

ENVIRONMENT AND ECONOMY OVERVIEW AND SCRUTINY

Date of Meeting	Tuesday, 8 th October 2024
Report Subject	Review of Highways Asset Management Plan (HAMP) and Highway and Car Park Inspection Policy
Cabinet Member	Deputy Leader of the Council and Cabinet Member for Streetscene and Transportation
Report Author	Chief Officer, Streetscene & Transportation
Type of Report	Strategic

EXECUTIVE SUMMARY

This report provides an update on the county's Highway Asset Management Plan (HAMP) and Highway and Car Park Inspection Policy to ensure that Cabinet members are informed about the current status and future plans for highway asset management.

The report provides an explanation of how the Council utilises the principles of the HAMP to guide the strategy for managing and maintaining the highway infrastructure. It highlights improvements, challenges, and opportunities, and outlines a strategic path forward. The report underscores the importance of effective asset management and compliance with regulations, whilst emphasising the critical role of the highway network, worth over £1.2billion, in maintaining economic and social connectivity, both within Flintshire and for the wider region, as well as supporting key Council objectives and meeting the needs of future generations.

We have committed to reviewing the HAMP every 5-7 years and this report explains how we intend to report on the key assets and progress against our improvement plan over that period utilising Annual Status Reports (ASRs), progress reporting and policy review when necessary.

RECOI	RECOMMENDATIONS		
1	That Scrutiny notes the revised HAMP as presented in this report and as attached in Appendix 1 .		
2	That Scrutiny notes the revised Highway & Car Park Inspection Policy as a Maintenance Manual in Appendix 2 .		
3	That Scrutiny supports the outlined procedure to provide updates and performance reporting to inform future reviews of both the HAMP and the Maintenance Manual.		

That Scrutiny endorses the content of this report and supports the review of the Highway Asset Management Plan (HAMP) and the current arrangements and actions of the portfolio to maintain the highway network.

REPORT DETAILS

1.00	BACKGROUND TO THE HIGHWAY ASSET MANAGEMENT PLAN (HAMP)		
1.01	The highway network is the highest valued infrastructure asset owned by the Council, with the carriageway and footway asset alone valued in excess of £1 billion. The safe and usable condition of the network is essential in maintaining economic and social connectivity, both within Flintshire and with the wider region. The HAMP framework provides the principles for managing the network, recognising the importance of the highway infrastructure in supporting a number of the Council's key objectives.		
1.02	Flintshire County Council as the 'Highway Authority' has a statutory duty to maintain all adopted highways, including highway structures within the county (excluding Trunk Roads). This is carried out notwithstanding the following increasing pressures that continue to exist: Limited budgets Limited staff resources An ageing network with a backlog of maintenance requirements Increasing public expectations in respect of highway condition 		
1.03	Asset management is a strategic approach to highway maintenance that identifies the optimal allocation of resources for the management, operation, preservation, and enhancement of the highway infrastructure to meet the needs of current and future customers. However, it needs to be recognised that the condition of the highway network will naturally continue to deteriorate each year and, without sufficient annual investment, the overall condition of the network will decline.		
1.04	Residents, businesses and visitors in Flintshire rely on the local highway infrastructure, and the principle of applying an Asset Management strategy is to improve the management of the highway asset in respect of those components that are maintainable at public expense in the most cost-effective way possible with the available funding. Our aim is to ensure effective and efficient, proactive maintenance of the asset to ensure both a safe and serviceable condition in support of the Council's key objectives.		
1.05	Currently the Council allocates the following financial resources to be made available for investment through HAMP, which are recognised in the Council's medium term financial strategy (MTFS): • Capital Investment - £1.500m (granted annually on submission of a bid) • Revenue Allocation - £0.225m Previously, Flintshire County Council has benefited from Welsh Government (WG) capital grant funding through the Highways Refurbishment Grant (2018-2021); however, this funding stream was removed by WG in 2020-2021.		

Subsequently, an additional revenue grant (issued March 2021) of £571k was given to Flintshire in 2021-2022 as a one-off payment, which helped to fund planned maintenance for carriageways.

This additional funding from WG was critical in maintaining the network and the council has made WG aware of the importance of protecting this funding source in future years. This additional funding has not been available in recent years and there is no indication of additional funding in the coming years.

1.06 Ideally, the authority would like to achieve a continuance of the current condition level – this is known as "Steady State". The level of capital investment required to achieve this position was calculated in 2016 as £2,745,680 per annum, and this figure has been recalculated in 2024 and more than £3.92m per annum is now required. This level of investment would simply maintain the condition of the carriageways alone and the required investment level does not consider the deteriorating condition of other highway assets such footways, structures, and the street lighting / electrical infrastructure network.

Given the deteriorating condition of the carriageway (road network), much of the available funding is therefore allocated to this particular asset, with minimal budget allocation to the other asset types to deal with emergency and critical issues.

1.07 The Council operates an approved inspection regime for all assets, which ensures that the funding allocated to each element is sufficient to ensure the asset is safe and fit for purpose and thus ensures that we comply with our statutory requirement to maintain the network.

Any available funding therefore needs to be carefully allocated to provide maximum benefits. All roads are surveyed to develop programmes for each year's resurfacing, surface dressing and patching programmes, ensuring that the most effective use of funds is allocated to those areas in most need of corrective or preventative maintenance.

1.08 Regular safety inspections are carried out on all assets of the network, which involves the Streetscene Area Coordinators visiting each section of the highway infrastructure at the approved scheduled frequency. During the inspections, any defects that may be present are noted, and the required maintenance repair work arranged. Safety inspections are carried out on all carriageways (roads), footways and cycleways and on all publicly accessible car parks operated by the Council.

1.09 | Revised HAMP

We have been supported in the review of the HAMP by EXP Consulting, a consultancy firm appointed to assist the County Surveyor Society Wales (CSSW) to deliver specialist roads/highway asset management advice and training to the professional association of local authority chief officers who operate at the strategic tier of local government in Wales.

EXP have reviewed our available data and previous submissions to WG over a number of years to assist us in reviewing our approach to the strategic management of the highway asset.

1.10 This revised HAMP provides a clear overview of the content and format of the Highway Asset Management Plan, along with necessary revisions and additions to address funding assumptions, risk, asset status, and future funding considerations. The purpose of refreshing the HAMP is to appropriately inform the council of the 1.11 risks across the highway asset groups, and to present a clear strategy to manage the asset with the available resources, in the landscape of increasing costs and static or diminishing funding of both revenue and capital, and ageing infrastructure. 1.12 Three issues are addressed in the revised HAMP (Appendix 1): 1. Despite a significant backlog of deferred maintenance, addressing it within a short timeframe would be impractical, even with ample funds available. However, it remains the council's responsibility to acknowledge this backlog and work towards its resolution over an extended period. 2. With competing demands for resources, informed decision-making is paramount. To facilitate this, we intend to develop a long-term plan (HAMP). report on its progress annually (Annual Status Reports (ASRs)), and improve it as necessary, based on evolving circumstances and improved data. 3. Certain practices warrant refinement at present, including the Highway Inspection Policy, the 5-day response time and our approach to managing and monitoring skid residence through Sideways-force Coefficient Routine Investigation Machine (SCRIM). It is imperative to streamline these processes to enhance efficiency and effectiveness. 1.13 This will require a revision of inspection regimes (included in the Action Plan) and adjusted remediation times, which are now included within the Highway Inspection Policy, and a reprioritisation of investment through the annual programme of works across asset groups and asset type to reflect the challenges and restrictions we currently face. This will be set out in the long-term strategy within the HAMP, which will be reported on regularly through the ASRs to update the Council on its risk and challenges. 1.14 **Revised Highway and Car Park Inspection Policy** To align with the County Surveyor Society Wales (CSSW) recommended practices, the previous Highway and Car Park Inspection Policy will be developed as a "Maintenance Manual" (see Appendix 2). A Maintenance Manual creates a place to formalise and record how things are done with descriptive identification of roles, responsibilities and competencies, details of the asset register, an outline of our risk management approach, the network hierarchy, the inspection regime, including defect types and the intervention levels and repair regimes. 1.15 EXP have recommended that the realignment of the inspection and repair policy to the 'Maintenance Manual' recommended practice is undertaken as soon as possible to allow the HAMP to include scheme identification and prioritisation methods.

- 1.16 The council's policy for inspection and repair of highways was last updated in 2018, with a revision made in 2021. This report sets out the results of a recent review which recommends an updated policy. The policy has been reviewed as part of an exercise to review and update our approach to management of highway assets (roads, including footways, streetlights, bridges and other associated assets signs, lines etc).
- 1.17 The review was undertaken by EXP using a method developed for that purpose by CSS Wales (CSSW). The review identified several areas where council practice could be improved and aligned with accepted good practice. EXP's findings are detailed below.
 - i. The current repair regime does not include any guidance relating to the size of a defect following the publication of a revised Code of Practice in 2016. Inspectors are expected to assessed defects using an assessment of risk. There is no specified method of doing this and it consequently results in assessment that are largely the personal judgement of an individual.
 - ii. The CSSW method includes dimensional criteria (depth and length/width) that guide what is actionable. Inspectors are still able to record defects that do not meet these criteria and to increase the priority of a defect when they assess that it is warranted.
 - iii. 15 of the 22 Welsh authorities include dimensional criteria within their maintenance standards.
 - iv. Our current repair regime does not differentiate between busy roads and quiet roads. A review of the highway carriageway hierarchy (within the Action Plan) will allow us to do this in the future.
 - v. The CSSW minimum standards reflect the higher level of risk that is presented by a defect on a road carrying 20,000 vehicles a day compared to a residential street that may carry 300 vehicles a day (or less).
 - vi. 10 of the 22 Welsh authorities currently employ different regimes for different road hierarchies (levels of use).
 - vii. Our repair regime does not differentiate between the response to a large defect or a small defect, other than 'a situation with potential to cause serious injury or accident,' which receives a response time described currently as 'Immediate Response Make Safe, Restricted Access or Temporary Repair', otherwise, if any defect is considered as actionable during inspection it is assigned a 5-day response time.
 - viii. CSSW minimum standards apply a higher level of response to defects on busier roads, which is specified as a next working day response.
 - ix. This approach, or a close variant of it, e.g. 24 hrs, is used by 20 out of the 22 Welsh authorities.
 - x. Our regime of 5 days for all non-critical safety defects is a higher standard than the CSSW minimum standard for smaller actionable defects on all roads.

- xi. The CSSW minimum standard response time for a maintenance defect is 28 days or 3 months minimum, depending on the level of use of the road.
- xii. All other Welsh authorities use a regime like this. There is greater variance on standards on these defects (referred to as "maintenance defects" in the CSSW Minimum standards).
- xiii. Flintshire's compliance in completing repairs to the council's standard is low. For the last 3 years less than 25% of defects have been repaired within the specified response time.
- xiv. It must be noted that there are other authorities with low compliance. Most authorities are managing to repair "safety defects" by the end of the next working day more than 85% of the time. The compliance level drops to 65% for "maintenance defects".

In addition to the service provided to users, Flintshire's position when defending third party claims is severely weakened by the low level of repair completion compliance.

1.18 The change of policy will be accompanied by training of inspectors to use the method which is expected to create greater consistency in the assessment of defects, leading to a more uniform level of service across the council network, and aligned to the implementation of a procured highways asset management system.

CSS Wales published a set of recommended minimum standards for inspection and repair in September 2019, which are attached as appendices (see **Appendix 3-6**). The following documents are appended as reference in support of this policy:

- CSSW Risk-Based Approach Summary summarises the method proposed by CSSW for Welsh authorities to respond to the Code of Practice, 2016, requirement to adopt a risk-based approach.
- 2. **CSSW Risk-Based Approach** detailed method proposed by CSSW for Welsh authorities to respond to the Code of Practice, 2016, requirement to adopt a risk-based approach.
- 3. **CSSW National Minimum Standards Inspection and Repair Regimes -** minimum standards of inspection and repair recommended by CSSW as part of the risk-based approach.
- 4. **CSSW Risk-Based Approach Rationale** an explanation of the logic and analysis applied to arrive at the method and the minimum standards.

1.19 | HAMP Improvement Plan

The HAMP also include an improvement plan (see **Appendix 7**), which will be reviewed and progress reported annually, along with the Annual Status Reports (ASRs) for each major asset group. The improvement plan prioritises changes in procedures and training to embed them across the teams, and data collection and systems improvements to facilitate more robust performance analysis.

1.20 Prioritising an improvement plan ensures efficient resource allocation, enhances safety, and maintains network performance. It allows for proactive risk management, statutory compliance, and long-term sustainability. This plan also provides accountability and transparency in decision-making, ensuring that critical needs are addressed first.

1.21 Annual Status Reports (ASRs)

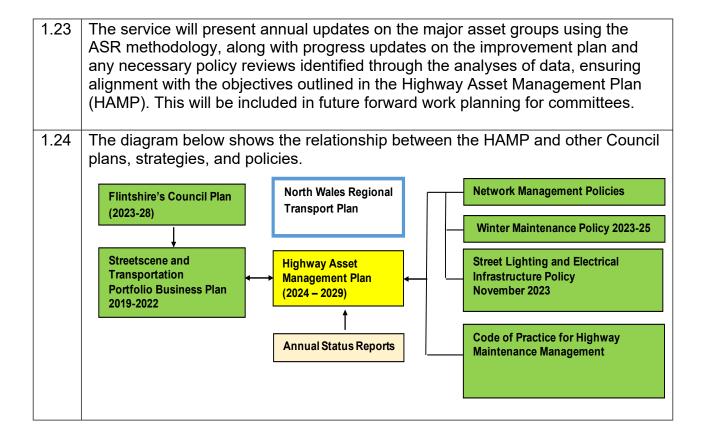
Four annual status reports have been included with this report:

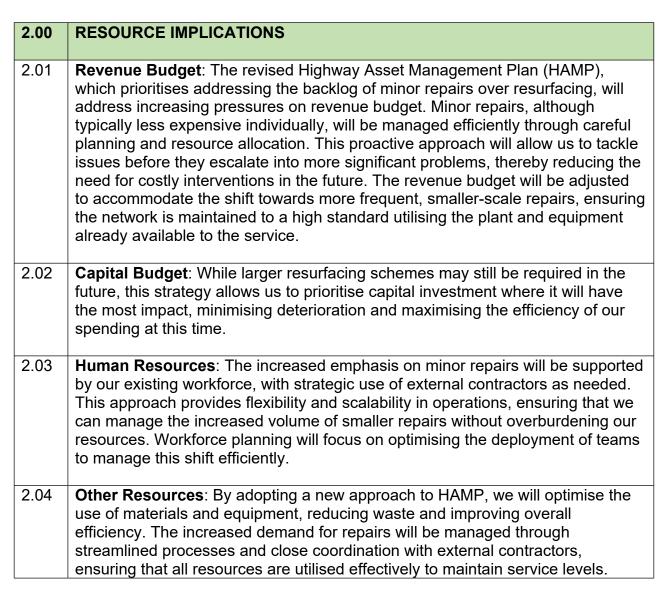
- i. Carriageways ASR 2023 (see **Appendix 8**)
- ii. Footways ASR 2023 (see **Appendix 9**)
- iii. Structures ASR 2023 (see Appendix 10)

Further work is required to finalise ASRs on road markings, street lighting and traffic signals asset groups, and these will be presented to Cabinet again once available.

- 1.22 The purpose of Annual Status Reports (ASRs) in the context of Highway Asset Management Planning, as supported by EXP Consulting for the County Surveyors Society Wales (CSS Wales), is to provide a comprehensive overview of the current condition and performance of the highway network. These reports serve several key functions:
 - Monitoring Asset Condition: ASRs track the current status of highway assets, such as roads, structures, and street furniture, helping authorities understand the overall health of their network.
 - **Performance Evaluation**: The reports assess how well the network is performing against predefined performance indicators. Include review the investment and works undertaken to maintain the asset group.
 - Data-Driven Decision Making: ASRs provide evidence-based insights that guide resource allocation and planning decisions. By analysing trends in asset condition and performance, the reports help prioritise maintenance and repair activities, ensuring that investment is directed where it is most needed.
 - Risk Management: The reports identify areas of potential risk, such as
 deteriorating infrastructure, and suggest options for mitigating these risks
 through targeted interventions.
 - Strategic Planning: ASRs support long-term strategic planning by offering different options for managing the highway network, including cost-benefit analysis and lifecycle planning. This enables local authorities to make informed decisions about future investments and interventions.
 - Accountability and Transparency: By documenting the condition and performance of the highway network, ASRs provide transparency to stakeholders, including the public, elected officials, and funding bodies such as Welsh Government, ensuring accountability in the management of public assets.

In summary, the Annual Status Reports are crucial tools in highway asset management, providing the necessary data and analysis to ensure effective, efficient, and sustainable management of the highway network.





2.05	Technology : A data-driven approach will be central to the success of this strategy. By investing in advanced asset management technology, we will enhance our ability to prioritise, track, and execute minor repairs. This will enable us to manage the backlog effectively and ensure that decisions are based on real-time data and evidence, improving overall network performance and minimising disruption. Funding of has already been committed to replace the existing highway asset management system (Mayrise replacement) in 2024-2025.
2.06	Other Implications: This shift towards a more proactive, repair-focused strategy aligns with our commitment to maintaining the network to a high standard while being fiscally responsible. It will also enhance public satisfaction by addressing visible issues more promptly. Our policies and procedures will be updated to reflect these new priorities, ensuring clarity and consistency in our operations, while ongoing stakeholder engagement will help communicate the benefits of this change in focus.
2.07	Highway maintenance operations on the highway network are predominantly carried out by Streetscene staff and resources are supplemented by local contractors as and when necessary.

3.00	IMPACT ASSESSMENT	& RISK MANAGEMENT
3.01		ice service has undertaken various risk assessments on highway inspection, which are outlined within the
3.02	Safety defects identified during Highway Safety Inspections should be repaired within the specified timelines. Failure to comply with this will result in the Council being liable to claims from road users. The annual programme of preventative maintenance (resurfacing, surface dressing and patching) should reduce the occurrence of safety defects on the network.	
3.03	ssessment is required and is attached in Appendix 3 of members are advised to read. ainable Development) Principles Impact	
	Long-term	Positive – The Ways of Working principles may impact how the highway asset management plan (HAMP) considers the future needs and challenges of the transport system, how it prevents or reduces negative impacts on the environment and society, how it integrates with other policies and objectives, how it collaborates with stakeholders and partners, and how it involves the public and communities in the planning process. Having a highways asset management plan that sets out the strategy and objectives for maintaining and improving the road network will: -

	 Improve safety and reliability of the road network Reduce costs and environmental impacts Increase customer satisfaction and economic benefits
	Create better alignment with corporate priorities and stakeholder expectations.
Prevention	Positive – By applying the sustainable development principles to the highway asset management plan, we can prevent future trends such as environmental degradation, social inequality, economic decline and cultural erosion. They can also ensure that the highway network supports and facilitates connectivity, well-being and resilience within Wales and beyond.
Integration	Positive - The highway asset management plan helps with integration by:
	 Providing an integrated framework for the delivery of highway maintenance services across the road network. Aligning the highway objectives and priorities with the well-being goals and the corporate plan of the council. Considering the interactions and impacts of the highway network on other aspects of well-being, such as health, environment, economy and culture.
	Working with other departments, organisations and sectors to share information, resources and best practices
Collaboration	Positive – The highway asset management plan helps with collaboration by enabling the local authority to:
	 Working with other public bodies, private contractors, community groups and stakeholders to deliver highway maintenance services in a coordinated and efficient way. Sharing data, information, resources and best practices with other organisations and sectors to improve the performance and quality of the highway network. Engaging with users, customers and residents to understand their needs, expectations and feedback on the highway services.
	Aligning the highway objectives and priorities with the national transport strategy and the well-being goals of Wales

Involvement	Neutral - The highways asset management plan will need to:
	 Focus on the needs of users and the community, and their active involvement in the development and review of policies, priorities and programmes. Engage with users, customers and citizens to understand their needs, expectations and feedback on the highway services. Provide information, consultation and participation opportunities for the public and stakeholders to influence the decision-making process.

Well-being Goals Impact

Well-being Goals Impad Prosperous Wales	Positive - Providing a transport system that helps to
•	keep people mobile and connected, supports
	economic prosperity, enhances environmental
	resilience, improves public health, reduces
	inequalities, fosters social cohesion, promotes
	cultural diversity and contributes to global
	responsibility. A well-managed HAMP supports
	economic growth by providing a reliable and efficient
	transport network that facilitates the movement of
	people and goods, reduces congestion and travel
	costs, and attracts investment and tourism.
Resilient Wales	Positive – Enhances environmental sustainability by
	adopting a lifecycle approach that minimises the use
	of natural resources, reduces waste and emissions,
	and improves the resilience of the highway assets to
	climate change and extreme weather events.
Healthier Wales	Positive - Improves public health by promoting active
	travel modes such as walking and cycling, reducing
	air and noise pollution, improving road safety and
	accessibility, and creating attractive and liveable
	public spaces.
More equal Wales	Positive - Reduces social inequalities by ensuring
	that the highway assets are maintained to a safe and
	serviceable condition, that the needs and
	preferences of different user groups are considered,
	and that the benefits and costs of highway
maintenance are distributed fairly.	
Cohesive Wales	Positive – Fosters social cohesion by engaging with
	the local communities and stakeholders in the
	planning and delivery of highway maintenance, by
	respecting the local character and identity of the
	places, and by enhancing the connectivity and
	integration of the communities.

Vibrant Wales	Positive - Supports cultural diversity by recognising the importance of the highway assets as part of the cultural heritage of Wales, by protecting and enhancing the historic and natural features of the highway network, and by promoting the use of Welsh language in the communication and signage of highway maintenance.
Globally responsible Wales	Positive - Contributes to global responsibility by aligning with the international standards and best practices of highway asset management, by aligning with the UK Road Liaison Group Code of Practice for Well-managed Highway Infrastructure, by supporting the UK's commitment to reduce greenhouse gas emissions by 80% by 2050, and by sharing best practices and learning from other highway authorities, and by demonstrating leadership and innovation in highway maintenance.

The policy also links to the Council's **Well-being Objectives** 2022-2023 in terms of supporting safer communities and limiting the impact of the Council's services on the natural environment and supporting the wider communities of Flintshire to reduce their own carbon footprint.

The HAMP also aims to contribute to the Council's priorities in terms of providing a well-connected, safe and clean local environment and supporting people in need by creating resilient communities where people feel connected and safe.

4.00	CONSULTATIONS REQUIRED / CARRIED OUT
4.01	 Consultation has taken place with: With the Cabinet Member Operational service teams and stakeholders EXP Consulting via County Surveyor's Society Wales
4.02	Consultation will be undertaken with the Environment & Economy Overview & Scrutiny Committee.
4.03	A communications plan will be developed and implemented once the new strategy is adopted and approved.

5.00	APPENDICES
5.01	HAMP (Appendix 1),
	Maintenance Manual (Appendix 2)
	CSSW Risk-Based Approach Summary (Appendix 3)
	CSSW Risk-Based Approach (Appendix 4)
	CSSW National Minimum Standards Inspection & Repair Regimes (Appendix 5)
	CSSW Risk-Based Approach Rationale (Appendix 6)

HAMP Improvement Plan (Appendix 7) Carriageways ASR 2023 (Appendix 8) Footways ASR 2023 (Appendix 9) Structures ASR 2023 (Appendix 10)	
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6.00	LIST OF ACCESSIBLE BACKGROUND DOCUMENTS
6.01	Highways Act 1980.
6.02	Railways and Transport Act 2003
6.03	Traffic Management Act 2004
6.04	UKRLG Code of Practice – "Well Managed Highway Infrastructure" - http://www.ukroadsliaisongroup.org/en/codes/

7.00	CONTACT OFFICER DETAILS
7.01	Contact Officer: Barry Wilkinson, Highway Network Manager Telephone: 01352 704656 E-mail: barry.wilkinson@flintshire.gov.uk

8.00	GLOSSARY OF TERMS
8.01	Financial Year (FY): the period of 12 months commencing on 1 April
8.02	Budget: a statement expressing the Council's policies and service levels in financial terms for a particular financial year. In its broadest sense it includes both the revenue budget and capital programme and any authorised amendments to them.
8.03	HAMP : Highway Asset Management Plan - A strategic framework for managing the Council's highway infrastructure, aiming to ensure optimal allocation of resources for maintenance, operation, and enhancement of roads, footways, and other transport assets.
8.04	Well Managed Highway Infrastructure: An industry developed approach that sets out guidance and advice for the management and maintenance of highway infrastructure and assets
8.05	Highway Authority: The legal body responsible for maintaining adopted highways within its jurisdiction. For Flintshire County Council, this excludes Trunk Roads.
8.06	Carriageway: The part of the highway used by vehicles, commonly referred to as the road.

8.07	Footway: Pedestrian pathways alongside roads, often called pavements.
8.08	MTFS (Medium Term Financial Strategy): The Council's financial plan for allocating resources over the medium term.
8.09	Capital Investment: Funds allocated for long-term infrastructure projects, such as road repairs.
8.10	Revenue Allocation: Ongoing operational budget for maintenance and smaller works.
8.11	Steady State: Maintaining the highway network in its <u>current</u> condition through adequate funding.
8.12	Deferred Maintenance: Postponed maintenance leading to a backlog of required works.
8.13	SCRIM (Sideways-force Coefficient Routine Investigation Machine): Equipment used to measure skid resistance on road surfaces.
8.14	Annual Status Report (ASR): Yearly reports on the condition and performance of highway assets groups.
8.15	Risk-Based Approach: A method of prioritising maintenance based on risk levels, as recommended by the 2016 Code of Practice.
8.16	Inspection Regimes: Regular inspections to monitor the condition of highways and identify required repairs.