



KIRKLEES COUNCIL

STREETSCENE AND HOUSING

HIGHWAY MAINTENANCE PLAN

MARCH 2011

**KIRKLEES COUNCIL
HIGHWAY MAINTENANCE PLAN**

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SECTION 1 – INTRODUCTION

- 1.1 The Highway Maintenance Plan has been prepared to the framework of guidance, standards and performance management incorporated in the National Code of Practice for Maintenance Management “Well Maintained Highways” July 2005 (The National Code).
- 1.2 The National code recommends that Policies, priorities and programmes setting out the longer term strategy for maintenance of the network and its contribution to the wider objectives of transport strategy should be set out in a Highway Asset Management Plan (HAMP). The underpinning principle of this plan is to substantiate investment in highway maintenance by demonstrating value for money over the life of the asset
- 1.3 The HAMP focuses primarily on the service provided by the infrastructure whereas highway maintenance management should focus primarily on the infrastructure itself
- 1.4 The HAMP should be developed in the context of a number of other plans that authorities are required to develop, namely:

Highway Improvement Plan

This plan sets out the proposed improvements to the network necessary to meet performance targets such as safety and congestion and is set in the overall context of local transport planning requirements

Network Management Plan

This plan sets out how the network should be managed to meet the requirements of the Traffic Management Act and improve co-ordination between stakeholders in delivering works programmes

Highway Maintenance Plan:

This plan sets out the operational requirements to maintain the network and identifies the resource requirements to deliver the maintenance service

SECTION 2 – PURPOSE AND SCOPE

2.1 Purpose of Highway Maintenance

The main purpose of highway maintenance is to maintain the highway network for the safe and convenient movement of people and goods. This needs to be set within the wider context of asset management, integrated transport, Value for Money and the corporate vision of the Authority with the objectives of delivering:-

a) Network safety

- Complying with statutory obligations
- Meeting users' needs.

b) Network Serviceability

- Ensuring availability
- Achieving integrity
- Maintaining reliability
- Enhancing quality

c) Network Sustainability

- Minimising cost over time
- Maximising value to the community
- Maximising environmental contribution.

2.2 Scope of Highway Maintenance

Highway maintenance is a wide-ranging function which can be broken down into activities as follows: -

- Reactive – Responding to inspections, reports or emergencies.
- Routine – Regular consistent schedule for patching, cleansing, landscape maintenance.
- Programmed – Planned schemes primarily of resurfacing, reconditioning or reconstruction.
- Regulatory – Performing a statutory network management duty.
- Winter Service - precautionary salting and the clearance of snow and ice.
- Weather and other Emergencies – A planned emergency response to severe weather and other highway / civil emergencies

SECTION 3 – COMPLEMENTARY ADVICE

3.1 This document does not provide a detailed technical reference for all aspects of highway maintenance or repeat guidance available elsewhere. Areas referred to but not covered in detail include:

- Network management .
- Highway improvement and new construction.
- Maintenance of bridges and structures.
- Installation and maintenance of highway lighting.
- Management of utilities.
- Maintenance of public rights of way.
- Management of street cleansing

3.2 Further advice and guidance on areas not covered in detail can be gathered from the list of publications provided in Appendix L in the National Code.

3.3 Other documents listed below are also used for highway maintenance purposes.

The contemporary versions of

- Policy for Maintenance of footways. Kirklees Council (6 April 2004)
- Skidding Resistance Strategy. Kirklees Council (March 2011)
- Highway Inspections Operational Manual. Kirklees Council (March 2011)
- Winter Maintenance Policy. Kirklees Council (10 November 2009)
- Public Rights of Way Improvement Plan for Kirklees 2010 – 2020
- Street Lighting, Illuminated Signs & Bollards and Street Lighting Attachments Policies. Kirklees Council (14 September 2010)
- Structures Procedure for the Inspection of Highways Structures (December 2010)

SECTION 4: LEGAL FRAMEWORK

- 4.1** Kirklees Council is the Highway Authority for all highways with the exception of motorways (there are no trunk roads in Kirklees) for which the Secretary of State for Transport is the Highway Authority.
- 4.2** Much of highway maintenance activity is based upon statutory powers and duties contained in legislation and precedents developed over time as a result of case law. The Code recommends that it is crucially important that all those involved in highway maintenance, including Councillors, have a clear understanding of their powers and duties, and the implications of these.
- 4.3** Even in the absence of specific powers and duties, highway authorities have a general duty of care to users and the community to maintain the highway in a condition fit for purpose, as far as is reasonably practicable.
- 4.4** In addition to the duty of care there are a number of pieces of legislation which provide the basis for powers and duties relating to highway maintenance that are worthy of specific reference:
- Health and Safety at Work Act 1974
 - Imposes duties which employers have towards employees and members of the public, and employees have themselves towards each other. It requires good management practices, safe systems of work and risk analysis / mitigation procedures
 - Management of Health and Safety at Work Regulations 1992
 - Requires employers to carry out risk assessments, make arrangements to implement measures, appoint competent people and provide information and training
 - Construction (Design and Management) Regulations 2007
 - Places duties on all those who can contribute to health, safety and welfare of a construction project by improving overall management and co-ordination aspects.
 - Corporate Manslaughter and Corporate Homicide Act 2007

If an organisation's activities are managed in a way that causes a person's death and if this amounts to a breach of a duty of care owed to the deceased then an offence is committed.
 - Highways Act 1980
 - Section 41 – imposes a duty to maintain a highway which is maintainable at public expense.
 - Section 41 (1A) – imposes a duty to ensure, so far as is reasonably practicable, that safe passage along a highway is not endangered by snow or ice.

- Section 56 – any person may apply to the Courts for an order requiring the Highway Authority to take remedial action within a reasonable period, specified by the Court.
- Section 58 – provides for a defence against action relating to alleged failure to maintain on grounds that the authority has taken such care as in all the circumstances was reasonably required to secure that the part of the highway in question was not dangerous for traffic.
- Section 150 (1)
A highway authority shall remove any accumulation of snow from the highway if it is causing an obstruction.
- Section 150 (2)
This gives a magistrate’s court the power to enforce the removal of an obstruction.
- Section 150 (3)
If considering making an order under section 150 (2) the court may take the following into account: -
 - i) The character of the highway and the nature and amount of traffic using the road.
 - ii) The nature and extent of the obstruction
 - iii) The resources of manpower, vehicles and equipment available to the highway authority and the extent to which those resources are being, or need to be, employed elsewhere on such work
- Section 150 (4a)
A highway authority may take any reasonable steps (including the placing of lights, signs and fences) for warning users of the highway of the obstruction.
- The New Road and Street Works Act 1991
 - Section 53 – highway authorities shall keep a street works register for each street for which they are responsible showing information about current or proposed works.
 - Section 56 – highway authorities have the power to give directions as to the timing of Undertakers’ works that are likely to cause serious disruption to traffic.
 - Section 59 – highway authorities have a duty to co-ordinate works to minimise inconvenience and disruption, protect the structure of the street and integrity of apparatus and ensure safety for all users.
 - Section 66 – highway authorities can issue a notice to an undertaker who has failed to complete work within a reasonable period requiring him to take such

reasonable steps as specified to mitigate or discontinue an obstruction that is causing unnecessary delay.

- Section 74 – as amended by the Transport Act 2000 requires an undertaker executing works in a maintainable highway to pay a charge where the work is unreasonably prolonged.
- The Traffic Management Act 2004
 - Imposes a duty of network management, principally securing the expeditious movement of traffic including avoiding, eliminating or reducing disruption.
 - Strengthens the regulatory regime with regards to the work of the utilities.
- Road Traffic Regulations Act 1984
 - Provides powers to regulate or restrict traffic in the interest of safety.
- Road Traffic Act 1988
 - Imposes a duty on highway authorities to promote road safety, including accident studies, and to take such measures to reduce the possibilities of accidents when new roads come into use.
- The Transport Act 2000
 - Highway authorities may designate any road as a quiet lane or home zone.
- Traffic Signs Regulations and General Directions 2002
 - Prescribes the design and conditions of use for traffic signs placed on, or near, the highway.
- The Local Authorities (Transport Charges) Regulations 1998
 - Provides a power to charge for a number of regulatory activities including skip, hoarding or scaffolding licences and the clearance of accident debris.
- Wildlife and Countryside Act 1981
 - Provides a framework of legislation relating to environmental and countryside issues with which highway maintenance operations must comply.
- Countryside and Rights of way Act 2000
 - Introduced a duty for local authorities to prepare Rights of Way Improvement Plans.

- Environmental Protection Act 1990
 - Provides the statutory basis for other environmental issues affecting all Council land and property with which highway maintenance operations must comply. It also deals with Cleansing Service's responsibilities and duty to keep all highways clean and free from litter and refuse.
 - Weeds Act 1959
 - Places a responsibility on highway authorities to take action to inhibit the growth and spread of injurious weeds growing in the highway.
 - Wildlife and Countryside Act 1981
 - Provides a framework of legislation relating to environmental and Countryside issues with which highway maintenance operations must comply.
- 4.5** There is also wider legislation, not specifically pertaining to highways, that governs the way in which the Council plans and delivers its service. This includes:
- Disability Discrimination Act 1995
 - Criminal Justice and Public Order Act 1994
 - Human Rights Act 1998
 - Freedom of Information Act 2000
 - Civil Contingencies Act 2004.

SECTION 5 - INVENTORY AND HIERARCHY

5.1 The network inventory and hierarchy forms the base for a coherent and consistent maintenance strategy. It forms the link between maintenance policy and implementation and its establishment will assist in: -

- Determining appropriate inspection frequencies.
- The allocation of resources and maintenance priorities
- Decisions regarding safety issues, e.g. Winter Service.

5.2 Network Inventory

Critical to the effective management of the network is the need to hold information on all aspects of the highway network, including its condition and an inventory.

A higher level inventory is required to fulfill statutory obligations, and enable the calculation of funding and grant allocations. At a more detailed level, it is a pre-requisite for establishing a cost effective and adequate maintenance regime.

As a consequence Kirkees has detailed records for the following groups in a sufficiently robust form to enable the calculation of a value and to determine effective annual works programmes:

- Carriageways
- PROWs
- Traffic Signals
- Lighting
- Structures
- Cycleways

And to a lesser extent and quality the following groups where deficiencies in inventory will not hinder the delivery of an effective maintenance strategy in the short term:

- Safety Fences and Barriers
- Road Markings
- Footways
- Street Furniture
- Crossings
- Highway Drainage
- Trees
- Verges
- Signs
- Hedge Fences

There is little point in collecting and maintaining an extensive inventory if only a proportion of that information is actually needed to deliver a safe, serviceable and sustainable highway network.

5.3 Network Hierarchy

The concept of a road maintenance hierarchy is the foundation of a coherent, consistent and auditable maintenance strategy. This hierarchy should reflect the needs, priorities and actual use of each road in the network and will be used as the main tool in determining policy priorities. Maintenance standards, targets and performance objectives will link to the hierarchy. It is also crucial to asset management in establishing levels of service and to the new statutory network management role for developing co-ordination and regulating occupation.

The Council has developed a process for developing the hierarchy for carriageways, footways and cycleways in accordance with the National Code. This has initially been based upon traffic flows for roads, and defined priorities for footways and cycleways. In addition, a further assessment has been undertaken to consider the type of road, the role of the route in a local context, and a consideration of functional factors that may influence how the road is managed.

As a result, the current hierarchy is detailed in the following tables.

5.3.1 Carriageway Hierarchy

The Carriageway Hierarchy shown in Table 1 has been developed to reflect the actual use of each road within the network. An additional category 3c has been introduced to reflect the importance through use of some unclassified roads

Table 1 - Carriageway Hierarchy

Category	Hierarchy Description	Type of Road General Description	Description	Kirklees Interpretation
1	Motorway	Limited access motorway regulations apply	Routes for fast moving long distance traffic. Fully grade separated and restrictions on use.	Motorways - Maintenance of motorways in Kirklees is the responsibility of the Highways Agency's managing agents
2	Strategic Route	Trunk and some Principal 'A' roads between Primary Destinations	Routes for fast moving long distance traffic with little frontage access or pedestrian traffic. Speed limits are usually in excess of 40mph and there are few junctions. Pedestrian crossings are either segregated or controlled and parked vehicles are generally prohibited	Trunk Roads - There are no Trunk Roads in Kirklees
3a	Main Distributor	Major Urban Network and Inter-Primary Links. Short – medium distance traffic	Routes between Strategic Routes and linking urban centres to the strategic network with limited frontage access. In urban areas speed limits are usually 40mph or less, parking is restricted at peak times and there are positive measures for pedestrian safety.	A Classified Roads
3b	Secondary Distributor	Classified Road (B and C class) and unclassified urban bus routes carrying local traffic with frontage access and frequent junctions	In rural areas these roads link the larger villages and HGV generators to the Strategic and Main Distributor Network. In built up areas these roads have 30mph speed limits and very high levels of pedestrian activity with some crossing facilities including zebra crossings. On-street parking is generally unrestricted except for safety reasons	B & C Classified Roads
3c	Locally Important Road	Main bus routes, locally important unclassified roads.		Unclassified locally important roads which are used as much as busy secondary distributors and / or main Bus Routes that carry at least 4 buses per hour in each direction
4a	Link Road	Roads linking between the Main and Secondary Distributor Network with frontage access and frequent junctions	In rural areas these roads link the smaller villages to the distributor roads. They are of varying width and not always capable of carrying two way traffic. In urban areas they are residential or industrial interconnecting roads with 30 mph speed limits random pedestrian movements and uncontrolled parking	Roads which link the Main, Secondary Distributors and Locally Important Roads carrying the main flow of traffic often leading into residential areas or linking rural villages
4b	Local Access Road	Roads serving limited numbers of properties carrying only access traffic	In rural areas these roads serve small settlements and provide access to individual properties and land. They are often only single lane width and unsuitable for HGVs. In urban areas they are often residential loop roads or cul-de-sacs	Roads which generally provide access to properties

NOTES

1) Urban defined as 40 mph or less speed limit.

2) The plans maintained by the Planned Works Team take precedence over the above text descriptions and are to be read as the definitive plans of the network.

5.3.2 Footway Hierarchy

The footway hierarchies, shown in Tables 2, are based on pedestrian usage and are not necessarily reflected by the road classification. The importance of particular footways may well conflict with both the road classification and carriageway hierarchy.

Table 2 - Footway Hierarchy

Category	Category Name	Brief Description
1a	Prestige Walking Zones*	Very busy areas of towns and cities with high public space and streetscene contribution.
1	Primary Walking Routes	Busy urban shopping and business areas and main pedestrian routes.
2	Secondary Walking Routes	Medium usage routes through local areas feeding into primary routes, local shopping centres, etc.
3	Link Footway	Linking local access footways through urban areas and busy rural footways.
4	Local Access Footways	Footways associated with low usage, short estate roads to the main routes and cul-de-sacs.

*At present no footways in Kirklees are categorised as Prestige Walking Zones.

5.3.3 Cycleway Hierarchy

The cycleway hierarchies, shown in Tables 3, are based on location as the level of use is generally low and not related to maintenance need

Table 3 - Cycleway Hierarchy

Category	Description
A	Cycle lane forming part of the carriageway, commonly 1.2 to 1.5 metre strip adjacent to the nearside kerb. Cycle gaps at road closure point (no entries allowing cycle access) .
B	Off Road Cycle track (a metalled highway route for cyclists, not forming part of but usually adjacent to the carriageway). This includes shared cycle/pedestrian footways, either segregated by a white line or other physical segregation, or unsegregated.
C	Off Road Metalled Greenways, commuter, utility and leisure routes generally through open spaces. Cycle stands, lockers and automatic counters.

5.3.4 Public Rights of Way

There is no formal hierarchy for the PROW network.

Kirklees public rights of way network amounts to a little over 1100 kilometres and is approximately half rural (recreation) and half urban (utilitarian) in nature consisting of footpaths (87.6%), bridleways (10.3%), and byways open to all traffic (2.1%).

Kirklees has a Rights of Way Improvement Plan (ROWIP) which is intended to be used as a management tool in order to develop and deliver improvements to the network that meet the current and future needs of local people.

The ROWIP is also written in conjunction with the current and proposed Local Transport Plan (LTP) to identify strategic routes, highway connectivity, access for all and the quality of life issues such as health and well being. There is also emphasis on green travel in and attempt to reduce Kirklees' carbon footprint.

The "Statement of Action" within the ROWIP (Assessment 6 – Ensure that the existing public rights of way network is kept in good condition and is open and available for use) is a proposal with regards to improving maintenance of the network, not only of the actual physical attributes such as methods and materials but also the way in which maintenance is managed and delivered.

5.4 Maintenance of the Hierarchies

5.4.1 Hierarchies of publicly maintainable highways will be reviewed and updated by the Planned Maintenance Team. It is vital that the hierarchy is a living document and reviewed to reflect changes in the network characteristics. The aim is that the hierarchy reflects the actual network usage rather than that expected when the hierarchy was defined. It takes into account changes in the network, for example reclassifications, developments and changes in traffic / driving patterns. Maps detailing the carriageway hierarchy are produced by the Planned Maintenance Team.

5.4.2 Feedback from staff, and other stakeholders, is vital to maintaining an up to date hierarchy that accurately reflects the nature and use of the highway network. Requests, or suggestions, for changes are investigated by the Planned Maintenance Team. Any change of hierarchy grouping from the initial road classification is justified and recorded.

SECTION 6 – INSPECTION, ASSESSMENT AND RECORDING

6.1 An effective regime of inspection, assessment and recording is a crucial component of highway maintenance. Inspections and assessment surveys can be considered in the following categories: -

- **Safety Inspections**
- **Service Inspections**
- **Structural Condition Surveys**

All information obtained from the inspections and assessments surveys, together with the nature of the response, including nil returns, is recorded consistently to facilitate analysis.

6.2 Safety Inspections

6.2.1 These inspections are designed to identify all defects likely to create danger or serious inconvenience to users of the network or the wider community. Such defects include those that will require urgent attention (within 24 hours) as well as those where the locations and sizes are such that longer periods of response would be acceptable.

Additional inspections or variations in the inspection regime may be necessary in response to user community concern, as a result of incidents or extreme weather conditions, or in the light of monitoring information.

A robust safety inspection regime will support a defence under Section 58 of the Highways Act as referred to in Section 4 of this document. The Council's Safety Inspections Manual is the guide for all safety inspectors involved in the inspection of Kirklees' highway network. It covers highway safety inspections and does not attempt to address more detailed inspections and condition surveys.

We currently carry out carriageway and footway inspections at the frequencies recommended in The National Code. In some cases because carriageways and footways are inspected together, with the frequency of the inspection being set as the most frequent of the two intervals, some streets will be inspected more frequently than in these guidelines.

They are normally undertaken from a slow moving vehicle with an inspection team of two comprising observer and driver, however heavily used urban areas and category 1 footways are walked.

Table 4 - Safety Inspection Frequencies

Feature	Category	Hierarchy Description	Frequency
Carriageway	1	Motorways	Not applicable
	2	Strategic Routes	1 month
	3(a)	Main Distributor	1 month
	3(b)	Secondary Distributor	1 month
	3(c)	Locally Important Roads	1 month
	4(a)	Link Road	3 months
	4(b)	Local Access Road	12 months
Footways	1(a)	Prestige Walking Route	Not Applicable
	1	Primary Walking Route	1 month
	2	Secondary Walking Route	3 months
	3	Link Footway	3 months
	4	All Other Footways	12 months
Cycleways	A	Part of the Carriageway	As for the carriageway
	B	Associated with a footway	As for the footway
	C	Not associated with a footway - Greenways.	Inspect on request

6.3 Defect Categories

There are three categories of defects: -

- **Category 1** – Those that require prompt attention because they represent an immediate or imminent hazard or because there is a risk of short-term structural deterioration. Action will be instructed by telephone from the site.
- **Category 2** – Those that require attention but do not represent an immediate or imminent hazard. The defect will be recorded and issued for repair works to be carried out.

Normally all category 1 defects will be repaired or made safe within 24 hours. However at the discretion of the inspector undertaking the inspection a more urgent 2 hour response may be prompted. If felt to be necessary the inspector shall remain at the site to warn highway users of the hazard until Street Care has responded.

Each decision on whether to treat defects as Category 1 could be critical to the safety of users and may also be subject to legal scrutiny in the event of an accident occurring at or near to the site. Complete and accurate records are essential.

If repair of the defect represents a significant volume of work it may be expedient to temporarily make the area safe and order repairs against a more appropriate category.

6.4 Table 5 describes the defects that inspectors seek to identify during safety inspections

Table 5 - Scope of safety inspection – defects / risks to be identified

Inventory Item	Scope of defects/risks to be identified
Carriageway	<ul style="list-style-type: none"> • Surface defects • Markings, Road Studs • Covers, Ironwork
Footways and Cycleways	<ul style="list-style-type: none"> • Surface defects • Kerbs and edge defects • Covers, Ironwork
Drainage	<ul style="list-style-type: none"> • Accumulation of water on the carriageway, footway and cycleway
Landscaped Areas and Trees	<ul style="list-style-type: none"> • Root growth causing surface irregularity
Safety fences and Barriers	<ul style="list-style-type: none"> • Integrity and location of safety fencing for both vehicles and pedestrians
Traffic Signs and Bollards	<ul style="list-style-type: none"> • Identification of risk to users
Structures	<ul style="list-style-type: none"> • Accident and other damage

6.5 Safety Inspection of Electrical Installations, Lighting, Illuminated Signs and Signals

Safety inspections are as detailed in the approved policies for street lighting, illuminated signs and bollards and street lighting attachments.

6.6 Skidding Resistance Survey Requirements

Kirklees skid resistance strategy covers all aspects of testing, investigation levels and dealing with results.

6.7 Service Inspections General Requirement

6.7.1 Service inspections are focused on ensuring that the network meets the needs of users. They comprise of more detailed specific inspections of particular highway elements, and inspections for regulatory purposes, including NRASWA. They also include less frequent inspections for network integrity.

6.7.2 Service inspections are primarily designed to identify deficiencies compromising the reliability, quality, comfort and ease of use of the network, from the users' point of view. Although not intended for identifying defects that could potentially compromise user safety, any such defects observed during service inspections should be recorded and dealt with in the same way as for a safety inspection.

6.7.3 We undertake service inspections to fulfill the regulatory maintenance functions described in Section 4, notably The Highways Act and New Road and Street Works Act

6.8 Structural Condition Surveys

6.8.1 In order to ensure value for money it is essential to have information on the nature and severity of deterioration in order to determine the most appropriate maintenance treatment.

6.8.2 There are a number of types of condition surveys used within Kirklees each providing information from a differing perspective and which in combination provide a comprehensive picture of the network.

Conditions surveys currently used include: -

- United Kingdom Pavement Management System (UKPMS) – Coarse Visual Inspection (CVI)
- SCANNER Surveys – Machine Based Surface Condition Survey
- SCRIM or Griptester – Skidding Resistance Survey.

6.8.3 The frequencies of the surveys are shown in Table 6. Those necessary for the production of National Indicators (see Chapter 8) must follow national guidance. The amount of network that is to be surveyed as shown in the tables will be reviewed each year and may change year to year.

Table 6 – Frequency of Carriageway Condition Surveys

Road Type	Principal (A Roads)	Non Principal Classified (B & C Roads)	Unclassified (All Other Roads)
UKPMS CVI Surveys	Not Surveyed	Not Surveyed	Minimum 25% of network surveyed annually
SCANNER Surveys	100% of network surveyed annually in one direction	100% of network surveyed annually in one direction	Not Surveyed
SCRIM or Griptester Surveys	100% of network surveyed annually in one direction	Site specific surveys only	Site specific surveys only

SECTION 7 – CONDITION, STANDARDS AND INVESTIGATORY LEVELS

7.1 This section deals with asset condition requirements for each element of the network and its contribution to safety, serviceability and sustainability

7.2 Each aspect of the maintenance regime needs to be founded on the core objectives of:

a) Network safety

- Complying with statutory obligations
- Meeting users' needs.

b) Network Serviceability

- Ensuring availability
- Achieving integrity
- Maintaining reliability
- Enhancing quality

c) Network Sustainability

- Minimising cost over time
- Maximising value to the community
- Maximising environmental contribution.

The National Code also introduces an overall highway service objective of

d) Customer Service

- Delivering satisfaction
- Providing effective consultation and communication
- Providing efficient enquiry and complaints management

This objective will apply to the highway service as a whole, as users may not be able to distinguish between maintenance, network management and improvement works

7.2 Each element of the network could have different standards of condition. A minimum one to satisfy requirements for safety and higher ones designed to meet local requirements for serviceability or sustainability. These higher standards are now defined as “Investigatory Levels” (The standard of asset condition below which the need for treatment should be considered) as failure to achieve the defined standard could give rise to a range of responses needing further investigation prior to action being taken.

7.2.1 A previously used term “intervention level” has been retained only for use with the automatic selection criteria in Pavement Management Systems (PMS) as the system does actually “intervene” at the defined condition standard. However to avoid confusion it is now referred to as “System Intervention Levels” (SILs), (The standard of asset condition at which a Pavement Management System automatically applies a treatment)

7.3 Condition of Carriageways

- 7.3.1** The Council uses the nationally accredited UKPMS computerised pavement management system to analyse SCANNER, and coarse visual inspections (CVI). The rules and parameters that configure the algorithmic processing in the system, including the SILs, are built in and fixed for producing NIs and are user definable to meet local requirements for serviceability and sustainability.
- 7.3.2** System Intervention levels (SILs) are used to set the value of a Road Condition Index (RCI) at which treatment is applied. The value of each SIL is quoted by Base Hierarchy which, in principle, allows treatments to be invoked at different levels of condition according to the classification of the road. SILs exist for all features and hierarchies.
- 7.3.3** The Best Value Performance Indicators NI 168 and NI 169 are a direct application of the RCIs from the current UKpms default rule set. The Road Condition Indices that are utilised in the current rules and parameters set vary according to feature and pavement type.
- 7.3.4** For Non-Principal Roads the emphasis is on a range of condition indices relevant to rural and urban roads, and with some weight given to factors other than structural deterioration. Assessment is based on the percentage of the network where at least one of the Structural, Edge and Wearing Course condition indices matches or exceeds the current thresholds.
- 7.3.5** The PMS system includes various treatment options, appropriate for each feature and pavement type, for selection according to pavement condition. Currently these options are limited, as the output should be regarded primarily as a guide to the likely nature and scale of treatment required.
- 7.3.6** Locally determined treatment costs have been input into the system to calculate the budget need and assist in the annual allocation of the structural maintenance budgets to the maintenance areas.

7.4 Condition of Public Rights of Way

Condition standards for PROW will be determined as part of the Rights of Way Improvement Plan

7.5 Condition of Fences and Barriers

- 7.5.1** A visual inspection of these items will be undertaken at the same time as the carriageway safety inspection is undertaken.

7.5.2 Safety Fences

Currently Kirklees does not operate a programme for safety fence inspection and renewal. Repairs to safety fence are carried out on a reactive basis. As part of Asset Management process we will embark on a process of data collection to identify safety fence location, type, and condition. In the first instance a risk management approach will be adopted with higher risk roads assessed first.

7.13 Condition of Street Lighting and illuminated signs / bollards

7.13.1 Suggested standards for condition of street lighting and illuminated signs / bollards are given in the National Code of Practice for Street Lighting Maintenance, together with the Street Lighting Policy and Strategy document.

7.14 Standards for User and Community Response

7.14.1 Streetscene and Housing Service operates a Highway Management System. The Highway Management System currently provides a single database for:

- Recording and tracking of customer contacts
- Street Lighting management
- Management of routine highway safety inspections
- NRSWA management
- Asset inventory and management

The system is linked in to the Kirklees website to allow reports of highway and street lighting defects from the public to be logged directly in to the Highway Management System.

SECTION 8 - PERFORMANCE INDICATORS COMPARISON AND TARGETS

8.1 Performance Indicators

8.1.1 Performance can be measured in a number of ways summarised in four basic methods:

- Input – the resources (human, material or financial) utilised in delivering the function or service
- Process – the methodology and procedure of committing the resources in the pursuit of fulfilling the function
- Output – the resultant effect (often numerical) of completing the process with the resource input
- Outcome – the ultimate impact on the community and the best way of measuring performance

8.2 National Performance Indicators

8.2.1 The following National Performance Indicators are directly relevant to highway maintenance

- **NI 168** Number of Principal Roads where maintenance should be considered
- **NI 169** Number of Non- Principal Roads where maintenance should be considered

8.3 Contract Performance Indicators.

8.3.1 The Service is a founder member of both APSE and the Highways Design Best value Benchmarking Clubs and uses their performance indicators to benchmark some of its functions.
In 2010 the Service joined the Highways Works Best Value Bench Marking Club to benchmark the in house contractor functions.

SECTION 9 - PROGRAMMING AND PRIORITIES

9.1 Financial Allocation

9.1.1 The Council is notified by the Government's Regional Office in December of the Local Transport Plan (LTP) capital allocation for the financial year commencing in the following April. The following February the Authority sets the budget for both Capital and Revenue highway maintenance schemes.

9.2 Programming

9.2.1 The following sequence of events will provide a systematic approach to programming and allocation of finance to planned works schemes.

- April through to September – Skid resistance, Scanner and CVI surveys completed
- October – Analysis of data to determine initial priority of the schemes, recommendations, proposed treatments and estimates.
- November – Programme approval for inclusion in the draft Capital Plan

SECTION 10 - WINTER SERVICE

10.1 Winter Maintenance Policy

The winter Service is provided in accordance with the approved Winter Maintenance Policy

See web link:

https://www.kirklees.gov.uk/Secure/meetings/Preview.asp?Type=5&N_ID=3091&St=5&cCode=CABINET&Preview=1&Nav=True

SECTION 11 – WEATHER and OTHER EMERGENCIES

- 11.1** The Council's Streetcare Unit has produced an Emergency Standby Manual, in consultation with all other relevant agencies.
- 11.2** The Council provides a single Customer Service Centre *freephone* number (0800 731 8765) to enable callers to report highway problems and defects and to seek advice on highway related issues. The Call Centre takes calls from 8:00 am to 6:00 pm
- 11.3** All offices are open Monday – Friday between 8:30 am – 5:00 pm. Outside these hours an answerphone message provides the caller with emergency contact details for a Duty Officer in the CCTV Control Centre.
- 11.4** During Office Hours the Reactive Works Manager (or one of his team) can mobilise resources from the Operations Direct Labour team in StreetCare to deal with any problem
- 11.5** Out of hours, there is a rotational system to provide a Duty Officer who can deal with Highway emergencies and assist, if required, in other emergencies. The Duty Officer has operatives available on call to deal with the highway emergency.
- 11.6** In addition to the Streetscene and Housing Duty Officer there are trained Emergency Planning Officers in Streetscene and Housing who can deal with and assist in weather related and other civil emergencies.
- 11.7** The Streetscene and Housing Standby and Emergency Planning Officers work with and support the Corporate Emergency Planning Officers.
- 11.8** The Highways Service response time for emergencies is 2 hours.

SECTION 12 – MATERIALS, TREATMENTS AND PROCESSES

12.1 Quality Management and Sector Schemes

The Service supports the National Highway Sector Scheme, but will continue to carry out audit sampling and testing of all materials and products used on the highway, by either in-house or external sample testing. All materials supplied to the Service will comply with all the relevant British Standards applicable at the time.

12.2 Maximising Environmental Contribution.

The Service is committed to minimising the environmental impact and considering the sustainability of its highway projects:

- All excavated material from the highway is sent for screening and recycling of useful material. Any residue is sent to landfill.
- All street light bulbs and tubes are sent for recycling.
- All lantern units and other electrical equipment are stripped of capacitors, batteries and wire. These and the resulting scrap are sent for recycling.
- All scrap metal found on the highway plus signs, metal lamp columns, barriers, fences and ironwork are sent for recycling if they cannot be reused.
- All concrete lamp columns are crushed and the concrete and scrap metal in them are recycled.
- All green waste is sent for chipping and reuse as horticultural material.
- All waste batteries are sent for recycling.
- Wooden pallets are reused and when they are too damaged to be of further use, they are sent for chipping and reused as horticultural material.
- All packaging is sent for recycling.
- Plastic traffic cones and bollards are sent for refurbishment or shredding for reuse.
- Surplus materials are stored in the depots for reuse on other schemes.
- Bituminous materials excavated by planing are stored in depots and reused on schemes or public rights of way.

12.3 Consistency with Character

12.3.1 Kirkees Council has 20 defined conservation areas of architectural or historic interest, the character or appearance of which is desirable to preserve or enhance.

12.3.2 Service Officers are able to view digital mapping information about the location and extent of conservation areas. Officers consider appropriate materials for maintenance and improvements in these areas in consultation with Kirkees Council Planning Services (Conservation). In some cases, this will lead to the use of modern materials that continue to preserve or enhance, but recognise the need for durability and value for money.

12.4 Minimising Clutter.

12.7.1 There are increasing calls for reduction in street furniture and 'clutter' to improve the streetscape and facilities for pedestrians.

12.4.2 During projects, Service Officers take the opportunity to consider street furniture and remove or rationalise where possible in consideration of safety and current legislation eg. Traffic Signs Regulations and General Directions 2002, Traffic Signs Manual(s), etc.

12.5 Nature Conservation and Biodiversity.

12.5.1 Kirklees Council has developed a Biodiversity Action Plan that identifies Priority Species and Priority Habitats, including the necessary Action Plans.

12.5.2 In 2007 Kirklees Council agreed to "develop a plan for a comprehensive Green Network across the whole of the District, "as part of our "Green Ambition" making Kirklees a Beacon of Green Living". A Green network is a planned network of formal and informal green spaces which are multifunctional in their use. Greenways, public footpaths and bridleways form part of the Green Network that are maintained by the Service.

12.5.3 Service Officers are able to view digital mapping information about the location of Biodiversity Action Plans, Species Records, Sites of Scientific Interest, etc. Ecological Assessments are carried during project development when identified as necessary.

12.6 Waste Management.

12.6.1 The Service complies with European and domestic waste legislation and complies with its Duty of Care. The Duty of Care is a regulation which states that non residential producers of waste must take all reasonable steps to ensure that waste is stored and disposed of responsibly, that waste is only dealt with by organisations that are authorised and that a record is kept of all waste transferred through a system of Waste Transfer Notes or Waste Consignment Notes, as appropriate.

12.6.2 The Service's Depots have Waste Management Licences and the Service is licenced to carry waste.

12.6.2 When construction work is carried on behalf of the Service by Contractors then:

The Contractor shall provide details of:-

- a) which waste management organisation(s) he proposes to use for disposal of waste and supply a copy of their licence (or exemption details if the destination is an exempt site).
- b) who he proposes to employ as the registered **waste** carrier(s) and supply **registered waste carriers name(s) and certificate no.(s)** for each carrier proposed (including the Contractor's own if applicable)
- c) In addition, when milling is required the Contractor shall provide details of who he proposes to employ as a milling contractor and who the milling contractor

intends to use as registered carriers of the arisings. The Contractor must also identify which registered waste management organisation and/or which registered re-cycling facility is to be used by the milling contractor. Licences and certificates of registration must be supplied. Where planings are to be deposited on exempt sites, details of these sites and copies of the exemptions shall be provided.

12.7 Purchasing.

Kirklees Council demonstrates good environmental management by making sure that the goods and services it buys cause as little harm to the environment as possible.

Purchasing decisions can have a profound effect on the environment. Manufacture and transportation of products uses valuable resources and pollutes our land, air and water. Goods consume energy and water during their manufacture and many consume further energy and water when in use. The goods themselves, their by-products and their packaging eventually have to be disposed of as waste.

The Environmental Purchasing Policy will help the Council fulfil its environmental responsibilities and will in turn help to influence our suppliers, so that we can justifiably claim that we are "greening our supply chain".

Anyone who makes purchases or procures services on behalf of the Council and the Service must follow the Environmental Policy.

12.8 Noxious Weeds

12.8.1 The control of injurious and noxious weeds is a statutory responsibility under the Weeds Act 1959 and Wildlife and Countryside Act 1981.

12.8.2 The weeds listed in the Weeds Act 1959 are:-

- Ragwort
- Broad Leafed Dock
- Curled Dock
- Creeping Thistle
- Spear Thistle

12.8.3 Glyphosate is the only approved herbicide for use on highway hard surfaces for the control of emerged weeds. The application rate will depend upon the site, growth encountered, environmental conditions and the type of equipment used. Reference should be made to the manufacturer's recommendations.

12.8.4 All chemical products must have the approval of the Advisory Committee on Pesticides of the Department for Environment, Food and Rural Affairs. Corrosive, toxic, flammable or parquet products will not be used, together with weed killer

SECTION 13 -PROCUREMENT AND SERVICE DELIVERY

13.1 General

13.1.1 The Department delivers its services in line with the Council's Procurement Strategy. The main aims are to:

- obtain the maximum from the expenditure
- realise savings through best procurement practice and seek to establish an auditable target for efficiency savings.
- promote the achievement of the Council's wider objectives such as promoting local economy and encouraging diversity.
- Continue to procure in a devolved way i.e. with decisions taken within Service areas by those responsible for the service.

13.1.2 The Service delivers "works and services" via in house, local and national service providers and framework contracts with external providers.

13.2 Procurement

13.2.1 All services, supplies and works, procured should be fit for purpose.

The in-house providers will demonstrate they offer value for money and operate in the best interest of service users.

13.2.3 The Service will adhere to and promote the following principles of Best Procurement practice: -

- Be driven by planned outputs and outcomes
- Ensure the most advantageous balance of quality and cost.
- Be timely
- Allow flexibility in developing alternative procurement arrangements.
- Encourage competition where appropriate.
- Support the Council's corporate policy objectives
- Comply with the Council's regulatory framework and all applicable legislation and good practice guidance.
- Be transparent and accountable

13.2.4 The Services will demonstrate

- Commitment to users of the service
- Commitment to the vision and strategic priorities of the Council
- Value for money
- Commitment to continuous improvement
- Commitment to diversity and sustainability
- Operational efficiency
- Effective management, systems and procedures
- Flexible working arrangements to meet user requirements

13.3 Partnerships

13.3.1 The Service has and will continue to implement partnering arrangements with the public and private sector for the delivery of services. The development of a partnering approach to procurement has and will continue to deliver services more efficiently, effectively, economically and take into account whole-life costs to meet the needs of the people who live, work or drive through Kirklees.

13.4 Competition

The Service will, wherever possible, demonstrate it is delivering value for money:

- Through **indirect competition** (i.e. benchmarking) the Service will assess the competitiveness of different functions by reference to other bodies in the public and private sector. Services provided in-house will be supported and encouraged to achieve equivalent levels of performance or better.
- Through **direct competition** (i.e. alternative means of procurement). The Service will consider, having regard to current performance and suitability whether an alternative means of procurement is appropriate. Contracts will be awarded to the provider offering the most economically advantageous balance of quality and cost.

13.4.1 Where direct competition is deemed appropriate and the in-house provider is competing, the in-house provider will be given the opportunity to compete on equal terms with external providers.

13.4.2 The following will be considered essential elements of competition irrespective of whether indirect or direct: -

- Performance standards and monitoring strategies will be developed.
- Cost information will be properly identified and collated.
- Innovation will be encouraged.
- Probity, accountability and competitive neutrality will be ensured.
- The responsibilities and accountabilities of all parties must be explicit.
- Good practice guidance in tendering, contract formulation and compliance with financial regulations will be maintained.

SECTION 14 - FINANCIAL MANAGEMENT

14.1 Introduction

14.1.1 This section relates to Section 17 of the Code of Practice and its application to the financial management of Highways Maintenance within the Department.

14.1.2 Key documents that should be read in conjunction with this section are:

- The current Council annual revenue budget and capital programme
- The Local Transport Plan and Delivery Reports
- The Streetscene and Housing Service Plan
- Kirklees Council Constitution, Financial Regulations and Standing Orders

In addition, the financial management of Highway Maintenance complies with the reporting requirements set out in the CIPFA Code of Practice.

14.1.3 The current versions of all of the above can be obtained from Financial Services.

14.2 Kirklees Streetscene and Housing

14.2.1 Kirklees Streetscene and Housing is responsible for planning, undertaking and monitoring Highway Maintenance work on behalf of the Highway Authority.

14.2.2 The delivery of the works programmes (capital and revenue) will be subject to the following parameters:

- Schemes and general maintenance works (including Winter Maintenance) will be subject to a make or buy decision within Kirklees Streetscene and Housing. This decision will be based on capacity, capability and comparison criteria as set out in the Probity Report.

14.3 Planning

14.3.1 The production of the revenue and capital works programmes should reflect the maintenance strategy of the Department. This in turn will be informed by the requirements of the LTP and the Streetscene and Housing Service Plan.

14.3.2 Well Maintained Highways A Code of Practice recommends that budgets (capital and revenue), are drawn up over a rolling five year period.

14.4 Budgetary Control

14.4.1 Medium Term Financial Planning

14.4.2 Managers are required to identify service pressures during July and August for the next three years. Service pressures can include changes in levels of demand, significant price changes, introduction of new legislation and changes in service delivery.

14.4.3 Budget Process

14.4.4 Proposed budgets are submitted by managers to the Finance Group by mid October. These proposed budgets will be developed according to the sequence of events outlined in section 12.2.1 and take account of the current years approved budget and the full year effect of any price changes, growth and savings within the current budget. The proposed budget will form the basis of comparison with the Service's Target Budget allocated by Strategic Finance. If there is a growth requirement beyond the Target Budget then this needs to form part of a 'growth bid'.

14.4.5 The Target Budget plus any growth and savings are taken to Cabinet. The Cabinet put together their proposals for the Council's Budget and after due consultation, report to full Council for approval in February.

14.4.6 Budgetary Control

14.4.7 Following completion of the budget process, the Finance Group circulates the approved budgets to managers. Managers are responsible for controlling their expenditure and income against these budgets. Financial Management Information is circulated monthly by the Finance Group and together with local records, should be used to manage income and expenditure. It should be used to establish the budgetary position before placing orders.

14.4.8 Throughout the financial year budget performance (both revenue and capital) is reported to the Streetscene and Housing Service Management Team on a monthly basis. Information is provided on actual and forecast expenditure for the financial year based on information provided by budget holders.

14.4.9 Regular meetings are held with budget holders to discuss any issues regarding their budget.

SECTION 15 - MONITORING REVIEW AND REPORTING

15.1 Monitoring, Review and Reporting

This Plan will be reviewed annually and updated as necessary to take account of:-

- Changes in use and character of the network
- Changes in legislation
- Key policy and strategic planning processes
- Evolving technical research and best practice
- Developments in materials and treatments, particularly in relation to Sustainability
- Developments in forms of partnership for service delivery
- Changes in the Transport Asset Management Plan

Specific service objectives and outcomes are monitored with the use of Local and National Best Value Performance Indicators. Many indicators are shared with other Authorities in order that services can be benchmarked within the interests of the wider Value For Money agenda.

SECTION 16 – ABBREVIATIONS AND GLOSSARY

BVPI	Best Value Performance Indicator
CoP	Code of Practice
CCTV	
CVI	Coarse Visual Inspection – Highway condition survey undertaken from a slow moving vehicle.
DfT	Department for Transport
DVI	Detailed Visual Inspection – Highway condition survey undertaken on foot.
GIS	Graphical Information System
HA	Highways Agency
HAMP	Highway Asset Management Plan
HGV	Heavy Goods Vehicle
HMMS	Highway Maintenance Management System
KPI	Key Performance Indicator
LPI	Local Performance Indicator
LTP	Local Transport Plan
NI	National Indicator
NRASWA	New Roads and street Works Act
NRMCS	National Road Maintenance Condition Survey
PMS	Pavement Management System
PROW	Public Right of Way
ROWIP	Rights of Way Improvement Plan
SCANNER	Surface Condition Assessment of the National Network of Roads – Highway condition survey undertaken by a machine at road speed.
SCRIM	Sideways Coefficient Routine Investigation Machine – Measures the skidding resistance or slipperiness of the road surface in wet conditions.
SIL	System Intervention Level
TAMP	Traffic Asset Management Plan
TMA	Traffic management Act
UKPMS	United Kingdom Pavement Management System