

**Open Report on behalf of Richard Wills,  
Executive Director for Environment and Economy**

Report to:	<b>Councillor R G Davies, Executive Councillor for Highways, Transport and IT</b>
Date:	<b>17 – 22 September 2018</b>
Subject:	<b>Highways Infrastructure Asset Management Plan</b>
Decision Reference:	<b>I015772</b>
Key decision:	<b>Yes</b>

**Summary:**

This Report sets out a proposed amended Highways Infrastructure Asset Management Plan and invites the Executive Councillor for Highways Transport and IT to approve the draft Plan attached to the Report at Appendix A.

**Recommendation(s):**

That the Executive Councillor approves the Highways Infrastructure Asset Management Plan in the form of the draft dated July 2018 attached as Appendix A to this report.

**Alternatives Considered:**

Not to update the Plan and continue to operate to the 2017 version. The revision to the Highways Infrastructure Asset Management Plan and maintenance frequencies are not adopted. Lincolnshire County Council will continue with current policies, requiring additional funding in order to provide the resources needed to meet existing standards. This risks the loss of our Band 3 status, which would result in a loss of funding from the Department for Transport for highways maintenance.

**Reasons for Recommendation:**

Approving the proposed revisions to the Highways Infrastructure Asset Management Plan will allow the County Council's operational plan to align with proposed changes highlighted in the guidance document commissioned by the Department for Transport, the "Well Managed Highway Infrastructure – A Code of Practice" document published in October 2016. Compliance with the new code will be required to maintain our Band 3 status and the full Capital Maintenance Grant from the Department for Transport

## 1. Introduction

- 1.1. Lincolnshire County Council's new Highways Infrastructure Asset Management Plan (HIAMP) sets out the policies and standards around Highways Maintenance. It is reviewed annually to ensure that agreement is in place around the direction of the Service in terms of Asset Management.
- 1.2. Asset Management, in a Highways context, can be defined as *“a systematic approach to meeting the strategic need for the management and maintenance of highway infrastructure assets through long term planning and optimal allocation of resources in order to manage risk and meet the performance requirements of the authority in the most efficient and sustainable manner”*.
- 1.3. A robust Asset Management Plan is instrumental towards aligning ourselves to the requirements set out by Central Government, and achieving the aim of maintaining our Band 3 status. This status allows us as an Authority to receive maximum funding from the Department for Transport for Highways Maintenance.
- 1.4. The Highways Infrastructure Asset Management Plan is the third tier of how to accurately categorise and explain Highways Asset Management in line with Best Practice, as outlined by the Department for Transport. The first element of Asset Management is the Highways Asset Management Policy, which outlines the overarching principles of our approach to Asset Management. The second tier of describing our methods is the Highways Asset Management Strategy, which outlines our long-term strategies for maintaining the assets to its maximum potential, thereby achieving optimum lifecycle planning and aligning ourselves to the overarching principles set out in the Policy.
- 1.5. The Highways Infrastructure Asset Management Plan can be defined as the document which outlines our operational approach towards achieving both sets of goals explained in the Policy and Strategy through fixed policy requirements and standards. For information, the document runs alongside the Network Management Plan, which focuses more on network availability whilst the Asset Management Plan looks at the maintenance of the network.
- 1.6. "Well Maintained Highways – Code of Practice for Highway Maintenance Management" was published in July 2005 to provide local authorities with guidance on how to develop a highway maintenance policy based on best practice. The document prescribed standards and suggested service levels and complemented the structures and street lighting codes "Management of Highway Structures" and "Well Lit Highways" respectively. The Code of Practice is regularly referred to during highways claims against local authorities, who are expected to explain any deviation from the code. The HIAMP is therefore usually used as a reference point during legal claims.

- 1.7. "Well Maintained Highways, Management of Highway Structures" and "Well Lit Highways" were superseded in October 2016 by "Well Managed Highway Infrastructure – A Code of Practice", which covers all three areas. The revision to the code is substantial and entirely risk based, moving away from a prescriptive document to a system of guidance that encourages authorities to develop their own standards and levels of service based on evidence-based risk assessment. Many of the prescribed standards which were in the previous code, which formed the basis of Lincolnshire's own, have now been removed entirely.
- 1.8. "Well Managed Highway Infrastructure – A Code of Practice" allows highway authorities to adopt a risk-based approach immediately, but otherwise advises that authorities should adopt this approach by October 2018. The Highways Infrastructure Asset Management Plan has traditionally highlighted any local deviations from the Code of Practice.
- 1.9. Due to the revision to the Code of Practice, it was considered that the Highways Asset Management Plan was therefore in need of significant review in order to align with this guidance and continue to function as a relevant Policy document which can contribute to be a robust defence to any highways claims brought against the authority.
- 1.10. The document outlines the Service's approach to maintaining our Assets through a variety of methods. The document is structured in three key Asset Groups: Highways, Structures and Street Lighting. Firstly, it shows our approach to the accurate recording of all of our assets through our Asset Management system. Secondly, the document highlights our approach to maintaining the condition of all individual assets in extensive detail. Thirdly, it demonstrates our method of inspection for all assets. Finally, the document outlines all possible ways of programming our maintenance regime, from reactive to planned programming.
- 1.11. National indicators through network level surveys have demonstrated an overall improvement in the condition of our classified network by enforcing effective Asset Management. However, further improvements are required for our unclassified network. That is why this new Highways Infrastructure Asset Management Plan attempts to put forward a more extensive and detailed approach towards dealing with our unclassified carriageway network.
- 1.12. From a programmed maintenance perspective, Asset Management as outlined within this Plan entails focusing on Resurfacing and surface dressing schemes in a more structured approach, allowing for a more proactive maintenance method. These schemes are prioritised based on need, utilising data and engineering methodology to determine priority, and are collated in an annual works programme. Similar methods are in place for other Assets, as evidenced within the Plan throughout.
- 1.13. From a reactive maintenance perspective, dealing with potholes alongside a number of other surface defects, the Asset management approach allows

for a first-time fix approach. This allows for permanent repairs to be taken place, increasing the viability of the asset. The risk-based element of reactive maintenance is demonstrated within our response time matrix highlighted in Appendix B of the Highways Infrastructure Asset Management Plan, outlining how and when we respond to defects.

- 1.14. Another example of improved Asset management is the use of the "Retread" programme on our unclassified network. The Council has been treating a number of its minor roads with a programme of "Retread" for some years. This involves the removal of the entire road surface which is then mixed with additional material and binder before being re-laid. The finished surface is then treated with either a surface dressing or new surface course.

## **2. Changes made**

- 2.1. A number of systematic changes have taken place, of which the main ones are defined in more detail below. The changes outlined below will have a number of additional consequences to the service, which are demonstrated within the HIAMP throughout.
- 2.2. The primary change was the need for a hierarchy review, to install a risk-based approach to hierarchies. Carriageway and footway hierarchies were based on the guidance in the previous code of practice, and amended slightly for local variation. A prescriptive guidance was no longer present within the "Well Managed Highway Infrastructure" guidance document and so a full review was needed to evidence how our local hierarchies are defined.
- 2.3. The changes made include a new Major Road Network Hierarchy, and a further classification of our unclassified network through the inclusion of 3 additional Hierarchies, splitting the previous Hierarchy 4 down into classified and unclassified roads and the previous Hierarchy 5 to highlight the slight and full un-metalled highways. This will ensure a clear approach when responding to faults and inspecting roads within Lincolnshire.
- 2.4. A risk-based approach to inspections has been included. Following a hierarchy review, it was necessary to amend Lincolnshire's regime of safety inspections to align with the new local road hierarchies, thus creating a sound link between network hierarchy and the frequency of inspection for Category 1 defects. Inspections have been aligned with the updated hierarchies, and they are expected to be undertaken using key elements from risk management. The new Hierarchy 7 and 8 have received new inspection frequencies which are once every 3 years for Hierarchy 7 and once every 5 years for Hierarchy 8. The new inspection frequencies have been chosen based on the low traffic volumes and usage of these hierarchies.
- 2.5. A review of the risk-based approach to response times to defects has been undertaken. The Highways Asset Management Plan introduced risk-based

responses to defects in 2015, in advance of the new code of practice being published. The new code allowed a chance to review this approach and further refine the concept. The response times have become more risk-based due to the increase in inspections and the inclusion of a new 90 day response time for certain categories.

- 2.6. The new Code of Practice has given Lincolnshire County Council the opportunity to review how the inspectors respond to defects. Therefore changes have been introduced to give the inspectors the ability to escalate response times to a 1 or 2 hour make safe. The Highways Officer further has the opportunity to escalate or de-escalate a defect through a risk-assessment, and will be required to evidence the reasoning behind any changes made. Evidence for escalation could include Member-led escalation through a number of enquiries reaching elected representatives and this being fed to the Highways Officer, or the same enquiry being sent through our web portal on multiple occasions.
- 2.7. Finally, the "First-time fix" of defects has been formalised within the policy. Lincolnshire County Council shall adopt permanent repairs as the first choice. Temporary repairs shall only be used where safety cannot be managed using alternative approaches and in emergency circumstances. Although more efficient and better value for money, these procedures take more time than a temporary repair.
- 2.8. One of the recommendations was engagement and communication with Local Authorities. Throughout the last few months, several engagement sessions have taken place with adjacent Authorities to ensure service alignment despite different approaches being taken.

### **3. Conclusion**

Following consideration of the report, the Executive Councillor is requested to consider whether to approve the changes implemented in the Highways Infrastructure Asset Management Plan as set out in Appendix A. The new HIAMP will then become operational from the 1<sup>st</sup> of October 2018.

### **4. Legal Issues:**

#### Equality Act 2010

Under section 149 of the Equality Act 2010, the Council must, in the exercise of its functions, have due regard to the need to:

\* Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act

\* Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it

\* Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The relevant protected characteristics are age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; and sexual orientation

Having due regard to the need to advance equality of opportunity involves having due regard, in particular, to the need to:

\* Remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic

\* Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it

\* Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low

The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities

Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to tackle prejudice, and promote understanding

Compliance with the duties in section 149 may involve treating some persons more favourably than others

The duty cannot be delegated and must be discharged by the decision-maker. To discharge the statutory duty the decision-maker must analyse all the relevant material with the specific statutory obligations in mind. If a risk of adverse impact is identified consideration must be given to measures to avoid that impact as part of the decision making process

This review of the Highways Infrastructure Asset Management Plan is considered to have no impact as the strategy is at a high level of generality and is neutral in its impact on people with a protected characteristic when compared with people who do not share that characteristic

Joint Strategic Needs Analysis (JSNA) and the Joint Health and Wellbeing Strategy (JHWS)

The Council must have regard to the Joint Strategic Needs Assessment (JSNA) and the Joint Health & Well Being Strategy (JHWS) in coming to a decision

The effect of revisions to the Highways Infrastructure Asset Management Plan on the JSNA and JHWS has been considered and deemed to have no direct impact.

## Crime and Disorder

Under section 17 of the Crime and Disorder Act 1998, the Council must exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent crime and disorder in its area (including anti-social and other behaviour adversely affecting the local environment), the misuse of drugs, alcohol and other substances in its area and re-offending in its area

The duties under section 17 of the Crime and Disorder Act 1988 have been considered and it is deemed that the proposed changes to the Highways Infrastructure Asset Management Plan will have no direct impact.

### **5. Legal Comments:**

Adoption of the amendments to the Highway Infrastructure Asset Management Plan would be lawful. The proposals are consistent with the Policy Framework and within the remit of the Executive Councillor.

### **6. Resource Comments:**

Accepting the changes set out in the Highways Asset Management Plan will enable the service to operate within the budget approved for 2018/19. Any changes to the plan will need to be affordable within the approved budget for the service.

## **7. Consultation**

### **a) Has Local Member Been Consulted?**

N/A

### **b) Has Executive Councillor Been Consulted?**

Yes

### **c) Scrutiny Comments**

The report will be considered by the Highways and Transport Scrutiny Committee at its meeting on 10 September 2018. Any comments from the Committee will be presented to the Executive Councillor for Highways, Transport and I.T.

### **d) Have Risks and Impact Analysis been carried out?**

Yes

### **e) Risks and Impact Analysis**

See the body of the Report

## 8. Appendices

These are listed below and attached at the back of the report	
Appendix A	Draft Highways Infrastructure Asset Management Plan
Appendix B	Summary of Changes – HIAMP 2018

## 9. Background Papers

Document title	Where the document can be viewed
Well Managed Highways Infrastructure	<a href="http://www.ukroadsliaisongroup.org/en/codes/">http://www.ukroadsliaisongroup.org/en/codes/</a>
Highways Asset Management Plan	<a href="https://www.lincolnshire.gov.uk/transport-and-roads/strategy-and-policy/documents/131314.article">https://www.lincolnshire.gov.uk/transport-and-roads/strategy-and-policy/documents/131314.article</a>
Highways Asset Management Strategy	<a href="https://www.lincolnshire.gov.uk/transport-and-roads/strategy-and-policy/documents/131314.article">https://www.lincolnshire.gov.uk/transport-and-roads/strategy-and-policy/documents/131314.article</a>

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