

SURREY COUNTY COUNCIL**CABINET**

DATE: 18 DECEMBER 2018

REPORT OF: MR MATT FURNISS, CABINET MEMBER FOR HIGHWAYS

LEAD OFFICER: JASON RUSSELL – EXECUTIVE DIRECTOR FOR HIGHWAYS, TRANSPORT & ENVIRONMENT

COMMUNITY PLACE VISION OUTCOME:

SUBJECT: UPDATED HIGHWAY ASSET MANAGEMENT STRATEGY AND POLICIES



SUMMARY OF ISSUE:

A new Code of Practice (referred to as the 'Code' in this document) for Highway Maintenance, [Well Managed Highway Infrastructure](#), was released in October 2016. The Code is intended to apply throughout the UK and remains valid until October 2018 when local authorities need to have adopted their own integrated asset management approach to highway infrastructure.

Surrey Highways has good risk based approaches already in place for its activities. Routinely reviewing the effectiveness of each activity and planning improvements is an ongoing Business as Usual (BAU) activity. Senior Management & Politicians' support and recognition of this was documented on [Surrey's website](#) in October 2018.

Over the past two years since the new code was released, workshops and project groups have met to discuss each of the 36 recommendations in the code. These discussions captured good practice as well as identifying opportunities for operational improvements. Our officers have worked with other Local Authorities in the South East in order to benchmark each other's policies and procedures.

As a result of this work, we are satisfied that our policies and methods of operation align with the risk-based approach within the new code's 36 recommendations.

We have put in place enhanced data collection and have scheduled regular evidence review procedures in order to monitor risk and identify any changing trends over time to see if any update in policy is required.

While we are satisfied that our policies align with the recommended risk-based approach, this report is brought to Cabinet to make some updates to existing policy documents that were identified as being beneficial during the review. These will update and improve our existing policies.

These policy updates are brought along with the updated Asset Strategy, which has been reviewed and updated 2 years after it was published in 2016 as

recommended by the “Highway Infrastructure Asset Management Guidance” (HIAMG) document.

RECOMMENDATIONS:

1. It is recommended that Cabinet approves:
 - a) the Capital Scheme Prioritisation Policy (Annex 1).
 - b) the Skid Resistance Policy (Annex 2).
 - c) the Hierarchy Definition Policy (Annex 3).
 - d) the Highway Safety Inspection Policy (Annex 4).
 - e) the revised Highway Asset Management Strategy
2. That Cabinet delegates authority to the Cabinet Member for Highways to review and update Policies as set out in a) to e) in response to changes in legislation, guidance or practice in the future.

REASON FOR RECOMMENDATIONS:

These recommendations are made to ensure that these policy documents are updated to accurately and clearly explain to elected Members and the public how Surrey County Council Highways:

- Prioritises its capital highway works,
- Monitors and reviews skid resistance of the highway
- Defines its network hierarchy
- Undertakes Highway Safety Inspections
- Manages its Highway Assets with consideration to risk and value for money

DETAILS:

This section summarises the changes being made in each of the 5 attached documents.

Capital Scheme Prioritisation Policy (Annex 1)

1. The existing prioritisation policy is on the public website here:
 - a. https://www.surreycc.gov.uk/_data/assets/pdf_file/0016/45052/Prioritisation-Policy-and-Criteria-v3.pdf
2. The existing prioritisation policy was reviewed in line with the new Code of Practice, a gap analysis undertaken and discussed at workshops with relevant officers to review existing systems and process.
3. The policy has been benchmarked and discussed with other South East Local Authorities.
4. The following changes have been made in this update:
 - a. The Roads and Footway prioritisation scoring has been modified. The mechanical survey score will no longer influence overall scheme priority rank, as it did previously. The mechanical survey score will still be one of the ways a scheme can be promoted for consideration, along with schemes put forward by Area Highway Teams or

Members. This change means that schemes generated from mechanical surveys will not be given a greater weighting in prioritisation scoring, and it will give the same weighting to schemes generated by Local and Joint Committees to those promoted by Highway Teams.

- b. The Roads 'Value for money split' has been changed from 30:70 split for preventative (surface treatment): needs based (Major Maintenance) work types, to a 40:60 split. This split gives a higher % allocation for preventative maintenance and will treat greater lengths of road in moderate condition. This approach is recommended best practice set out in the Department for Transport's (DfT) Pothole Report and slows deterioration, giving better value for money, rather than treating worst areas first. This reduces risk across the network during a period of managed decline and when there are ongoing pressures on budgets.
- c. The Roads member influence criteria has been re-worded to reflect local committee feedback. This will allow a more flexible approach to be taken to engagement with Local and Joint Committees when additional funding is made available, for instance the severe weather funding approved by cabinet for 2018-19 and 2019-20. This will better suit the immediate needs of local committees.
- d. The Structures section has had formatting and layout updated but the methodology remains broadly in line with the previous policy.
- e. The Drainage methodology has been clarified to explain the 'wet spots' list and how schemes are progressed by working through priorities.
- f. The Safety Barrier methodology has been altered in the notes section to reflect the approach of decluttering in accordance with the Code of Practice. Infrastructure that no longer meets current standards will be assessed and where possible replaced with alternative cost effective solutions or removed altogether.

Skid Resistance Policy (Annex 2)

5. This policy states how the Council will monitor skid resistance on its network, and how sites are prioritised for further investigation
6. The policy will be published on our website and forms part of the Asset Management Framework.
7. The policy is based on the Design Manual for Roads and Bridges HD28/15 and the RSTA Guidance on Road Skid Resistance Policy Issue 1:2015.
8. Locally determined variations have been established through workshops with relevant officers and benchmarking against other South Eastern authorities.

9. The SCRIM network will include all 'A' classification roads plus non A road SPN 1&2 roads. The SCRIM network is approx. 900Km.

Highway Hierarchy Definition Policy (Annex 3)

10. The existing hierarchy definition is part of the Highway Safety Inspection (HSI) Policy found here:
 - a. https://www.surreycc.gov.uk/__data/assets/pdf_file/0005/34547/Highway-Safety-Inspection-Policy-Nov13.pdf
11. It is proposed to separate the hierarchy definition into a new policy separate from the HSI Policy
12. The reason for separating the two policies is because although the hierarchy is integral to defining inspection frequencies, it is also an important part of other highway activities – for example the Capital Prioritisation Policy, Salting Routes, Tree Inspections.
13. The new Hierarchy Policy includes the following changes:
 - a. Improved introduction and explanation of how hierarchies were created, how they are managed and updated, and how they are used
 - b. Improved clarity of SPN 4b definition in response to disputed enquiries
 - c. Improved clarity on categorisation of un-metalled roads and footways - SPN 5 and Rights of Way
 - d. Paragraph added describing how the footway hierarchy considers vulnerable users
 - e. Cycle routes definition has been updated to align with revised Code of Practice definition and cycle inventory dataset owned by Surrey's Transport Policy Team

Highway Safety Inspection (HSI) Policy (Annex 4)

14. The existing Highway Safety Inspection Policy can be found here:
 - a. https://www.surreycc.gov.uk/__data/assets/pdf_file/0005/34547/Highway-Safety-Inspection-Policy-Nov13.pdf
15. The HSI Policy has been updated to separate the hierarchy definition into a new policy as explained in the Hierarchy Policy section above
16. The annex 'Highway Safety Inspection Policy Annex B - November 2013' was previously shown on the public website describing the SPN Review of 2013. This will be removed. Relevant information from this annex has been added to the new HIS and Hierarchy policies

Highways & Transport Asset Management Strategy

17. Our existing Asset Management Strategy was published in 2016 and sets out how we manage our highway assets.
18. The strategy describes how we:
 - a. Develop our forward works programmes
 - b. How we collect and analyse data
 - c. Our Asset Management Policy
 - d. monitor and manage risk
 - e. Set our service Levels
 - f. Benchmark against other Local Authorities
19. The existing Highways & Transport Asset Management Strategy was published in June 2016 and can be found here:
 - a. https://www.surreycc.gov.uk/__data/assets/pdf_file/0011/98336/Asset-Management-Strategy-June-2016.pdf
20. The revised strategy sets out the data we collect and how we use it to analyse the overall condition of our assets and produce the following supporting documents:
 - a. Investment Plans
 - b. Lifecycle Plans
 - c. Deterioration Models
 - d. Short & Medium Term Programmes
 - e. Asset Summaries
21. In 2016 the above supporting documents listed in item 19 were included in the Asset Strategy but in this updated version they have been separated into standalone documents that will form part of our Asset Management Framework. This updated 2018 Asset Strategy describes the methodologies we use to develop these plans, models and programmes.

CONSULTATION:

22. Workshops have been held internally with relevant officers to gather feedback on Surrey's existing activities when reviewing the new Code of Practice. The updated policy documents in this report have been shared for comment with relevant officers.
23. Benchmarking of Surrey's policies and procedures has been undertaken against other South East Local Authorities through regular and ongoing workshops.
24. The Cabinet Member for Place was consulted during Summer 2018 to update him on the proposed changes and the work that had been undertaken.
25. The Chair of the Highways & Growth Select Committee was consulted with regard to this report coming to the committee for scrutiny. It was agreed that given the subject matter it would be sufficient to share the report with the committee but it will not feature on the agenda.

RISK MANAGEMENT AND IMPLICATIONS:

26. As section A1.1.5 of the Code states:
- a. “The intention of this Code is that Authorities will develop their own levels of service and the Code therefore provides guidance for authorities to consider when developing their approach in accordance with local needs, priorities and affordability.”
27. Surrey already monitors risk in relation to our activities. Where opportunities for improved risk monitoring have been identified we have put in place enhanced data collection and have scheduled regular evidence review procedures in order to monitor risk and identify any changing trends over time.
28. Through this data collection, analysis and review officers will identify changing risks (reducing or increasing) and consider where further updates to policy could be recommended in response to the evidence.

Financial and Value for Money Implications

29. None of the updated policy documents are considered to have a negative financial impact compared to existing policy
30. The Asset Strategy and Capital Scheme Prioritisation Policy both describe how Surrey undertakes an Asset Management approach. This helps provide value for money by identifying assets that are most in need of treatment and most risk to network users. Intervening to extend asset life with lifecycle treatments wherever possible helps reduce lifetime cost of assets by intervening at optimum time to extend life and deliver value for money.
31. The changes to the carriageway scoring in the Capital Prioritisation Policy will further improve how maintenance funding is targeted to roads that provide best value to residents and roads users wherever possible.
32. The Highway Hierarchy Definition identifies roads and footways that are used most, and is used to prioritise our works where they will benefit (and reduce risk to) the highest number of road users, therefore helping to deliver value for money.

Section 151 Officer Commentary

33. The policies and strategy presented in this report do not commit the council to additional expenditure. Instead, they are expected to improve identification and prioritisation of highway assets in need of treatment, thereby allowing the council to make best use of existing resources and improve value for money to residents. The Highway Safety Inspection Policy, which sets out the nature and frequency of inspections, is expected to be delivered within existing service budgets.

Legal Implications – Monitoring Officer

34. The County Council has a statutory duty under s41 of the Highways Act 1980 to maintain the fabric of the publicly maintainable highway, which includes drainage.
35. The County also has a duty under s130 of that Act to assert and protect the right of the public to the use and enjoyment of any highway.
36. The new national Code of Practice for Highway Maintenance seeks to be useful guidance for authorities to incorporate when developing their approach in accordance with local needs, priorities and affordability. While its status is guidance and adoption of the recommendations within the document is a matter for each Highway Authority. Such guidance informs best practice nationally and is persuasive.
37. The County's updated Highways and Transport Asset Management Strategy seeks to determine how the County will of necessity prioritise and deliver the work required to satisfy these statutory duties. This is also necessary in order to demonstrate that DfT requirements for funding are met.

Equalities and Diversity

38. Equality Impact Assessment (EQIA) checklist has been completed for all policies.
39. The checklist indicated that a Full EQIA was necessary only for the Highway Safety Inspection Policy. This has been carried out.

Environmental sustainability implications

40. An Environmental Sustainability Assessment is not required for these policy changes.

WHAT HAPPENS NEXT:

41. All policies will be updated on the web site, and any older versions will be removed. Data collection and analysis to support the risk based approach, and any recommendations for further policy updates resulting from this will be progressed through the Cabinet Member for Place once recommendations for delegation have been approved by Cabinet

Contact Officer:

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Consulted:

Lucy Monie – Head of Highways
 Amanda Richards – Network & Asset Management Group Manager
 Matthew Gallop – Asset Policy & Programme Team Leader
 Jane Young – Highway Engineering Manager
 Neil Smith – Network Safety Team Leader
 Sharon Williams – Principal Insurance Officer

Zena Curry – South East Area Highway Manager
 Andrew Milne – North West Area Highway Manager
 Nick Healey – North East Area Highway Manager
 Dan Robinson – Asset Programme Manager (Structures & Slopes)
 Steve Mitchell – Countryside Access Team Manager
 Alan McLean - Asset Policy & Programme Project Manager
 Other neighbouring South East Local Authority officers
 Various other officers attended workshops also

Annexes:

Annex 1 Prioritisation Policy Criteria (FINAL) - Dec 2018 v4.0
 Annex 2 Skid Resistance Policy (FINAL) - Dec 2018 v1.0
 Annex 3 SCC Highway Hierarchy Definition Policy Dec 2018 v1.0
 Annex 4 SCC Highway Safety Inspection Policy Dec 2018 v6.0
 Annex 5 Asset Strategy (FINAL) Dec 2018 v2.0

Sources/background papers:

- Wee-managed Highway Infrastructure – A Code of Practice
 - <http://www.ukroadsliaisongroup.org/en/utilities/document-summary.cfm?docid=4F93BA10-D3B0-4222-827A8C48401B26AC>
- HMEP UKRLG Highway Infrastructure Asset Management Guidance
 - <http://www.ukroadsliaisongroup.org/en/utilities/document-summary.cfm?docid=5C49F48E-1CE0-477F-933ACBFA169AF8CB>
- Design Manual for Roads and Bridges (DMRB)
 - <http://www.standardsforhighways.co.uk/ha/standards/dmr/>