



**WOKINGHAM
BOROUGH COUNCIL**

HIGHWAY MAINTENANCE MANAGEMENT PLAN

VOLUME 1 INTRODUCTION & OVERVIEW

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HIGHWAY MAINTENANCE MANAGEMENT PLAN

Volume 1: Introduction & Overview

Volume 2: Highway Network Maintenance

Volume 3: Highway Drainage

Volume 4: Winter Service

Volume 5: Severe Weather and other Emergencies

Volume 6: Highway Structures

Volume 7: Traffic & Transport (incl Traffic Management & Road Safety)

Volume 8: Street Lighting and Illuminated Signs

Volume 9: Other Miscellaneous Functions

Including:

Sweeping and Street Cleansing

Weed Control

Verges and Open Spaces

Trees

Grass Cutting

Public Rights of Way

Volume 10: Highway Development Control

HIGHWAY MAINTENANCE MANAGEMENT PLAN

VOLUME 1 - INTRODUCTION & OVERVIEW

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VOLUME 1 - INTRODUCTION & OVERVIEW

1. Executive Summary

- 1.1. The Highway Maintenance Management Plan (HMMP) sets out the context within which highway and highway-related maintenance will be delivered.
- 1.2. The Plan is based on the principle that highway maintenance forms part of a wider agenda of network management and transport integration including strategies for public transport, walking and cycling.
- 1.3. The Plan is an integral part of WBC Highway Asset Management framework and enables the delivery of the aims and objectives in the Asset Management Policy and Strategy.
- 1.4. The Plan attempts to follow the framework and recommendations of various codes of practice whilst recognising the need for regular review and amendment to reflect local circumstances and user involvement.

2. Introduction

- 2.1. The highway network is a key and highly visible community asset supporting both the local and national economy and contributing to the character and environment of the Borough. The importance of highway maintenance and its relevance to the management of the highway network for all transport users, whatever their mode, requires an increased emphasis on management and systems to support service delivery.
- 2.2. A code of Practice 'Well-managed highway infrastructure' was published in October 2016.
- 2.3. The objectives of the Code are:
 - (a) To encourage the development, adoption and regular review of policies for highway maintenance, consistent with the wider principles of integrated transport, sustainability and Best Value.
 - (b) To encourage a focus on the needs of users and the community and their active involvement in the development and review of policies, priorities and programmes.
 - (c) To encourage harmonisation of highway maintenance practice and standards where this is consistent with users' expectations whilst retaining reasonable diversity consistent with local choice.
 - (d) To encourage the adoption of an efficient and consistent approach in the collection, processing and recording of highway inventory, highway condition and status information for the purpose of both local and national needs, assessment, management and performance monitoring.
 - (e) To encourage the adoption and regular review of a risk management regime in the determination of local, technical and operational standards.

- (f) To encourage the adoption of asset management planning as a means of demonstrating value for money in the delivery of highway maintenance.
- (g) To encourage continuing innovation in the procurement of highway maintenance contracts, whilst complying with high standards of corporate government.

2.4. The Code defines the following core objectives for highway maintenance on which to build a consistent framework of inspection, condition standards, service delivery and Performance Indicators.

- **Network Safety**
Complying with statutory obligations
Meeting users' needs
- **Network Serviceability Ensuring availability**
Achieving integrity
Maintaining reliability
Enhancing quality
- **Network Sustainability Maximising cost over time Maximising value to the community**
Maximising environmental contribution.

2.5. The Highway Maintenance Management Plan has been revised in a local context to reflect recommendations set out in the various codes of practice relating to each element of service.

2.6. This document represents Volume 1 of the HMMP and introduces the overall plan which is comprised of a number of volumes each of which addresses a specific element of the council's overall highway maintenance strategy and policies. The 10 volumes of the HMMP are as follows:

- **Volume 1 - Introduction & Overview** □ **Volume 2 - Highway Network Maintenance**
Includes details of highway safety inspections, maintenance standards, highway condition assessments, programming and prioritising of works etc.
- **Volume 3 – Highway Drainage**
Sets out standards for gully cleansing, highway drainage system maintenance, ditches etc
- **Volume 4 - Winter Service**
Defines the standards for Winter Services, lists roads on the Primary and Secondary Networks, details responsibilities for the decision-making process used to call-out of gritters etc.

Volume 5 - Severe Weather and other Emergencies

Addresses the Council's responsibilities regarding severe weather (other than winter conditions) including flooding, wind, heat etc and other emergency situations.

☐ **Volume 6 - Highway Structures**

Bridges, embankments, retaining wall, large culverts etc.

☐ **Volume 7 - Traffic & Transport (including Traffic Management and Road Safety)**

Includes maintenance standards for traffic signals, pedestrian crossings etc, sets out criteria for introduction of highway safety schemes, gives guidance on traffic regulation orders and includes information on transport.....

☐ **Volume 8 - Street Lighting and Illuminated Signs**

Sets out maintenance standards for Street Lighting and Illuminated Signs.

☐ **Volume 9 – Other Miscellaneous Functions**

Includes sections on Sweeping and Street Cleansing, Weed Control, Verges & Open Spaces, Trees, Grass Cutting and Public Rights of Way

☐ **Volume 10 – Highway Development Control** New developments

2.7. The policies, priorities and programmes for highway maintenance are to be reviewed regularly to keep in line with changes to national standards, technical advances in highway maintenance techniques and within the context of wider corporately defined strategic objectives of the Council.

2.8. It is recognised that the Highway Maintenance Management Plan must link with the wider objectives for transport integration and network management including strategies for public transport, walking, cycling and other Council services.

3. Legal Frameworks

3.1. Much of highway maintenance activity is based upon statutory powers and duties contained in legislation and precedents developed over time as a result of claims and legal proceedings.

3.2. The Highways Act 1980 sets out the main duties of Highway Authorities in England and Wales. In particular Section 41 imposes a duty to maintain highways maintainable at public expense and almost all claims against Authorities relating to highway functions arise from the alleged breach of this Section. Section 58 provides for a defence against action relating to alleged failure to maintain on grounds that the Authority has taken reasonable steps to ensure that the part of the highway in question was not dangerous for traffic. Legislation requires highway authorities to remove snow and ice from the highway. The Winter Services Plan (Volume 4 of the HMMP) is reviewed annually.

3.3. The New Roads & Street Works Act 1991 (NRSWA) is an enabling Act setting out the duties of the Council as a Street Authority to co-ordinate and regulate works

carried out in the highway by any organisation and gives effect to a series of Regulations and Codes of Practice. The relevant Codes of Practice are:

- Specification for the reinstatement of openings in highways.
- Measures necessary when apparatus is affected by major works (Diversionary Works).
- Safety at road works and street works.
- Co-ordination of street works.
- Inspections.
- Record keeping.

Guidance on the range of responsibilities for the Council and Undertakers is set out in the Code of Practice (2nd Edition April 2001)

3.4. The Traffic Management Act 2004 introduces a number of provisions including:

- Highways Agency Traffic Officers;
- Highway Authority “Traffic Managers”;
- Local Authority duty for network management;
- Permits for work on the highway; □ Increased control of utility works;
- Increased civil enforcement of traffic offences.

The most important feature of the Act is Section 16(1) which establishes a duty for local traffic authorities ‘to manage their road network with a view to achieving, so far as may be reasonably practicable having regard to their other obligations, policies and the following objectives:

- Securing the expeditious movement of traffic on the authority’s road network;
- Facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority.

Section 31 of the Act specifically states that the term ‘traffic’ includes pedestrians, so the duty requires the authority to consider all road users.

The duty is not limited to the actions of the Department responsible for traffic within an authority. Local authorities will need to consider the duty when exercising their powers under any legislation where this impacts on the operation of the network. “Authorities should therefore ensure that the whole organisation is aware of the duty and the implications for them. Authorities are required to appoint a Traffic Manager to administer the network management duty.”

The Act also strengthens the regulatory regime with regard to the works of utilities and others within the highway including permit schemes, new conditions, and fixed penalty notices.

3.5. Powers contained in the Highways Act 1980 sit within a much broader legislative framework specifying powers, duties and standards for the wider network management function. These include:

- Road Traffic Regulation Act 1984 and the Traffic Signs and General Directions 1994.
- Road Traffic Act 1988 which provides a duty for Highway Authorities to promote road safety including a requirement to undertake accident studies and take such measures as appear appropriate to prevent such accidents occurring. It also requires Authorities, in constructing new roads, to take such measures as appear appropriate to reduce the possibilities of such accidents when the roads come into use.
- Road Traffic Reduction Act 1997.

3.6. In July 2002 the Council entered into a streetworks partnership with local Statutory Undertakers to ensure that all works in the Borough are carried out not only within the letter and spirit of the Act but also within all recognised best practice procedures.

- The partnership involves regular involvement between the members and includes:
- 6 weekly projects (coordination) meetings;
- joint inspection between the partners;
- specific meetings to discuss major planned works.

3.7. The functions of the Highway, Street and Traffic Authority are required to comply with an increasing range of legislation regulating the environmental effects of their operations including:

- The Wildlife and Countryside Act 1981 provides a framework of legislation relating to environmental and countryside issues with which highway maintenance operations must comply.
- The Environmental Protection Act 1990 provides the statutory basis for other environmental issues, in particular waste management, with which highway maintenance operations must comply. It also deals with requirement to keep the highway clear of litter and refuse which for local roads is not a duty for the Highway Authority.
- The Noxious Weeds Act 1959 places a responsibility on the Highway Authority to take action to inhibit the growth and spread of injurious weeds growing within the highway. Weed spraying operations are also regulated by the Environment Agency and by the Health and Safety Commission Code of Practice.
- Rights of Way Act 1990.
- Countryside and Rights of Way Act 2000.

- The Clean Neighbourhoods and Environment Act 2005.
- Flood & Water Management Act 2010

3.8. The Local Government Act 1999 places a general duty of Best Value on Local Authorities in England and Wales to ensure Best Value.

3.9. The Health and Safety at Work Act 1974, together with the Management of Health and Safety at Work Regulations 1992 and Construction (Design and Management) Regulations 1994 require for Highway, Traffic and Street Authorities to carry out work in a safe manner and establish arrangements for the management of construction works.

4. Highway Network Inventory and Hierarchy

Network Inventories

4.1. The Highways Act 1980 requires the keeping of a register of roads that are maintainable at public expense. There is also a requirement under the New Roads and Street Works Act (NRSWA) 1991 to maintain information for the purpose of:

- Identifying streets described as traffic sensitive where work should be avoided at certain times of the day (see appendix A for a list of streets in the Borough that have been designated as traffic sensitive).
- Identifying structures under or over the street which need special consideration when work is planned.
- Identifying reinstatement categories used by Statutory Undertakers in the reinstatement of their street works.

4.2. This information is maintained and updated on a regular basis to take account of new developments and/or amendments to the network, all within the framework of the national Street Gazetteer (NSG). The information is in a format that can be electronically accessed by Statutory Undertakers.

4.3. A detailed inventory of all the street lighting stock is also maintained to a similar standard in an electronic format.

Network Hierarchy

4.4. A network hierarchy is the foundation of the maintenance strategy. The hierarchy adopted for the Borough reflects the needs, priorities and actual use of each road in the network. It is also important that local hierarchy is dynamic and regularly reviewed to reflect changes in network characteristics and use. Volume 2 of the HMMP (entitled 'Highway Network Maintenance') contains tables that set out the council's Network Hierarchy.

5. Reducing Mobility Handicaps

5.1. The needs of people with mobility handicaps will be taken into account as an integral part of all aspects of the Highway Maintenance Management Plan. Wherever possible the Council will implement the Guidelines - "Reducing Mobility Handicaps - Towards a Barrier-Free Environment" published by the Institution of

Highways & Transportation in July 1991 and any other relevant updated information.

6. Managing Compliments, Complaints and Claims

- 6.1. The management of the highway network is a high profile public service and all communications, from whatever source, are electronically recorded and receive appropriate action and response.
- 6.2. 'Wokingham Direct' provide a Customer Care call service (tel: 0118 974 6000) for the management of telephone calls. The call centre personnel are regularly briefed on current highway issues and have access to further technical advice and support as necessary.
- 6.3. The Council is responsible for dealing with any third party claims in connection with highway incidents that occur within the Borough. A database will be maintained for evaluation purposes and to identify any specific actions.

7. Rechargeable Works

- 7.1. Wherever possible the Authority will recover the cost of repairing damage from third parties in the case of damage to street furniture, removal of debris etc.

8. Data Collection

8.1. Wokingham recognise that good and robust data is key to implementing asset management and delivering potential benefits. However, the Authority believes that the collection, management and use of data needs to be based on a process, which identifies:

- Ownership
- Data Objectives
- Responsibilities

Data collection methods are tailored to each asset, ideally utilising existing maintenance activities to collect data. The asset data is collected through the means of as-built record drawings, historical asset records including various study reports i.e. Management Study/Feasibility Study/Technical Study/Ground investigation Study/Ecological Study, Inspection/survey works carried out by Staff/Principal Contractors/Specialised contractors to identify any gap and update the records, structural assessment works, data from developers.

Scheme delivery partners are not expected to interact with the asset data systems but provide data suitable for their update.

9. Data Management and Information Systems

9.1. WBC recognise that effective asset management and its implementation relies on systems, that can be used as tools to support decision making at all levels. WBC has the following asset data management systems for recording inventory, condition, construction, and maintenance data:

- WDM “HIMS” system is covering most of highway management needs, including works order, public enquiries, street works, inspection process;
- WDM - United Kingdom Pavement Management System (UKPMS);
- AMX – Structures management software
- Telenza “PLANet” Central Management System (CMS)
- ESRI GIS (as the core asset management database)
- MAP16

The provision of these systems enables us to meet the need to store and retrieve asset data to fulfil this asset data life cycle requirement. Appropriate care should be given to the distribution of asset data as without proper context it can be easily misinterpreted causing reputational damage to the council.

Data management is also an integral part of understanding our assets, the condition of those assets, and the cost of maintaining them to identified levels of service. The data transfer requirements for individual systems will be agreed with the system owners. The following data file types should be used where applicable and unless otherwise specified.

- Non-geometric data: csv – comma separated text file
- Geometric data: shapefile – a file containing geometric data and attributes.

Asset Data Custodians are responsible for controlling quality of asset data. The Asset Data Custodians will, for their relevant asset class, ensure that asset data is:

- complete
- correct
- accurate
- current
- compliant with the relevant standards
- available in the relevant asset data system in a timely manner

10. Monitoring and Review

10.1. The establishment of regular and structured monitoring is a key requirement for a number of reasons:

- (a) The character and use of the network is subject to constant change.
- (b) Technical research on materials, treatments, processes and practices is rapidly evolving.

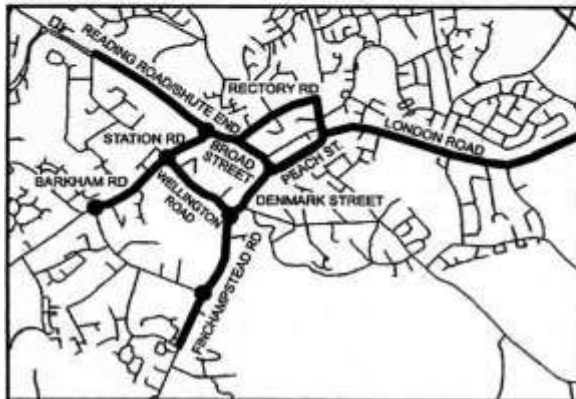
- (c) The use of 'quieter' road surface materials will be used on major surfacing/resurfacing schemes wherever possible and with due consideration to cost. 'Preventative' surface treatments designed to extend the life of roads by sealing them against the ingress of water and reestablishing their skid resistance (e.g. surface dressing) will still be specified, as they can often be a more cost-effective treatment. It is recognised, however, that they do not result in as quiet a running surface as the more expensive surface treatments.
- (d) A critical factor in determining liability.
- (e) New forms of partnership for service delivery.
- (f) Recording progress on Best Value Performance Plans, Local Transport Plans, Performance Indicators and targets.

10.2. A comprehensive review of the Highway Maintenance Management Plan will be made every 3 years.



11. Traffic Sensitive Streets

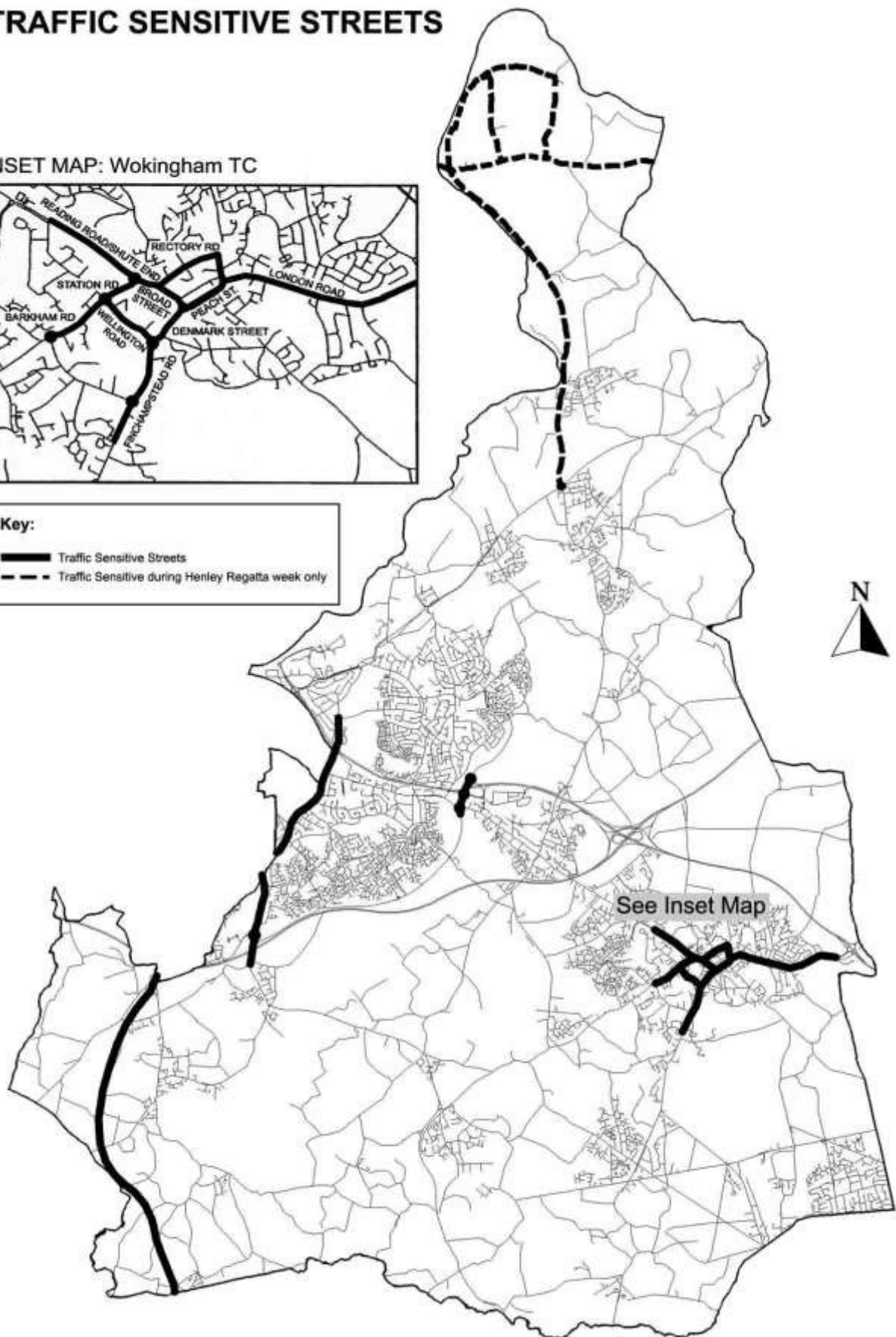
TRAFFIC SENSITIVE STREETS

INSET MAP: Wokingham TC



Key:

-  Traffic Sensitive Streets
-  Traffic Sensitive during Henley Regatta week only



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Traffic Sensitive Streets	
Barkham Road (B3349), Wokingham	MereOak Lane (A33), Three Mile Cross
Broad Street (A329), Wokingham	Peach Street (A329), Wokingham
Carnival Pool Roundabout (A321), Wokingham	Reading Road (A329), Wokingham
Church Road (B3350), Earley	Rectory Road (A329), Wokingham
Denmark Street (A321), Wokingham	Shinfield Road (A327), Earley
Elm Road (B3350), Earley	Shute End (A329), Wokingham
Finchampstead Road (A321), Wokingham	Station Road (A321), Wokingham
Hollow Lane (A327), Earley	Swallowfield Bypass (A33), Swallowfield
Hollow Lane (A327), Shinfield	Wellington Road (A321), Wokingham
Loddon Bridge Interchange, Winnersh	Wilderness Road (B3350), Earley
London Road (A329), Wokingham	Wiltshire Road (A329), Wokingham
Market Place (A321), Wokingham	

Traffic Sensitive during Henley Regatta	
Aston Lane, Remenham	Remenham Lane, Remenham
Henley Road (A4130), Remenham	Wargrave Road (A321), Twyford
High Street (A321), Wargrave	Wargrave Road (A4130), Remenham
Remenham Church Lane, Remenham	White Hill (A4130), Remenham
Remenham Hill (A4130), Remenham	

A further list of streets has been identified where, in the opinion of the street works officer, major disruption might occur as a result of road works. These streets are not defined in the street works register as 'Traffic Sensitive' but works will be avoided on these roads during peak traffic periods wherever possible.

Other streets considered by The Engineer to be sensitive to traffic

A329M and A3290

Arborfield Road (A327), Shinfield

Bader Way (The), Woodley

Barkham Road (B3349), Barkham

Basingstoke Road (B3349), Shinfield/Swallowfield

Basingstoke Road, Shinfield

Bath Road (A4), Woodley/Sonning/Charvil/Wargrave

Beechwood Avenue, Woodley

Berkshire Way (A329), Wokingham

Binfield Road, Wokingham

Broadwater Lane (A321), Hurst

Brookers Hill, Shinfield

Butts Hill Road, Woodley
Church Lane, Shinfield
Church Road (B3350), Earley
Church Street (A321), Twyford
Coppid Beech (A329), Wokingham
Other streets considered by The Engineer to be sensitive to traffic
Davis Street (B3030), Hurst
Denmark Avenue, Woodley
Doles Hill (B3349), Barkham
Easthampstead Road, Wokingham/Wokingham Without
Eversley Road (A327), Arborfield
Finchampstead Road (A321), Finchampstead
Finchampstead Road (B3016), Finchampstead
Fleet Hill (B3348), Finchampstead
Glebelands Road (A321), Wokingham
Headley Road East, Woodley
Headley Road, Woodley
Heathlands Road, Wokingham Without
Hollow Lane (A327), Shinfield
Holmemoor Drive, Sonning
Hurst Road (A321), Twyford
Hyde End Road (B3349), Shinfield
Jubilee Road (B3016), Finchampstead
Keephatch Road, Wokingham
King Street Lane (B3030), Winnersh
Langley Common Road, Barkham
Loddon Bridge Interchange, Winnersh
Loddon Bridge Road, Woodley/Earley
Lodge Road (B3030), Hurst
London Road (A4), Earley
Longwater Road (B3016), Finchampstead
Lower Earley Way (B3270), Earley
Lower Earley Way North (B3270), Earley
Lower Earley Way West (B3270), Earley
Lower Wokingham Road (A321), Finchampstead/Wokingham Without
Miles Way, Woodley
Milton Road (A321), Wokingham
Mole Road (B3030), Sindlesham, Winnersh/Arborfield

New Bath Road (A4), Charvil/Twyford
Nine Mile Ride (B3430), Wokingham Without
Nine Mile Ride, Finchampstead
North Drive, Woodley
Odiham Road (B3349), Riseley
Old Bath Road (A3032), Charvil
Old Bath Road, Woodley
Park Lane, Charvil
Park Lane, Finchampstead
Pitts Lane (B3350), Earley

Other streets considered by The Engineer to be sensitive to traffic

Plough Lane, Wokingham
Pound Lane, Sonning
Pound Lane, Woodley
Reading Road (A327), Arborfield/Swallowfield/Finchampstead
Reading Road (A329), Earley/Woodley/Winnersh/Wokingham
Robin Hood Lane (B3030), Winnersh/Hurst
Sandhurst Road (A321), Finchampstead/Wokingham
School Green (B3349), Shinfield
Shepherds Hill (A4), Woodley
Sindlesham Road (B3030), Arborfield
Spitfire Way, Woodley
Straight Mile The (B3018), Hurst
Straight Mile The, Hurst
Tippings Lane, Woodley
Twyford Road (A321), Hurst
Village The (B3348), Finchampstead
Waingels Road, Charvil/Woodley
Waltham Road (A321), Twyford
Waltham Road (B3018), Hurst/Twyford
Wargrave Road (A321), Twyford
Warren House Road, Wokingham
Wharfdale Road, Winnersh
Whitley Wood Lane (B3270), Earley
Wiltshire Road, Wokingham
Wokingham Road (A321), Hurst
Wokingham Road (A329), Earley
Woodlands Avenue, Woodley

Glossary of Terms

Best Value

Ensuring that services are responsive to the needs of citizens not the convenience of service providers. Securing continuous improvement having regard to a combination of economy, efficiency and effectiveness.

Carriageway

The part of the highway laid out for use by wheeled vehicles.

Cycleway

A cycle track, shared surface forming a route or part of a route.

Footpath

Off-road Public Right of Way for pedestrian use only.

Footway

A Public Right of Way (PROW) on foot which is part of a highway that includes a carriageway.

Highway

Collective term for publicly maintained facilities laid out for all types of user and includes, for the purpose of this Code, roads and streets.

Highway Alliance

The highway alliance is a non-contractual arrangement bringing the term contractor, consultant and Borough together as a team to enhance the effective delivery of the highways and transport service.

Highway Register

Register of public highways maintained by Authorities, mainly for the purpose of Land Charge Searches.

Investigatory Level

The standard of asset condition below which the need for treatment should be considered.

Maintenance Type

The nature of planned maintenance response, for example reactive, routine or programmed.

Maintenance Category

The nature of maintenance work undertaken, for example cleansing, patching, resurfacing etc.

Performance Indicator

The measure of performance in exercising a function.

Pavement

Collective term for the construction of all running surfaces.

Road

See Carriageway.

Safety Inspection

Inspections to identify all defects likely to create danger or serious inconvenience to users or the wider community.

Service Inspection

Inspections to identify all defects likely to compromise serviceability.

Street

See Highway

Structural Condition Survey

A number in the range 0 - 100 which defines the relative condition of the highway. Higher numbers reflect increasing deterioration.

Sustainability

Securing a balance of social, economic and environmental wellbeing that does not compromise the ability of future generations to meet their own needs. Also to ensure that financial and operational resources are provided to avoid progressive deterioration of the asset.

Winter Service

Collective term for all specialist winter operations. Also called Winter Maintenance. Generally involves salting the roads.

Key References

Highways Act 1980
New Road and Street Works Act 1991
Rights of Way Act 1990
Road Traffic Regulation Act 1984
Road Traffic Act 1988
Traffic Management Act 2004

