

Individual Executive Member Decision

Three Year Highway Improvement Programme 2018/19 to 2020/21

Committee considering report: Individual Executive Member Decision

Date ID to be signed: 8 March 2018

Portfolio Member: Councillor Jeanette Clifford

Forward Plan Ref: ID3416

1. Purpose of the Report

- 1.1 To present the Three Year Highway Improvement Programme for consideration by the Executive Member for Highways and Transport.

2. Recommendation

- 2.1 That the Executive Member for Highways and Transport approves Year 1 (2018/19) of the Three Year Highway Improvement Programme for 2018/19 – 2020/21.

3. Implications

- 3.1 **Financial:** The Highway Improvement Programme will be funded from existing capital budgets.
- 3.2 **Policy:** The programme meets the requirements of the Council's Local Transport Plan 2011 – 2026 in that maintenance of the road network is not being considered in isolation. Many other transport policy links will be achieved in areas such as road safety, safer routes to school and cycling. The programme contributes towards the Council's Strategic Aim of "A Stronger Local Economy".
- 3.3 **Personnel:** None arising from this report.
- 3.4 **Legal:** None arising from this report.
- 3.5 **Risk Management:** Failure to maintain the asset will affect availability, value, safety and the Council's ability to meet its legal duty to maintain a safe network under the Highways Act 1980.
- 3.6 **Property:** The public highway is an important and valuable asset. Failure to maintain it will devalue the asset and conflict with the Government's aim to implement Highway Asset Management and Whole Life Accounting.
- 3.7 **Other:** None arising from this report.

4. Consultation Responses

Members:

Leader of Council:	Councillor Graham Jones
Overview & Scrutiny Management Commission Chairman:	Councillor Emma Webster
Ward Members:	All Ward Members
Opposition Spokesperson:	Councillor Lee Dillon

Local Stakeholders: Consultation is not formally undertaken as the programme is based on objective data from technical surveys. However, any comments received from stakeholders during the previous 12 month period are considered and all local Ward Members and Town and Parish Councils are advised of scheme details in advance of work commencing. The full programme will also be published on the Council's website.

Officers Consulted: Mark Edwards, Andrew Reynolds and Paul Clements.

5. Other options considered

5.1 None.

6. Introduction/Background

- 6.1 The Three Year Highway Improvement Programme will help achieve the Council Strategy aim: “A Stronger Local Economy”. Deliver or enable key infrastructure projects in relation to roads, rail, flood prevention, regeneration and the digital economy.
- 6.2 The Council’s approach to highway maintenance and asset management is described in the Local Transport Plan 2011 – 2026 (LTP) and the Council’s approved Highway Asset Management Plan (HAMP).
- 6.3 Highway maintenance and improvement is one of the six local transport goals set out in the LTP. The LTP also shows how this goal and the Council’s sustainable approach helps to address other key issues identified in the plan such as safer travel, minimising the impact on the environment and improving accessibility. The LTP confirms that the Council will continue to operate a rolling highway improvement programme refreshed annually through its supporting Implementation Plan.

7. Supporting Information

- 7.1 There is approximately 1280km of public highway in West Berkshire (more than Reading and Wokingham combined) comprising 117km of A roads, 75km of B roads, 396km of C roads and 692km of unclassified U roads. As a consequence, maintenance of the road network presents real challenges. However, by adopting an asset management approach, the Transport and Countryside service is able to identify and treat roads at the right time so as to maximise design life at minimum cost. This approach has enabled the Council to maintain and improve the condition of the classified road network at a consistent level since 2009/10.

Programme Development

- 7.2 The Three Year Highway Improvement Programme detailed in Appendix B has been compiled using the results of technical surveys on the principal classified (A roads), non-principal classified (B and C roads) and unclassified (U roads).
- 7.3 Since 2002, the Transport and Countryside service has been carrying out a comprehensive programme of annual testing to determine the condition of the highway network and establish the Government’s defined data sets for the condition of the principal classified, non-principal classified and unclassified road networks including skid resistance. For 2018/19, the national data sets are defined as follows and expressed as a % of road length under each class where maintenance should be considered:

130 – 01 Condition of Principal Roads

130 – 02 Condition of Non Principal Roads

130 – 03 SCRIM (Side-way force Coefficient Routine Investigation Machine)

130 – 04 Carriageway work completed.

- 7.4 Whilst there is no national requirement to report on the unclassified network, the Council continues to survey the unclassified network annually in order to establish its condition for the purpose of developing appropriate programmes of repair in accordance with current asset management guidance and best practice. For 2018/19, the local data set is defined as follows and expressed as a % of road length where maintenance should be considered:

BV224b Condition of Unclassified Roads

- 7.5 The condition of the classified network (A, B and C class roads) is measured using SCANNER (Surface Condition Assessment for the National Network of Roads) which was introduced in 2003/04. In 2010, SCANNER was also used to measure the condition of the unclassified road network (U roads). Prior to this date, the condition of the unclassified road network was measured using CVI (Course Visual Inspection). All surveys are performed in accordance with national standards and guidance.
- 7.6 The skid resistance of the classified network is measured using SCRIM (Side-way force Coefficient Routine Investigation Machine). Using SCRIM and wet injury accident data, skid deficient sites have been identified and programmed accordingly and these are shown in bold text within the programme.
- 7.7 Details of the survey methodology, coverage and the Council's approach to highway asset management are described in LTP3 and in detail within the Council's Highway Asset Management Plan (HAMP). A brief summary of the methodology is provided in the following paragraphs.
- 7.8 The road maintenance approach adopted by the Council has been to tackle stretches of road that in terms of their condition, are showing as 'amber' in order to bring them back to 'green'. 'Red' areas are maintained in a safe condition and subject to their size, are either repaired under a separate patching programme or as part of a larger highway improvement project. This approach aligns with the guidance given in the Code of Practice on Transport/Infrastructure Assets and delivers better value for money in the medium/long term for any defined level of service or condition. In fact, this approach has already resulted in improvements across the range of performance indicators demonstrating that West Berkshire Council is achieving good value for money in respect of its investment in highway maintenance.
- 7.9 The traffic light system of red, amber and green is a methodology adopted to categorise roads based on survey data relating to surface texture, cracking, rut depth and ride quality.

Three Year Highway Improvement programme 2018/19 – 2020/21

- 7.10 The programme provided in Appendix B covers the period 2018/19 – 2020/21 and lists in alphabetical order by parish or town those roads requiring treatment. The programme has been developed using cost estimates and a provisional annual capital budget of £3.63m which may be summarised as follows:

Budget 2017-18	£
DfT Indicative allocation (resurfacing element)	£2.20m
Council Capital Funding	£1.43m
Total	£3.63m

- 7.11 It is important to note that it may be necessary to make changes to the programme once detailed costs, budgets and savings have been established.
- 7.12 In developing the 3 Year Highway Improvement Programme to deliver our set service levels of 5%, 6% and 8% (Principal Classified NI 130-01, Non-principal classified NI 130-02, and unclassified BV224b respectively), the total budget has historically been split 60/40 between the classified and unclassified network in favour of the classified network. In previous years, this division of funding has enabled us to meet and exceed these service levels, particularly across the classified network and therefore in line with the principles of asset management, the budget was re-profiled with a 50/50 split between the classified and unclassified networks. This revised profile has had a positive impact on the condition of the unclassified network, and in particular, the urban residential road network. Therefore, it is proposed that the split be 55/45 (in favour of classified network) for 2018/19 and then reverted back to a 60/40 for the next two years.
- 7.13 A range of different surface treatments will be used, depending on the type and location of each road being resurfaced. This can vary from dense macadam's on minor estate, surface dressing (sometimes referred to as 'tar and chippings') in rural areas through to resurfacing (overlay and inlay) and complete reconstruction. Where pre-treatment is required to strengthen the road, for example deep machine patching, in order to gain optimum effectiveness and value for money, these will normally receive a proprietary surface dressing treatment the following year. This preventative maintenance approach is important in order to maintain the condition and value of the highway network within West Berkshire.
- 7.14 For skid deficient sites, it should be noted that they may not display any of the normal visible defects like rutting, cracking, lamination and potholes. Treatments would include surface dressing, micro asphalt and retexturing (an abrasive treatment that restores texture to the existing surface). The skid deficient sites are shown in bold text within the programme.
- 7.15 Wherever possible, roads in residential and built up areas will be resurfaced using materials that exhibit low surface noise when trafficked. In addition, every effort will be made to use local and recycled materials in order to contribute towards the Council's corporate aim of promoting a strong local economy through the delivery of key infrastructure improvements in relation to roads.

- 7.16 In line with the Council's agreed policy, any road included in the programme for resurfacing which has road humps will have those humps replaced with smaller, speed cushions. The opportunity will also be taken, where appropriate, to review any existing traffic management arrangements where a road is scheduled for resurfacing. This will usually involve consultation with local residents, Ward Members and the Town or Parish Council.
- 7.17 Details of the annual programmes are widely distributed to all local Town and Parish Councils and Ward Members. Regularly updated information is also available on the Council's website under 'Roads, Transport and Parking'.

Programme Changes

- 7.18 From time to time, circumstances change which may necessitate alterations to the programme. Such circumstances may include unforeseen circumstances on site, utility activities, and excessive demand on contractors and/or materials, new technical data or accelerated deterioration as a result of severe weather conditions. In the event that a programmed scheme has to be deferred, where appropriate, a suitable replacement site will be selected from the programme in agreement with the Executive Member for Highways and Transport.

8. Options for Consideration

- 8.1 Please refer to Appendix B – Three Year Highway Improvement Programme for 2018/19 – 2020/20.

9. Proposals

- 9.1 The purpose of this report is to present the latest draft 2018/19 – 2020/21 Three Year Highway Improvement Programme and gain approval to proceed with Year 1 (2018/19) of the programme.

10. Conclusion

- 10.1 The Highway Improvement Programme has been developed in accordance with the Council's approved Highway Asset Management Plan using surveyed condition data and should be approved ready for implementation in April 2018.

Subject to Call-In:

Yes: ☒ No: ☐

Strategic Aims and Priorities Supported:

The proposals will help achieve the following Council Strategy aim:

☒ **SLE – A stronger local economy**

The proposals contained in this report will help to achieve the following Council Strategy priority:

☒ **SLE2 – Deliver or enable key infrastructure improvements in relation to roads, rail, flood prevention, regeneration and the digital economy**

Officer details:

Name: Andrew Reynolds
Job Title: Highways Manager
Tel No: 01635 519076
E-mail Address: andrew.reynolds@westberks.gov.uk

11. Executive Summary

- 11.1 The Three Year Highway Improvement Programme has been developed in accordance with highway asset management principles as detailed in the UKRLG/HMEP Asset Management Guidance, Code of Practice for Highway Maintenance Management 'Well-maintained Highways', the Transport Infrastructure Assets Code 'Guidance to Support Asset Management, Financial Management and Reporting' and the Council's approved Highway Asset Management Plan.

In accordance with the requirements of the Transport Infrastructure Assets Code, the improvement programme (structural repair, resurfacing, surface dressing, slurry seals and other micro asphalts) is fully funded from the Capital programme.

As part of the consultation process, a copy of the draft report and a map of West Berkshire highlighting the roads included in the Three Year Highway Improvement Programme will be displayed in the Members room.

12. Conclusion

- 12.1 The Highway Improvement Programme has been developed in accordance with the Council's approved Asset Management Plan using surveyed condition data.

13. Appendices

- 13.1 Appendix A – Equalities Impact Assessment.
- 13.2 Appendix B – Three Year Highway Improvement Programme 2018/19 to 2020/21.
- 13.3 Appendix C – Condition Indicators.

Appendix A

Equality Impact Assessment - Stage One

We need to ensure that our strategies, policies, functions and services, current and proposed have given due regard to equality and diversity as set out in the Public Sector Equality Duty (Section 149 of the Equality Act), which states:

- “(1) A public authority must, in the exercise of its functions, have due regard to the need to:***
- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;***
 - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; this includes the need to:***
 - (i) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;***
 - (ii) 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;***
 - (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it, with due regard, in particular, to the need to be aware that compliance with the duties in this section may involve treating some persons more favourably than others.***
- (2) 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.***
- (3) Compliance with the duties in this section may involve treating some persons more favourably than others.”***

The following list of questions may help to establish whether the decision is relevant to equality:

- Does the decision affect service users, employees or the wider community?
- (The relevance of a decision to equality depends not just on the number of those affected but on the significance of the impact on them)
- Is it likely to affect people with particular protected characteristics differently?
- Is it a major policy, or a major change to an existing policy, significantly affecting how functions are delivered?
- Will the decision have a significant impact on how other organisations operate in terms of equality?
- Does the decision relate to functions that engagement has identified as being important to people with particular protected characteristics?
- Does the decision relate to an area with known inequalities?
- Does the decision relate to any equality objectives that have been set by the council?

Please complete the following questions to determine whether a full Stage Two, Equality Impact Assessment is required.

What is the proposed decision that you are asking the Executive to make:	That the Executive Member for Highways, Transport (Operations), Emergency and Planning approves Year 1 (2018/19) of the Three Year Highway Improvement Programme for 2018/19 to 2020/21.
Summary of relevant legislation:	Highways Act 1980.
Does the proposed decision conflict with any of the Council's key strategy priorities?	No.
Name of assessor:	Andrew Reynolds
Date of assessment:	18/12/2017

Is this a:		Is this:	
Policy	No	New or proposed	N/A
Strategy	No	Already exists and is being reviewed	Yes
Function	No	Is changing	Yes
Service	Yes		

1 What are the main aims, objectives and intended outcomes of the proposed decision and who is likely to benefit from it?	
Aims:	To maintain the public highway in a safe and usable condition in compliance with the Council's duty to maintain the highway as outlined in the Highways Act 1980.
Objectives:	To maintain the condition of the public highway in accordance with the service levels set out in the Council's Highway Asset Management Plan. To comply with government guidance.
Outcomes:	The Council continues to meet its duty to maintain the highway in a safe and usable condition by undertaking the appropriate work on the network in a timely and cost effective manner.
Benefits:	A well maintained and safe highway network for all road users, reduced accidents/claims, safer environment and an effective network to help stimulate movement across the district to enhance the local economy.

2 Note which groups may be affected by the proposed decision. Consider how they may be affected, whether it is positively or negatively and what sources of information have been used to determine this.

(Please demonstrate consideration of all strands – Age, Disability, Gender Reassignment, Marriage and Civil Partnership, Pregnancy and Maternity, Race, Religion or Belief, Sex and Sexual Orientation.)

Group Affected	What might be the effect?	Information to support this
Age	The proposed improvement programme does not specifically impact on any “Age” groups.	Improving the condition of the road network will benefit all “Age” groups.
Disability	The proposed improvement programme does not specifically impact on any “Disability” groups.	Improving the condition of the road network will benefit all “Disability” groups.
Gender Reassignment	No particular “Gender Reassignment” groups will be disadvantaged.	N/A
Marriage and Civil Partnership	No particular “Marriage and Civil Partnership” groups will be disadvantaged.	N/A
Pregnancy and Maternity	No particular “Pregnancy and Maternity” groups will be disadvantaged.	N/A
Race	No particular “Race” groups will be disadvantaged.	N/A
Religion or Belief	No particular “Religion or Belief” groups will be disadvantaged.	N/A
Sex	No particular “Sex” groups will be disadvantaged.	N/A
Sexual Orientation	No particular “Sexual Orientation” groups will be disadvantaged.	N/A
Further Comments relating to the item:		
Highway Improvement works affect all users equally. However, provisions will be made on a scheme by scheme basis, to ensure that all users can access the highway in a safe and appropriate manner in accordance with current Health and Safety legislation.		

3 Result	
Are there any aspects of the proposed decision, including how it is delivered or accessed, that could contribute to inequality?	No
Please provide an explanation for your answer:	
Will the proposed decision have an adverse impact upon the lives of people, including employees and service users?	No
Please provide an explanation for your answer:	

If your answers to question 2 have identified potential adverse impacts and you have answered 'yes' to either of the sections at question 3, or you are unsure about the impact, then you should carry out a Stage Two Equality Impact Assessment.

If a Stage Two Equality Impact Assessment is required, before proceeding you should discuss the scope of the Assessment with service managers in your area. You will also need to refer to the [Equality Impact Assessment guidance and Stage Two template](#).

4 Identify next steps as appropriate:	
Stage Two required	No
Owner of Stage Two assessment:	
Timescale for Stage Two assessment:	

Name:  (Andrew Reynolds)

Date: 18/12/2017

Please now forward this completed form to Rachel Craggs, Principal Policy Officer (Equality and Diversity) (rachel.craggs@westberks.gov.uk), for publication on the WBC website.