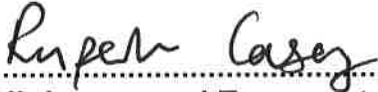



METROPOLITAN BOROUGH OF KNOWSLEY

ACTION TAKEN UNDER DELEGATED AUTHORITY

**ACTION TAKEN BY HEAD OF HIGHWAYS AND TRANSPORTATION
(INTERIM) IN CONSULTATION WITH THE CABINET MEMBER FOR
REGENERATION AND ECONOMIC DEVELOPMENT**

Reference No:	Date: 5 December 2018
Report Title: HIGHWAY ASSET MANAGEMENT WELL MANAGED HIGHWAY INFRASTRUCTURE CODE OF PRACTICE	
Officers consulted on, and contributing to, the report: Denise Best, Operations Manager Jon Robinson, Group Manager Darren Sephton, Highway Asset Manager James Taylor, Highways Contract Manager	
DECISION: a) Note the approach to implementing the new Well Managed Highways – Code of Practice; and b) Approve the draft Highways Asset Management Policies attached as appendices.	
PURPOSE OF THE REPORT/REASONS FOR DECISION: To seek Cabinet Member approval for the Highway Infrastructure Asset Management policies, plans and strategies in support of the council's implementation of the new Well Managed Highways Code of Practice	
ANY ALTERNATIVE OPTIONS CONSIDERED AND REJECTED: The service considered the option to maintain the existing Highway Asset Management Policy, however, this was considered to be insufficient to meet the new Code of Practice recommendations.	
ANY CONFLICT OF INTEREST DECLARED BY THE CABINET MEMBER/CABINET LEAD MEMBER/CHAIRMAN CONSULTED ON THE REPORT: None	
Signed:  Date: 10/12/2018 Head of Highways and Transportation (Interim)	
In consultation with:	
Signed:  Date: 5/12/18 Cabinet Member for Regeneration and Economic Development	

METROPOLITAN BOROUGH OF KNOWSLEY

- To:** Head of Highways and Transportation (Interim) in consultation with the Cabinet Member for Regeneration and Economic Development
- Meeting:** 5th December 2018
- Wards Affected:** All Wards
- Executive Remit:** Regeneration and Economic Development
- Key Decision:** No

REPORT OF THE OPERATIONS MANAGER – STREETSCENE AND HIGHWAYS MANAGEMENT

HIGHWAY ASSET MANAGEMENT - WELL MANAGED HIGHWAY INFRASTRUCTURE CODE OF PRACTICE

1. EXECUTIVE SUMMARY

- 1.1 Highways are the council's most valuable asset. They are vital to the economic, social and environmental well-being of the borough and the wider City Region. They provide access for business and communities, as well as contributing to the borough's character and to the quality of life for those who live and work in the borough.
- 1.2 The 2005 'Well Maintained Highways – Code of Practice for Highway Maintenance Management' which provided local authorities with guidance on how to develop a highway maintenance policy based on best practice was superseded in October 2016 by the new 'Well Managed Highway Infrastructure – A Code of Practice' and contained 36 recommendations (see Appendix 1).
- 1.3 Like its predecessor, it is a national, non-statutory code of practice which sets out a series of general principles for highway maintenance. The new Code of Practice is less prescriptive and instead promotes the establishment of local levels of service through risk-based assessment.
- 1.4 Having previously implemented a comprehensive Highways Asset Management Plan in 2014 risk management is already an intrinsic part of the council's management of the highway infrastructure. Many of our existing inspection regimes and policies include a consideration of risk. The Highways Service is therefore recommending an 'evolutionary not revolutionary' approach to the implementation of the new Code of Practice and the Cabinet Member and Executive Director are requested to approve the revised plans and strategies, attached as appendices to this report.

2. RECOMMENDATIONS

The Head of Highways and Transportation (Interim) in consultation with the Cabinet Member for Regeneration and Economic Development is recommended to;

- a) Note the approach to implementing the new Well Managed Highways – Code of Practice; and
- b) Approve the draft Highways Asset Management Policies attached as appendices.

3. BACKGROUND

- 3.1 The 'Well Maintained Highways – Code of Practice for Highway Maintenance Management' was published in July 2015 to provide local authorities with guidance on how to develop a highway maintenance policy based on best practice. The document prescribed minimum standards for highway defects i.e. 50mm depth for carriageway potholes and suggested levels of service which would form the basis for the council's Highway Safety Inspection Policy and our approach to highways maintenance. The 2015 Code of Practice was deemed to be best practice by the Courts and assisted in defending claims against the council by demonstrating our defence (under Section 58 of the Highways Act 1980) of implementing all reasonable measures.
- 3.2 This code in addition to the 'Well Lit Highways and Management of Highway Structures' were superseded in October 2016 by the new 'Well Managed Highway Infrastructure – A Code of Practice' which covers all three areas. Local authorities were advised to adopt this new approach by October 2018. Like its predecessor, it is a national, non-statutory code of practice which sets out a series of general principles for highway maintenance. It is endorsed and recommended by the Department for Transport (DfT) and its production has been overseen by the UK Roads Liaison Group (UKLRG).
- 3.3 The new Code of Practice is less prescriptive and instead promotes the establishment of local levels of service through risk-based assessment.
- 3.4 In summary, the most significant changes to the Code of Practice are:
 - A risk based approach to hierarchies – currently carriageway and footway hierarchies are based on guidance in the previous code of practice with local variations. This has been removed from the 2016 Code of Practice and therefore a full review is needed to evidence how our hierarchies are defined.
 - A risk based approach to safety inspections – the council's 2014 Highways Asset Management Plan went some way to introducing risk based inspections in advance of the new code being launched.

It is timely to review and further refine our approach in conjunction with the City Region authorities to ensure consistency.

- A risk based approach to response times for defects – the 2014 Highways Asset Management Plan introduced risk based responses in advance of the new code being launched. A review of our approach and further refinement is required.

- 3.6 Due to the revision of the Code of Practice it was considered that the council's existing Highways Asset Management Policy and Strategy was in need of review and should be supported by the development of new plans and strategies in order to align our practices with this new guidance.

4 IMPLEMENTATION OF THE 2016 CODE OF PRACTICE

- 4.1 During the past 18 months the Highways Maintenance Team have conducted a gap analysis and developed an action plan around the 36 recommendations set out in the revised Code of Practice. This analysis helped the service to prioritise the necessary supporting documentation, principles and processes that will be required moving forward.

- 4.2 Having previously implemented a comprehensive Highways Asset Management Plan in 2014 risk management is already an intrinsic part of the council's management of the highway infrastructure. Many of our existing inspection regimes and policies include a consideration of risk. However, the new Code of Practice places significant emphasis on stakeholder engagement and communication, improved lifecycle planning, competencies and training, performance management, and whole life design.

- 4.3 The Cabinet Member and Assistant Executive Director are requested to approve the following revised plans and strategies, attached as appendices to this report:

4.4 Highways Safety Inspection Policy

This policy sets out how the council will inspect the highways which are maintainable at the public expense. The key changes to this document are that it now reflects the relationship with the Liverpool City Region approach to the new code of practice to ensure cohesive and consistent working with our neighbouring authorities.

In preparing the new policy advice has been provided by Forbes Solicitors and Weightmans Solicitors, foremost providers of insurance and risk management, in addition to the council's Corporate Risk Manager and Zurich Insurance, the insurance risk law firm who represent Knowsley with respect to highways claims.

The main change to the council's existing policy is the introduction of a 14 day response time (in addition to the existing 28 day response time) – this is in addition to the existing service standards. The Highways Term Maintenance Contractor, Tarmac Ltd will be notified of the change as this will be a deviation from the existing contract specification.

- 4.5 Highways Infrastructure Asset Management Framework
This framework sets out the council's Asset Management Strategy and Asset Management Plan. These documents provide the council's strategic overview and set out the aims and objectives for each of the main asset groups. These groups include; carriageways and footways, structures, street lighting and traffic management equipment.
- 4.5 Risk Management Strategy
This strategy will outline the council's approach to risk management at a variety of levels and how these will be used to inform and support the approach to asset management and decisions on performance, works programming and investment.
- 4.6 Resilient Network Plan
The plan identifies key parts of the highway network that will receive priority through maintenance and other measures to protect its integrity and support access to key services during unexpected disruptive events and maintain key economic activities.
- 4.7 Communication Strategy and Plan
This will detail how the council's stakeholders are engaged with regard to the boroughs highways assets, to ensure that they are aware of, and most importantly, satisfied with, the work taking place to maintain and improve the highway network and associated assets.
- 4.8 The service is continuing work to develop/update other supporting policies and plans in order to ensure that we are fully compliant with the Well Managed Highway Infrastructure and these will be presented to the Cabinet Member for approval at a future meeting. These include;
- A Data Management Strategy – setting out our approach to the storage, maintenance and management of all asset related information and data.
 - Public Right of Way Inspection and Maintenance Plan - setting out the frequency of inspection, clarify the risk based approach to maintenance.

5. RESOURCE IMPLICATIONS

5.1 Financial Resources

The implementation of the Code of Practice required a significant amount of administrative work to review and document the correct approach to service delivery however these costs will be contained within the existing 2018/19 Highways Maintenance Service budget.

In addition, the new Code of Practice requires additional staff training to ensure that officers meet the minimum competencies set out in the new

policies and strategies – the cost will be contained within the Workforce Development Training Budget.

At present there are no significant changes to existing service standards and therefore no immediate financial implications are anticipated.

5.2 Human

Whilst there are no direct Human Resources implications arising from this report, all staff involved in the delivery of Highways Asset Maintenance will be trained on the new Code of Practice requirements and any changes to the existing policies and procedures.

5.3 Information Technology

There are no direct information technology implications arising from this report however, Tarmac Ltd will be required to update their asset management system, Symology to reflect the changes to the network hierarchy and inspection regimes.

The existing asset management systems will continue to be used i.e. Symology, Confirm, Kaarbontech.

5.4 Physical Assets

There are no physical asset implications arising from this report.

6. EQUALITY AND SOCIAL VALUE IMPACT

6.1 Equality and Diversity

Equality and diversity implications have been considered when producing each of the policies and strategies. An Equality Impact Assessment has been carried out to consider the impact against each of the protected characteristics and is appended to each document.

6.2 Social Value

The council's existing highways maintenance contract proactively supports the provision of significant social value outcomes for the borough with up to 89% of their workforce being Knowsley residents. Further evidence of their commitment to Knowsley's localism agenda has been achieved through the engagement of local suppliers and sub-contractors across their supply chain.

7. COMMUNICATION ISSUES

7.1 All Highways Asset Management policies and strategies will be added to the Council's website for the information of stakeholders and residents.

7.2 All Highways Asset Management and Transportation officers will be briefed on the new Code of Practice and the implications for their areas of responsibility.

- 7.3 The Highways Term Maintenance Contractor Tarmac Ltd will be formally briefed on the amendments to the Council's existing policies and strategies.

**DENISE BEST
OPERATIONS MANAGER STREETSCENE AND HIGHWAYS
MANAGEMENT**

Contact Officer(s):-

Denise Best 0151 443 2427

Darren Sephton 0151 443 2237

James Taylor 0151 443 2379

Appendix:-

Appendix 1 - Well-Managed Highway Code of Practice 2016

Recommendations

Appendix 2 – Highway Safety Inspection Policy

Appendix 3 – Highways infrastructure Asset Management Strategy

Appendix 4 – Highways Infrastructure Asset Management Policy

Appendix 5 – Highways Asset Management Risk Management Strategy

Appendix 6 – Highways Resilient Network Plan

Appendix 7 – Highways Asset Management Communication Strategy and Plan

APPENDIX 1 – 2016 WELL-MANAGED HIGHWAY CODE OF PRACTICE RECOMMENDATIONS

<p>RECOMMENDATION 1 – USE OF THE CODE This Code, in conjunction with the UKRLG Highway Infrastructure Asset Management Guidance, should be used as the starting point against which to develop, review and formally approve highway infrastructure maintenance policy and to identify and formally approve the nature and extent of any variations.</p>
<p>RECOMMENDATION 2 – ASSET MANAGEMENT FRAMEWORK An Asset Management Framework should be developed and endorsed by senior decision makers. All activities outlined in the Framework should be documented. (HIAMG Recommendation 1)</p>
<p>RECOMMENDATION 3 – ASSET MANAGEMENT POLICY AND STRATEGY An asset management policy and a strategy should be developed and published. These should align with the corporate vision and demonstrate the contribution asset management makes towards achieving this vision. (HIAMG Recommendation 3)</p>
<p>RECOMMENDATION 4 – ENGAGING AND COMMUNICATING WITH STAKEHOLDERS Relevant information should be actively communicated through engagement with relevant stakeholders in setting requirements, making decisions and reporting performance. (Taken from HIAMG Recommendation 2)</p>
<p>RECOMMENDATION 5 – CONSISTENCY WITH OTHER AUTHORITIES To ensure that users' reasonable expectations for consistency are taken into account, the approach of other local and strategic highway and transport authorities, especially those with integrated or adjoining networks, should be considered when developing highway infrastructure maintenance policies.</p>
<p>RECOMMENDATION 6 – AN INTEGRATED NETWORK The highway network should be considered as an integrated set of assets when developing highway infrastructure maintenance policies.</p>
<p>RECOMMENDATION 7 – RISK BASED APPROACH A risk based approach should be adopted for all aspects of highway infrastructure maintenance, including setting levels of service, inspections, responses, resilience, priorities and programmes.</p>
<p>RECOMMENDATION 8 – INFORMATION MANAGEMENT Information to support a risk based approach to highway maintenance should be collected, managed and made available in ways that are sustainable, secure, meet any statutory obligations, and, where appropriate, facilitate transparency for network users.</p>
<p>RECOMMENDATION 9 – NETWORK INVENTORY A detailed inventory or register of highway assets, together with information on their scale, nature and use, should be maintained. The nature and extent of inventory collected should be fit for purpose and meet business needs. Where data or information held is considered sensitive, this should be managed in a security-minded way.</p>
<p>RECOMMENDATION 10 – ASSET DATA MANAGEMENT The quality, currency, appropriateness and completeness of all data supporting asset management should be regularly reviewed. An asset register should be maintained that stores, manages and reports all relevant asset data. (HIAMG Recommendation 5)</p>
<p>RECOMMENDATION 11 – ASSET MANAGEMENT SYSTEMS Asset management systems should be sustainable and able to support the information required to enable asset management. Systems should be accessible to relevant staff and, where appropriate, support the provision of information for stakeholders. (HIAMG Recommendation 12)</p>
<p>RECOMMENDATION 12 – NETWORK HIERARCHY A network hierarchy, or a series of related hierarchies, should be defined which include all elements of the highway network, including carriageways, footways, cycle routes, structures, lighting and rights of way. The hierarchy should take into account current and expected use, resilience, and local economic and social factors such as industry, schools, hospitals and similar, as well as the desirability of continuity and of a consistent approach for walking and cycling.</p>
<p>RECOMMENDATION 13 – WHOLE LIFE / DESIGNING FOR MAINTENANCE Authorities should take whole life costs into consideration when assessing options for maintenance, new and improved highway schemes. The future maintenance costs of such new infrastructure are therefore a prime consideration.</p>
<p>RECOMMENDATION 14 – RISK MANAGEMENT The management of current and future risks associated with assets should be embedded within the approach to asset management. Strategic, tactical and operational risks should be included as should appropriate mitigation measures. (HIAMG Recommendation 11)</p>
<p>RECOMMENDATION 15 – COMPETENCIES AND TRAINING The appropriate competency required for asset management should be identified, and training should be provided where necessary. (HIAMG Recommendation 10)</p>
<p>RECOMMENDATION 16 – INSPECTIONS A risk-based inspection regime, including regular safety inspections, should be developed and implemented for all highway assets.</p>

<p>RECOMMENDATION 17 – CONDITION SURVEYS An asset condition survey regime, based on asset management needs and any statutory reporting requirements, should be developed and implemented.</p>
<p>RECOMMENDATION 18 – MANAGEMENT SYSTEMS AND CLAIMS Records should be kept of all activities, particularly safety and other inspections, including the time and nature of any response, and procedures established to ensure efficient management of claims whilst protecting the authority from unjustified or fraudulent claims.</p>
<p>RECOMMENDATION 19 – DEFECT REPAIR A risk-based defect repair regime should be developed and implemented for all highway assets.</p>
<p>RECOMMENDATION 20 – RESILIENT NETWORK Within the highway network hierarchy a 'Resilient Network' should be identified to which priority is given through maintenance and other measures to maintain economic activity and access to key services during extreme weather.</p>
<p>RECOMMENDATION 21 – CLIMATE CHANGE ADAPTATION The effects of extreme weather events on highway infrastructure assets should be risk assessed and ways to mitigate the impacts of the highest risks identified.</p>
<p>RECOMMENDATION 22 – DRAINAGE MAINTENANCE Drainage assets should be maintained in good working order to reduce the threat and scale of flooding. Particular attention should be paid to locations known to be prone to problems, so that drainage systems operate close to their designed efficiency.</p>
<p>RECOMMENDATION 23 – CIVIL EMERGENCIES AND SEVERE WEATHER EMERGENCIES PLANS The role and responsibilities of the Highway Authority in responding to civil emergencies should be defined in the authority's Civil Emergency Plan. A Severe Weather Emergencies Plan should also be established in consultation with others, including emergency services, relevant authorities and agencies. It should include operational, resource and contingency plans and procedures to enable timely and effective action by the Highway Authority to mitigate the effects of severe weather on the network and provide the best practicable service in the circumstances.</p>
<p>RECOMMENDATION 24 – COMMUNICATIONS Severe Weather and Civil Emergencies Plans should incorporate a communications plan to ensure that information including weather and flood forecasts are received through agreed channels and that information is disseminated to highway users through a range of media.</p>
<p>RECOMMENDATION 25 – LEARNING FROM EVENTS Severe Weather and Civil Emergencies Plans should be regularly rehearsed and refined as necessary. The effectiveness of the Plans should be reviewed after actual events and the learning used to develop them as necessary.</p>
<p>RECOMMENDATION 26 – PERFORMANCE MANAGEMENT FRAMEWORK A performance management framework should be developed that is clear and accessible to stakeholders as appropriate and supports the asset management strategy. (HIAMG Recommendation 4)</p>
<p>RECOMMENDATION 27 – PERFORMANCE MONITORING The performance of the Asset Management Framework should be monitored and reported. It should be reviewed regularly by senior decision makers and when appropriate, improvement actions should be taken. (HIAMG Recommendation 13)</p>
<p>RECOMMENDATION 28 – FINANCIAL PLANS Financial plans should be prepared for all highway maintenance activities covering short, medium and long term time horizons.</p>
<p>RECOMMENDATION 29 – LIFECYCLE PLANS Lifecycle planning principles should be used to review the level of funding, support investment decisions and substantiate the need for appropriate and sustainable long term investment. (HIAMG Recommendation 6)</p>
<p>RECOMMENDATION 30 – CROSS ASSET PRIORITIES In developing priorities and programmes, consideration should be given to prioritising across asset groups as well as within them.</p>
<p>RECOMMENDATION 31 – WORKS PROGRAMMING A prioritised forward works programme for a rolling period of three to five years should be developed and updated regularly. (HIAMG Recommendation 7)</p>
<p>RECOMMENDATION 32 – CARBON The impact of highway infrastructure maintenance activities in terms of whole life carbon costs should be taken into account when determining appropriate interventions, materials and treatments.</p>
<p>RECOMMENDATION 33 – CONSISTENCY WITH CHARACTER Determination of materials, products and treatments for the highway network should take into account the character of the area as well as factoring in whole life costing and sustainability. The materials, products and treatments used for highway maintenance should meet requirements for effectiveness and durability.</p>

RECOMMENDATION 34 – HERITAGE ASSETS

Authorities should identify a schedule of listed structures, ancient monuments and other relevant assets and work with relevant organisations to ensure that maintenance reflects planning requirements.

RECOMMENDATION 35 – ENVIRONMENTAL IMPACT, NATURE CONSERVATION AND BIODIVERSITY

Materials, products and treatments for highway infrastructure maintenance should be appraised for environmental impact and for wider issues of sustainability. Highway verges, trees and landscaped areas should be managed with regard to their nature conservation value and biodiversity principles as well as whole-life costing, highway safety and serviceability.

RECOMMENDATION 36 – MINIMISING CLUTTER

Opportunities to simplify signs and other street furniture and to remove redundant items should be taken into account when planning highway infrastructure maintenance activities.