roads within each region of the country. Over time their operations may be expanded to the entire core network. RCCs are primarily responsible for the management and operations of the Traffic Officer Service and will be focused on responding to traffic incidents.

The Traffic Officer Service has a local focus and will:

- (i) Have an input into development of tactical diversion routes with LTAs
- (ii) Be responsible for liaising with LTAs, local police and NTCC prior to the operational use of a planned tactical diversion.

In order to maintain effective incident control the RCCs will act as the focal point for all communications between the HA and other parties. The RCC will liaise with the LTA in accordance with the protocols established in the DLOA prior to implementing the use of any tactical diversion route.



Annex D - Terms of Reference for the TOCC

1. A group consisting of representatives from the Highways Agency, LTAs, the Police and other highway network operators and interested parties has been formed to consider traffic management matters and their co-ordination across the range of responsible parties.
2. The TOCC is constituted as follows:
 - One [1] representative from each of the following organisations:
 - County Surveyors' Society (CSS)
 - Core Cities Group
 - Technical Advisors Group (TAG)
 - Up to five [5] representatives from the Highways Agency, nominated by the Agency
 - Up to five [5] representatives from a spectrum of LTAs.
 - A representative from Transport for London
 - A Police observer
 - Highway Network Management in the Office of the Welsh Assembly
 - Trunk Road Network Management Division of the Transport Scotland
 - Northern Ireland's Department for Regional Development Roads Service
 - DfT
3. Members will be invited as required from other bodies with a direct interest in local and strategic traffic management on the motorway and trunk road network in England, Scotland and Wales.
4. The secretariat to the TOCC will be provided by the Agency.
5. The TOCC chairman will be elected from Core Cities, CSS and TAG. This election process shall occur as the need arises, but shall take place annually as a minimum.
6. The primary duties of the TOCC will be:
 - To maintain as a primary focus a complete perspective on the trunk and local road networks taken together, and identify best practice in order to provide direction for policies and procedures to promote this principle
 - Act as a discussion platform and investigate all avenues for systems and processes required to effect successful information and data exchange.
 - To provide a forum for the discussion of operational issues at a strategic level both between LTAs and National Authorities (Highways Agency, Traffic Scotland, Traffic Wales, Northern Ireland Roads Service)

⁸ Highways Agency representation will be at the Agency's discretion but may include delegates from the National Traffic Control Centre, the Roles and Responsibilities Team (representing Regional Control Centres) or their nominated representatives from one or more RCCs, the Traffic Operations Directorate and Area Teams.

⁹ If endorsed by the relevant ACPO Committee, a reciprocal Agreement can be agreed whereby a member of the TOCC Executive or an LHA observer nominated by the TOCC Executive would be invited to their committee meetings when discussing matters with the Agency relating to network operations.



Annex D - Terms of Reference for the TOCC

- To keep under review the LTA/HA National Guidance Framework to ensure it reflects changing circumstances amongst operational partners and offer appropriate guidance for future modification and enhancement.
 - To review and prescribe as necessary, changes or amendments to the Detailed Local Operating Agreement and National Agreement Templates to ensure they continue to provide the basis for bi-directional interfacing at local and national level.
 - Act as a conduit to review and consider, as necessary, matters referred to TOCC from the Regional or National Traffic Managers' Groups/Forums and where appropriate refers matters back to those groups for their consideration.
 - Act as a forum for the discussion of matters relating to the Traffic Management Act 2004 (as distinct from the remit of the Traffic Manager Groups).
 - To provide a platform for the discussion and investigation of strategies and policies for the medium and long term in respect of operational activities and the coordination of information flows.
7. The TOCC will meet every six months and at other times as necessary to discuss the above issues and agree on a programme of activities.
 8. These terms of reference for the TOCC may be reviewed as required. The secretariat shall maintain up-to-date terms of reference.
 9. The TOCC may be suspended or wound up by mutual consent as necessary.



Annex E - Cost associated with Tactical Diversion Routes

- **Identification and Agreement**

- (i) Each LTA and the Agency will bear their own costs incurred in identifying and agreeing tactical diversion routes.
- (ii) The Agency will prepare, maintain and distribute at its own expense the documentation required to record the agreed tactical diversion routes, together with the associated signing and operation arrangements details.

The Agency acknowledges that the maintenance standards to be applied to the tactical diversion route will be those that the LTA would apply in the absence of any agreement to use a route as a tactical diversion route.

The Agency does not take on any liability in respect of a tactical diversion route which it would not have if the agreement had not been made, other than those specifically set out in this NGF in Section 3.3 – Tactical Diversion Routes.

- **Establishment of infrastructure**

- (i) The Agency will fund the initial introduction or completion, including the cost of sign design, of the symbol (or other appropriate) signing of diversion routes onto the designated tactical diversion routes off the Agency's Network in England.
- (ii) The Agency will, if appropriate, make a contribution to an improvement on an LTA road to enable improvements to proceed and facilitate the establishment of a tactical diversion route, subject to a satisfactory scheme assessment business case.

- **Maintenance**

- (i) The Agency will fund the maintenance of any 'special signs' erected on the LTA roads purely as part of the diversion route signing strategy. 'Special signs' shall comprise VMS, tri-prism signs and the like.
- (ii) The costs of maintenance of all other tactical diversion route signs on LTA roads, including inspection costs, will be borne by the LTA. Where practicable, the LTA will forward copies of its safety and service inspection reports to the Agency within 28 days of them being undertaken or to a timeframe previously agreed.
- (iii) The Agency will not fund any additional precautionary salting of a designated tactical diversion route off the Network, however will, with the agreement of the LTA carry out its own precautionary salting if the Agency is not satisfied that a route has been treated.

- **Operation**

- (i) The Agency will bear the direct on-site costs incurred by LTAs resulting from removal of temporary traffic management and removal street furniture (e.g. used for traffic calming) when this is carried out to facilitate use of a tactical diversion route.
- (ii) The costs of operational implementation of variable message signing on the LTA network to facilitate use of a tactical diversion route will be borne by the LTA except where this work is undertaken by the Agency in accordance with the agreed procedures, or as an expedient on a specific occasion.

Annex F - Agency/LTA Liason Framework

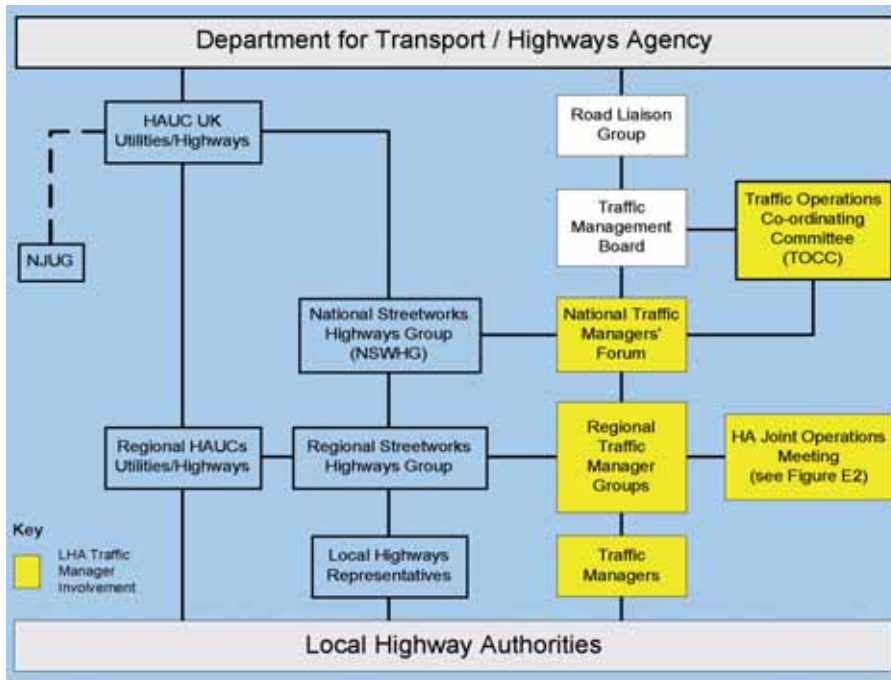


Figure F1: Agency/LTA Liason Framework Overview

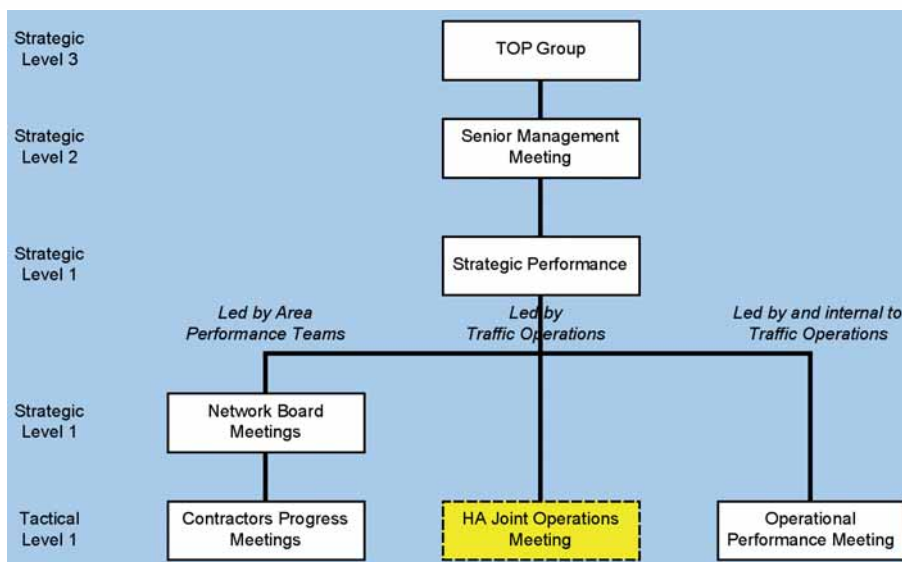


Figure F2: Agency/LTA Operational Engagement – Task & Coordination Structure

N.B. Joint Operations Meetings provide the opportunity to involve key partners and stakeholders in the delivery of performance on the network. All regions need to ensure good liaison and relationship building with Emergency Services, LTAs, Service Providers, and other key partners. Joint Operations Meetings offer one mechanism for achieving this at the tactical level.



Annex G - Terms of Reference for the Agency/ LTA Engagement Framework

Roads Liaison Group / Traffic Management Board

Terms of Reference

Introduction

The Roads Liaison Group (RLG) exists to provide a forum for closer working and alignment of programmes, particularly in relation to standards between UK highway authorities. Under the RLG, the Traffic Management Board deals with traffic management issues in parallel with the Roads, Bridges and Lighting Boards.

Scope

The Traffic Management Board is the traffic management authority of all traffic on the road network. The Board considers network operational issues, physical and regulatory traffic measures and associated activities that can be used to achieve a range of policy objectives including network efficiency, road safety, environmental impacts and allocation of road space. "Associated activities" could include, for example, issues of public participation, promotion and publicity that are often an inherent part of traffic schemes.

It is not intended that the Board will deal with the wider range of policies such as road user charging, green transport plans and bus quality partnerships that contribute to Local Transport Plans, although where they exist the links with such policies and measures will need to be recognised. The Board will focus on specific topics and will not be looking to produce an all-embracing Code of Practice.

A number of existing groups already cover specific aspects of traffic management at a detailed level. The Board will not duplicate their work but will seek to complement or supplement it as appropriate.

Objectives

1. To promote efficient network management, particularly through the implementation of the Traffic Management Act 2004
2. To encourage innovation and promote good practice among highway and traffic authorities
3. To identify where central Government and local authorities can work more effectively and jointly
4. To clarify local authority priorities to help inform research and other programmes
5. To co-ordinate programmes between organisations in order to help make best use of the resources available to central and local Government
6. To identify and implement ways of improving the dissemination of research outputs and good practice guidance, and to encourage feedback from users
7. To encourage the interaction of specialist groups

Membership

- Department for Transport
- Highways Agency
- Transport Scotland
- Welsh Assembly Government
- DRDNI
- CSS
- TAG



Annex G - Terms of Reference for the Agency/ LTA Engagement Framework

- TfL
- LoTAG
- WATO
- SCOTS
- ACPO

Method of Working

- Identify areas for attention, for example:
 - Gaps in knowledge or advice available to highway and traffic authorities
 - Implications of research results
 - Problems with existing advice and regulations
- Identify:
 - What is already being done
 - What more is needed, and
 - By whom it can/should be done
 - Priorities and possible timescales
- Agree how and by whom action is needed to take forward priorities.
- Identify areas for research and examine funding mechanisms.
- Bid for resources within own organisation as appropriate.
- Refer to the RLG where the work of the Board impacts on that of the other Boards or where a broader view is sought.



National Traffic Manager's Forum

Terms of Reference

Function of Group

1. To provide a focus engagement on key and strategic issues between the Traffic Manager Groups and DfT, HA and the Police
2. To ensure effective communication between the respective parties, including the different regional groups
3. To encourage and facilitate the exchange of good practice.

Meeting Frequency

- 3-4 times a year

Governance

As joint sponsors of the national group, CSS or TAG will provide a representative to chair the national group. This will reflect the sponsorship, but also help to avoid any skewing by particular regions/groupings.

Membership

- Representative from each local group (N.B. a key issue here will be to ensure a wide representation of traffic management interests)
- Highways Agency [1 or 2 representatives]
- DfT [1 or 2 representatives]
- Police



Regional Traffic Manager's Groups

Terms of Reference

Function of Group

1. To provide a forum for Traffic Managers in their discharge of the requirements of the Traffic Management Act
2. To allow common issues to be explored
3. To encourage the sharing of good practice and thereby improve performance, which includes engaging with other groupings at a regional level (e.g. HAUC, Police, FTA, BPA, Regional Bus Forum etc.)
4. To encourage good communication, and facilitate links to the National Traffic Managers' Forum

Frequency of Meeting

These groups should meet as they decide is appropriate, given local circumstances.

Governance

Matters of chairing/secretarial roles should be determined locally. There should be a general presumption against establishing a structure of sub-groups, but there is recognition that some issues might be suited to a task and finish approach.

Membership

As determined locally, but with an expectation that the HA will be invited to the main meetings.



Notes



The authors gratefully acknowledge the contribution of everyone involved in the production of this document, and in particular representatives from Local Traffic Authorities and those authorities in Scotland, Wales and Northern Ireland, who have provided considerable practical advice and assistance at all stages of its development.



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