



Council Cabinet
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ITEM 12

Report sponsor: Rachel North, Strategic
Director for Communities and Place
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Team Leader

Derby City's Resilient Highway Network

Purpose

- 1.1 Derby City Council is responsible for maintaining 731km of road network, containing 146 km of roads which, following consultation, have been assessed as being part of the Resilient Highway Network.
- 1.2 The Transport Resilience Review (Department for Transport 2014) recommended that local highway authorities should "Identify a 'resilient network' to which they will give priority, in order to maintain economic activity and access to key services during extreme weather". This has been further reinforced as a recommendation within the Well-Managed Highway Infrastructure Code of Practice: October 2016.
- 1.3 Derby City have self-assessed as a Band 3 Authority on the Incentive Fund, in that we are making significant progress towards effective asset management practices in maintaining our highway assets. It also ensures capital funding provided by the Department for Transport for highway maintenance is at the optimum level. Defining a resilient network is a key requirement of the Incentive Fund, so that investment in that part of that network may be prioritised alongside other asset management activities.
- 1.4 A robust process in creating a resilient network ensures the Council can adequately adhere to their duty of care under the Highways Act 1980 and enable the public to travel safely on the highway network.

Recommendations

- 2.1 To approve the adoption of a Resilient Highway Network as part of our wider approach to asset management.

- 2.2 To note the continuing re-assessment of the highway network, in assessing and recognising the Resilient Highway Network. It will consider which routes are absolutely essential and which can be managed without for only a short time. It is implicit that these decisions will not simply follow road classification, categorisation or winter gritting routes. The resilient network will be the bare minimum a highway authority needs to maintain when events or extreme weather reduce the capacity of the authority's resources.

Reasons

- 3.1 During periods of prolonged extreme weather or unexpected events, the local and / or national highway network can be disrupted. Due to the effects of climate change, we will see an increasing incidence of extreme weather events. This was highlighted during the recent flooding events of 2000, 2007 and 2012/13 as well as significant snow and freezing conditions of 2008/09, 2009/2010 and early 2010/11. Many areas of the country suffered much transport disruption. In response, the Secretary of State commissioned an independent review of the resilience of the nation's transport network, resulting in the Department for Transport's 'Transport Resilience Review' (2014).
- 3.2 Recommendation 35 of 63 requires local highway authorities to understand which routes are of such vital economic and social importance and seeks to ensure that they are maintained and where appropriate, enhanced to a higher standard in order to mitigate the effects of extreme weather. This should also tie in with the authority's approach to asset management in prioritising resources in the correct locations. A resilient network should be a much narrower definition than that used to prioritise general network maintenance. It is the minimum network to maintain economic activity.
- 3.3 The adoption of the Resilient Highway Network will facilitate a more efficient and responsive highways service that works with our key partners to maintain key routes and manage public expectations.

Supporting information

- 4.1 The Well-Managed Highway Infrastructure Code of Practice: October 2016 states that a Resilient Highway Network should be identified.
- 4.2 It states that a 'Resilient Network' should be identified which will receive priority through maintenance and other measures in order to maintain economic activity and access to key services during disruptive events. The process for identifying the Resilient Network will consider which routes are absolutely essential and which can be managed without for only a short time. The process should engage key business and interest groups and involve the community. It is likely to include those routes crucial to the economic and social life of the local or wider area and take account of repeat events, e.g. flooding hotpots.

- 4.3 The Department for Transport's Incentive Fund Self-Assessment questionnaire also asks 'Has your local authority established a resilient network as recommended by the 2014 Transport Resilience Review'?

4.4 We need to demonstrate:

- the process for developing the resilient network has been developed and documented
- liaison has been undertaken with key business, interest groups and other key transport stakeholders (e.g. Network Rail and bus operators)
- the resilient network has been agreed with senior decision-makers
- all risks associated with adopting the resilient network have been documented together with mitigation
- resilience against snow, ice and flooding, as a minimum. It should also cover resilience against exceptional heat, industrial action, major incidents and other local risks
- the resilient network is reviewed at least every two years as part of contingency planning and updated after any relevant events, based on lessons learnt
- it is used as a basis for decision making and included in the prioritisation criteria for relevant assets
- it has been communicated with the public and is on the authority's website.

4.5 Appendix 1 sets out our Resilient Highway Network, following consultation and an internal workshop to ratify responses, held with key stakeholders including Emergency Planning and Network Management. The consultation identified a number of priorities for stakeholders. These have all been considered and some have been endorsed as

- the main routes into/out of the city
- those roads providing access to/from emergency services hubs
- those roads which should be prioritised ahead of the Highway England A38 scheme, to provide resilience during the four year build period.
- the outer ring road, sections of which do not belong to Derby City.

4.6 We are working with Derbyshire County Council to ensure resilient routes leaving the city have cross boundary connectivity and where it does not, to review the reasons why.

4.7 The development of the Resilient Highway Network follows on from considerable work completed in 2018 towards adopting a new Highway Infrastructure Asset Management Policy and Strategy, which was approved by Council Cabinet in September 2018.

4.8 Appendix 2 includes the 'Highway Infrastructure Maintenance Hierarchy and Resilient Network' (Document AMF-006) which is part of the Highway Infrastructure Asset Management Framework. The foundation of the highway infrastructure network is a road network hierarchy. The document sets out the process the Council undertook to identify and assign maintenance hierarchies for the carriageway and footway assets. It reflects the current and expected use, resilience, and local economic and social factors such as the location of industry, schools, hospitals etc. It is crucial to asset management planning as different levels of service can be associated with different maintenance categories for key infrastructure assets.

4.9 Different infrastructure assets may have their own maintenance hierarchies. Work is continuing to identify these as we need to ensure they are related, so that they can all be considered in cross asset prioritisation and in relation to the whole highway infrastructure network.

Appendix 2 also sets out the full consultation process for the Resilient Highway Network. The Resilient Highway Network is not a maintenance hierarchy in its own right, as that refers to levels of service related to maintenance activities, not resilience.

5.1 **Public/stakeholder engagement**

We commenced consultation on the Highway Resilient Network in October 2018. Consultation took place with the following:

- o Derbyshire County Council – surrounding authority
- o Emergency Planning
- o Renaissance Board
- o Active Travel Forum
- o Strategic Bus Partnership
- o Highway Authorities and Utilities Committee - Highway Depots
- o Ministry of Defence
- o Police Stations
- o Ambulance Stations
- o Fire Stations
- o Hospitals with Accident and Emergency
- o Bus Stations
- o Railway Stations
- o Access to motorway network
- o Critical infrastructure identified in the council's emergency plan
- o COMAH sites
- o Key petrol stations
- o Power distribution points
- o Water distribution points
- o Communications networks, i.e. essential fibre optic cables etc.
- o Main Business Parks
- o Main Industrial Estates
- o Main Employment Centres

- 5.2 On approval, the Highway Resilient Network will be made publicly available on our website. It will be reviewed every two years, so ongoing engagement will be necessary, to pick up emerging changes to the use of the network.

Other options

- 6.1 None. Continuing as we have without an approved resilient network in place weakens our Band 3 Self-Assessment submission. It will only demonstrate to Department for Transport and other key stakeholders that we have not considered what is 'reasonably practicable' to secure the highway to an adequate condition to build resilience.

Financial and value for money issues

- 7.1 This decision does not have any direct financial implications as defining our Resilient Highway Network is about prioritising existing resource on that part of the overall network, in recognition of its importance to Derby's economy and the wellbeing of its residents and businesses, particularly during extreme weather events.
- 7.2 Derby City have self-assessed as a Band 3 Authority on the Incentive Fund, in that we are making significant progress towards effective asset management practices in maintaining our highway assets. It also ensures capital funding provided by the Department for Transport for highway maintenance is kept at the optimum level.

Legal implications

- 8.1 The formal management of a highway network is not a legal requirement, but Section 41 of the Highways Act 1980 imposes a duty on the Council, as Highway Authority, to maintain highways maintainable at public expense. Section 58 of the Act provides for a defence against action relating to alleged failure to maintain a highway maintainable at public expense, on grounds that the authority has taken such care as in all circumstances was reasonably required to secure that the part of the highway in question was not dangerous for traffic
- 8.2 The Council has followed due process in reviewing and defining its Resilient Highway Network and the key locations where they need to give priority to maintain access and connectivity in the face of adverse conditions.
- 8.3 Having a process in place for creating a resilient network helps our defence to counter legal actions for negligence on our network.

Other significant implications

- 9.1 None

This report has been approved by the following people:

Role	Name	Date of sign-off
Legal	Olu Idowu	
Finance	Amanda Fletcher	
Service Director(s)	Richard Antcliff	
Report sponsor	Rachel North	
Other(s)	Nigel Brien, Lincoln Smithers, Emergency Planning	

Background papers:	
List of appendices:	
Appendix 1	Highway Resilient Network PDF
Appendix 2	Highway Infrastructure Maintenance Hierarchy and Resilient Network