

Pothole review Prevention and a better cure

Action plan for implementation of the report's recommendations

June 2012



Highways Maintenance Efficiency Programme

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Action plan

RECOMMENDATION 1 – STRENGTHEN *WELL-MAINTAINED HIGHWAYS*

- *Well-maintained Highways* (W-mH) should be revised and strengthened to include all recommendations of this Review which are relevant to local highway authorities.

Action	Atkins to deliver the task (DfT to own action)
Support Required	Engaging with the sector through consultation
Outcomes	Published revised guidance
Success Measure	Published guidance
Dependencies	None
Timescale	12 months
Other issues and actions	Following interest across the Pothole Board membership to be involved with the revision of W-mH, Matthew Lugg (ML) would make a case for the Board to be invited to comment on the review.

RECOMMENDATION 2 – PUBLIC OPINION SURVEYS

- Local highway authorities should monitor public satisfaction with road, footway and cycleway condition and repair annually through the National Highways and Transport Public Satisfaction Survey or their own surveys. The findings can be used to benchmark performance and taken into consideration in local highway maintenance policies.

Action	Local Highway Authorities (LHAs)
Support Required	HMEP Projects Prompt in Well-maintained Highways
Outcomes	Evidence that all authorities carry out customer satisfaction surveys. (Increase from 60% in current NHT surveys)
Success Measure	Improvement in survey take up Evidence of how they have improved as a consequence
Dependencies	HMEP Benchmarking working/project Local Government Association (LGA) Inform tool
Timescale	Clarification from Steve Kent as to the timing of the NHT survey and the inclusions required.
Other issues and actions	A review the project brief for the NHT survey by Steve Kent (WSG4) to see what is specifically being done to raise the profile / support of the NHT survey and over what timescale it is being done. Note that the questions for the 2012 NHT survey have been finalised and it will not be until 2013 when this action can be progressed. The use of the 'inform tool' produced by LGA also to be investigated to support this recommendation.

RECOMMENDATION 3 – PUBLIC COMMUNICATIONS

- Local highway authorities should have an effective public communications process that provides clarity and transparency in their policy and approach to repairing potholes. This should include a published policy and details of its implementation, including the prevention, identification, reporting, tracking and repair of potholes.

Action	LHA
Support Required	<p>Best Practice from the Review of W-mH</p> <p>Framework for effectively communications with the public in Review of W-mH</p> <p>NHT Survey question (influence survey)</p> <p>ALARM survey questions (see action owner below)</p> <p>Motoring survey questions (AA monthly poll) (see action owner below)</p>
Outcomes	<p>Improvement in customer satisfaction</p> <p>Greater engagement</p> <p>All LHAs publish process on website (DfT to check)</p>
Success Measure	Less insurance claims/less complaints
Dependencies	NHT Survey
Timescale	Next 12 months
Other issues and actions	<p>Other issues</p> <p>There is currently no HMEP product supporting this recommendation. ML to consider.</p> <p>Consider referencing in W-mH and LHAs encouraged to write stronger highway maintenance plans in support of this recommendation.</p> <p>AIA/AA to ask their respective sector groups specific questions. ML to advise questions that could be asked.</p>

RECOMMENDATION 4 – ECONOMIC BENEFITS OF HIGHWAY MAINTENANCE

- To evaluate and justify the need for investment in maintenance of the local highway network, the Department for Transport (DfT) should work in conjunction with local highway authorities to develop advice on determining economic costs and benefits.

Action	DfT & HM Treasury
Support Required	LHA Research institutions Devolved authorities Approach RAC Foundation Approach Reece Jefferies Highway user organisations
Outcomes	Guidance note on how to prepare an effective business case that highlights the approach to be taken to justify the need for highway maintenance... Link to an asset management approach
Success Measure	Substantiate case for funding which reduces the conditions for the formation of potholes
Dependencies	None
Timescale	12 months
Other issues and actions	Living Streets agreed to contribute associated work/research they are undertaking to support this recommendation. Contact Dr Kevin Golding-Williams.

RECOMMENDATION 5 – COMMITMENT OF HIGHWAY MAINTENANCE BUDGETS

- The Government should commit to establishing budgets for highway maintenance for the full four years of Comprehensive Spending Review periods. This will provide greater budget certainty for the highway sector. Local highway authorities should ensure their funding for highways maintenance is aligned to this time period.

Action	DfT & LHAs
Support Required	<p>DfT have written to LHAs confirming 4 year maintenance block funds</p> <p>Board Members Summary/AM Guidance/Well-maintained Highways</p> <p>Solid case studies (South East 7) Infrastructure UK Pipeline Work</p> <p>Standard contracts recommending long term relationships</p>
Outcomes	LHA committing to longer term budgets, enabling better planning of work and greater efficiency
Success Measure	Commitment to planning and ordering work over a long period of time
Dependencies	<p>HMEP toolkit on lifecycle planning</p> <p>Guidance note on economic appraisal</p>
Timescale	12 months
Other Issues and Actions	<p>AIA/RSTA to investigate with their respective groups details of the tonnage of structural surfacing material produced every year as a measure of the commitment to highway maintenance budgets. AIA agreed but would need to know the questions to ask on HMEP's behalf. ML to consider.</p> <p>Transport for London (TfL) suggested that targeted case studies would also assist this recommendation being embedded, along with the revised HMEP asset management guidance to target local authority decision makers.</p>

RECOMMENDATION 6 – PREVENTION IS BETTER THAN CURE

- Local highway authorities should adopt the principle that 'prevention is better than cure' in determining the balance between structural, preventative and reactive maintenance activities in order to improve the resilience of the highway network and minimise the occurrence of potholes in the future.

Action	LHA
Support Required	Highways Sector ALARM survey pothole numbers (carriageway only, need to include footways) HMEP asset management guidance LGA support
Outcomes	Split in budgets between structural and preventative Shift from worst-first, from red to amber (UKPMS)
Success Measure	Reduction in number of potholes over time Measure of highway condition (UKPMS Red, Amber Green status) Volumes of material supplied by industry (AIA) Number of highway claims
Dependencies	Guidance and training HMEP intelligent client task HMEP lifecycle planning toolkit
Timescale	Long term (up to 5 years), need to measure performance annually.
Other issues and actions	AIA to provide statistical information around tonnage of materials used and other contributions to the ALARM survey but would like to know what to ask. ML to provide details. Living Streets to provide questions associated with footways.

RECOMMENDATION 7 – INFORMED CHOICES

- Local highway authorities should ensure that appropriate competencies are available to make the right choices when designing and specifying techniques and materials for the maintenance and repair of highways. These competencies can be secured through training, collaboration with neighbouring authorities or external advice.

Action	LHA
Support Required	HMEP identify gaps competency - Development of skills matrices to assess competence HMEP Training (materials specific training) HMEP Guidance notes LHAs to set up a project team with industry (Group of Subject Matters Experts to be formed) Capturing and disseminating knowledge HMEP Standard Specification
Outcomes	Greater consistency from LHAs in specifying materials Better performance of selected maintenance treatments
Success Measure	Collaboration between authorities Consistency of approach Greater take up of training to improve competency
Dependencies	Guidance
Timescale	12 months
Other issues and actions	HMEP Specification will offer guidance for authorities and support this recommendation. HMEP advocates would then promote this along with specialists within the subject areas. ML to clarify the work in Jason Russell's workstream (WSG2) around training to see if this can be used to support the recommendation.

Recommendation 8 – Guidance on Materials

- Comprehensive guidance should be made available in the design, specification and installation of materials for the maintenance and repair of highways, to ensure the use of appropriate materials for the right site. This guidance should be produced by the sector for the sector.

Action	Sector (HMEP)
Support Required	<p>Guidance on materials should be signposted in HMEP work</p> <p>Well-maintained Highways</p> <p>CIHT Transport Advice Portal</p> <p>HMEP Knowledge Hub</p> <p>Gap analysis of available guidance</p> <p>HMEP Standard Specification and Notes for Guidance</p>
Outcomes	Comprehensive list of guidance that is signposted for users
Success Measure	Consistency of approach by LHAs in specifying materials
Dependencies	Recommendation 7
Timescale	18 months
Other issues and actions	Recommendations 7 and 8 are intrinsically linked.

Recommendation 9 – Definition of Potholes

- To provide clarity, local highway authorities should adopt dimensional definitions for potholes based on best practice as part of their maintenance policy. Response times and treatment of potholes should be based on local needs, consideration of all highway users, and an assessment of risk.

Action	LHA & DfT
Support Required	Well-maintained Highways (Public facing part of W-mH, common understanding of what is dangerous) DfT YouGov note on potholes (As part of W-mH) Case studies Benchmark response times on fixes
Outcomes	Greater clarity and public understanding
Success Measure	Improved customer satisfaction as measured through public opinion surveys
Dependencies	Recommendation 3 - Communication process
Timescale	12 months
Other issues	The key thing is the response by the local authority, their risk approach and when they will undertake the repair. ML advised that this would be part of the W-mH revision encouraging greater transparency to the public around the highway maintenance operations.

Recommendation 10 – Permanent Repairs Policy

- Local highway authorities should adopt permanent repairs as the first choice. Temporary repairs should only be used where safety cannot be managed using alternative approaches and in emergency circumstances.

Action	LHA
Support Required	Guidance in Well-maintained Highways Good case studies (these have already been provided as part of the Review)
Outcomes	Reduction in multiple repairs
Success Measure	Better public satisfaction, measured through public satisfaction surveys Ratio between permanent/temporary repair
Dependencies	Guidance in Well-maintained Highways
Timescale	12 months
Other issues and actions	Need to determine current baseline to determine future savings. AIA offered to include this within his survey for the number of temporary and permanent repairs undertaken. ML to consider.

Recommendation 11 – Inspection and Training

- Local highway authorities should utilise inspection manuals to support implementation of their inspection policies. They should also ensure that highway inspectors are trained, qualified and competent in the identification and assessment of defects, including potholes, through a scheme accredited by the Highway Inspectors Board.

Action	LHA
Support Required	Guidance in Well-maintained Highways Promoting inspector training courses Review liaise with UK Roads Board accreditation board Improve competences via 'on line' resources HMEP Alliances/Regional Groups
Outcomes	Greater take up in training Increase in public satisfaction
Success Measure	Increase in number of trained inspectors (currently only 20% trained) Reduction in claims Increase in public satisfactions
Dependencies	None
Timescale	12 months
Other issues and actions	

Recommendation 12 – Technology

- Local highway authorities should consider using proven technology and systems for the effective identification and management of potholes.

Action	LHA
Support Required	Guidance in Well-maintained Highways Case studies (business case) Systems providers (ETON groups)
Outcomes	Better management of potholes
Success Measure	Improved public satisfaction Reduction in claims Overall cost savings
Dependencies	Economic benefits Information on business case Guidance in Well-maintained Highways
Timescale	12 months
Other issues and actions	HMEP to provide template for business case. ML to consider.

Recommendation 13 – Guidance on Repair Techniques

- Local highway authorities should consider the guidance provided in the ADEPT report *Potholes and Repair Techniques for Local Highways* and adopt as appropriate to their local circumstances.

Action	LHAs
Support Required	ADEPT Document
Outcomes	More robust approach to use of hot mix materials Less repairs required Costs savings
Success Measure	More durable repairs
Dependencies	See Recommendation 7 and 8
Timescale	12 months
Other issues and actions	Linked to recommendations 7 and 8.

Recommendation 14 – Quality of Repairs and Reinstatements

- To drive up standards, a quality scheme similar to a National Highway Sector Scheme should be developed by the sector to cover all aspects of manual surfacing operations, including pothole repairs and reinstatements, and its use specified by local highway authorities and utility companies.

Action	The Sector (HMEP)
Support Required	Highway Authorities & Utilities Committee UK (HAUC) Highways Term Maintenance Association (HTMA) Highways Maintenance Efficiency Programme
Outcomes	Scheme to provide - Improved systems and workmanship
Success Measure	Improved standard of workmanship Take up as contractual requirement Improved public satisfaction as measured through surveys
Dependencies	None
Timescale	Three stages, come up with scheme, train operatives, specify as contractual requirement At least 2 years
Other issues and actions	Sector bodies to gain accreditation Individual local highway authorities to ensure use of accredited suppliers Sector to identify a lead to take forward, e.g. HTMA LG offered to seek support from HAUC and invited ML to their next meeting on 31st May 2012. The group membership could be expanded to include the HTMA. The aim of the group should be to come up with a scheme, train the operatives and to specify the qualification as a contractual requirement. The resultant qualification should be recognised nationally by ideally one accrediting authority. ML to consider. LG to forward details.

Recommendation 15 – Co-ordinating Streetworks

- All parties undertaking works on the highway should share and co-ordinate short and long term programmes of work for up to four years in advance, based on good asset management practice.

Action	LHAs/Utilities
Support Required	Longer term programmes National Traffic Managers Group Asset management guidance Longer term financing TfL Case studies
Outcomes	Less occupation of the network (more joint occupation) Less duration Minimising risk of reinstatement failures
Success Measure	Less disruption Minimising risk of reinstatement failures Greater number of joint occupation
Dependencies	None
Timescale	12 months
Other issues and actions	None

Recommendation 16 – Minimising Highway Openings

- All parties involved in reinstatements must consider the need to minimise long term damage from the installation, renewal, maintenance and repair of utility and highway apparatus through alternative and innovative ways of working. Trenchless technology should be considered as part of this decision making process.

Action	LHA/Utilities
Support Required	Case studies Development of better techniques Guidance in Well-maintained Highways
Outcomes	Reduction in number of highway openings
Success Measure	Less disruption Less failures
Dependencies	Recommendation 15
Timescale	12 months
Other issues and actions	National Joint Utilities Group (NJUG) commented that trenchless technology should be the preferred choice and that they should discuss the options with the local highway authorities before committing to open the highway. ML considered how we could incentivise local authorities to use trenchless technology more widely and achieve the support of the sector to move forward in this manner.

Recommendation 17 – Research & Innovation

- The sector will benefit from supporting, co-ordinating, contributing and disseminating research on all aspects of pothole operations. Innovation from such research may continue to provide opportunities for improvement of pothole management and operations.

Action	DfT Sector (including UK Roads Liaison Group)
Support Required	Sector Academia UKRLG Development of a Knowledge Programme Small to Medium Enterprises HMEP Further task to develop Knowledge Programme
Outcomes	Prioritisation of research
Success Measure	Maximising potential for innovation More effective research
Dependencies	None
Timescale	12 months
Other issues and actions	AIA thought that this area could be done better by the sector through joint research projects and wider cross sector engagement. DfT agreed that there should be a better approach to research projects to avoid duplication and may consider DfT jointly funding future research projects. AIA would support this approach and would offer the support of his sector.

Summary of Actions

Owner – HMEP		
Rec.	Action	Date for completion
R2	HMEP Benchmarking Project	
R3	Currently no HMEP product supporting this recommendation HMEP to investigate	
R5	Provide case studies demonstrating benefits of fixing budgets	
R5	HMEP toolkit on lifecycle planning will provide a mechanism to budget plan	
R6	HMEP Asset management guidance to provides relevant guidance on preventative maintenance	
R6	HMEP intelligent client task to provide guidance on the use of preventative maintenance	
R7	HMEP identify gaps competency – development of skills matrices to assess competence	
R7	HMEP Training (materials specific training)	
R7	HMEP Guidance notes	
R7	HMEP Standard specification to include guidance on how to specify materials this also to include measure of consistency of approach	
R7	Consideration of using HMPE work stream on training – Jason Russell to be consulted	
R7	HMEP Skills matrices to measure competency of LHA and other staff	
R12	Case studies of business case on use of technology to be developed together with a template	
R14	Engagement in the development of the sector scheme for hand lay materials	
R15	Asset Management Guidance to include guidance on	

	co-ordination of works	
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Owner – AIA

Rec.	Action	Date for completion
R3	ALARM question on communication process	
R5	AIA to obtain tonnages of materials used by their members	
R5	RSTA to get tonnages of materials used by their members	
R6	ALARM survey to include number of potholes	
R8	HMEP Knowledge Hub to be used for materials	
R10	AIA to include question on permanent and temporary repairs in their ALARM survey	
R11	Question on reduction in claims to be asked in ALARM survey	
R12	Question on the use of technology to be asked	

Owner – NJUG & JAG

Rec.	Action	Date for completion
R14	Engagement in the development of the sector scheme	

Owner – DfT		
Rec.	Action	Date for completion
R1	Board to input into W-mH	
R2	Public opinion surveys to be covered in W-mH	
R3	Consider highway maintenance plans to include stronger communication process	
R4&R5	Guidance note on the economic benefits of highway maintenance	
R5	WMH to include members' summary and text on use of highway budgets	
R9	DfT to consider YouGov note on potholes to improve public understanding of issues and their own responsibilities	
R10	Permanent repairs policy to be included as part of WMH	
R11	Guidance on inspection and training to be included in WMH	
R15	Guidance in WMH on highway openings	

Owner – NHT		
Rec.	Action	Date for completion
R3	Survey question on communication process	
R9	Improved public satisfaction measured through surveys	
R11	Question on reduction in claims to be asked	

Owner – AA		
Rec.	Action	Date for completion
R3	AA to ask as part of their public opinion surveys	

Owner – Wider Sector		
Rec.	Action	Date for completion
R7	Set up subject matter expert for materials who can provide guidance to sector	
R8	CIHT Transport Advice Portal to be used to publish guidance notes	
R9	Benchmarking of responses to pothole defects	
R10	Gather data on ratios between temporary and permanent repairs	
R11	Promotion of inspector training	
R14	Engagement in the development of the sector scheme for hand lay materials	
R15	TfL to provide Case studies on co-ordinating works	