

Highway Asset Management Planning: Risk Based Approach: Method



Document Information

Title	Risk Based Approach: Method
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Description	This document is a detailed description of the method proposed by CSSW for a nationally consistent risk review method in response to the 2016 Code of Practice "Well Managed Highway Infrastructure"

Document History

Version	Status	Date	Author	Changes from Previous Version
1	draft	May 19	exp	NA
2	draft	Oct 19	exp	Formatting updated
1	Final	Oct 19	exp	NA.

Document Control

Version	Status	Date	Authorised for Issue by CSSW
1	Final	Oct 19	CSSW Main Group Meeting Sept 2019

1. Introduction

This document set out CSSW's recommended method of applying a risk-based approach to the management of highway assets. It has been developed under the CSSW highway asset management project and forms part of the HAMP recommended practices. This risk-based approach has been formally approved by CSSW with the expectation that it will be adopted by all Welsh local authorities.

CSSW's HAMP recommended practices have been updated to incorporate a requirement to carry out an annual highway asset risk review as Task 4a. This includes:

- 1) **RP1 –Highway Asset Risk Review**: A spreadsheet that authorities are recommended to use to record a regular risk review (Minimum 2 Yearly).
- 2) **Risk Based Approach: Method**: Document providing a description of the approach to accompany the spreadsheet RP1. (This Document)
- 3) **Risk Based Approach: Summary of Method:** Document providing a summary explanation of the method intended for use by authorities to brief managers and members
- 4) **Template Maintenance Manual/Policy Statement:** Template document that authorities can use to record their hierarchy, inspection and repair regimes
- 5) **Highway Inspection Defect Recording Manual:** A manual on what defects to record and what records should be taken about each. A reference document for inspector training
- 6) Committee Paper Template/Report of Outcome of Highway Risk Review
 - a) A template initial paper that advices the new method, references the CoP and recommends changes to hierarchy, inspection and repair regimes.
 - b) A template report paper for subsequent reviews that focuses on reporting changes to risk and resultant recommended changes to hierarchy, inspection and repair regimes
- **7) National Minimum Standards:** A statement of minimum standards for investigatory level and associated response times for defects.
- **8) Rationale Behind the Approach:** Sets out the rationale that was adopted in developing that approach.



Risk Based Approach: Method

2. Implementation

The method requires asset data to be used increasingly to support the risk assessment process. It will allow authorities to move away from a reliance on officer judgement to a process where decisions can be justified by reference to data. The data required to fully implement the risk assessment process may not be available initially. To accommodate this a staged implementation is proposed.

Initial Risk Based Regime

The initial regime should be based upon existing data. Upon implementing the initial regime, it is expected that authorities should instigate appropriate data collection procedures to ensure that the data required to implement the risk review using the risk-based method is available for future use. To deliver consistency regionally and nationally it is recommended that initial hierarchy and inspection and repair regimes are reviewed in consultation with neighbouring authorities.

It is recommended that authorities report an initial risk review to council along with any associated changes to current hierarchies and inspection and repair regimes.

Risk Based Regime (2 Yearly Review)

The method proposed is based upon 2 yearly reviews of risk. It is expected that improving data will enable the regime to be subject to ongoing refinement. Updates of relevant asset data should be used to update risk assessments (at least 2 yearly) and make adjustments to the regime where appropriate. It is recommended that the process of consultation with neighbouring authorities is repeated when any changes are made to the hierarchy category and /or inspection and repair regime applied on roads that cross boundaries.

It is expected that authorities will report the results of their risk review to council annually along with any proposed changes to hierarchies and inspection and repair regimes.

Data Improvement

A fully developed risk-based approach should be supported by analysis of asset data. This will enable the authority to review the efficacy of its operation and to direct resources to the areas of greatest risk. It is recommended that this data is collected electronically during inspection and repair. This removes manual data entry exercises, which can offset the cost of any new technology required.



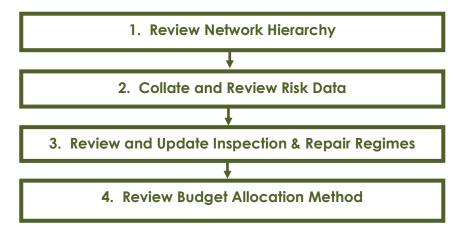
3. Method Overview

Highway Asset Risk Review (CSSW HAMP; RP1)

It is recommended that authorities a 2-yearly review of the risks associated with managing their highway assets using the method set out in this document. The results of the review should be reported to an appropriate management/member forum within the council. The purpose of the review is to ensure that those tasked with the establishment of standards and with allocation of budgets are able to undertake these tasks with appropriate information available to them about risk.

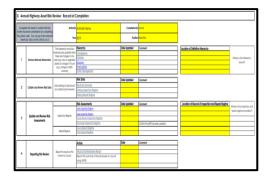
Risk Review Steps

The risk review should include completing the following steps:



Recording the Review

A spreadsheet tool "RP1- Highway Asset Risk Review" has been provided to enable authorities to record their risk reviews. The sheet comprises of sections matching the steps above. Within each step are a number of individual sheets that authorities are recommended to complete. Authorities should complete the sheet labelled "risk review record" to provide an audit trail that the review has been completed.



Reporting the Results of the Review

It is recommended that the results of the review are reported to the appropriate management/member forum in the council in the form of a committee report. (A template report has been provided).



Risk Review Method

Step 1: Review and Update Network Hierarchy

Authorities should review and update their network hierarchy by completing the asset specific hierarchy worksheets provided in RP1

	me meanarem, sheera se	Hierarchy
	reviewed and updated when	Carriageway
Review Network Hierarchies	there are changes to the asset (e.g. new or upgraded	<u>Footway</u>
Keview Network Hierarchies		Structures
	(e.g. change in traffic	Street Lighting
	volumes)	Traffic Management

The same generic steps are required for all asset groups:

- 1. Enter Network/Asset Details
- 2. Assess the use and Refine the Hierarchy (including making any local specific adjustments)
- 3. Check for Regional Consistency
- 4. Confirm and Record Final Hierarchy

Enter Network/Asset Details to Assign Initial Hierarchy Category

All assets are assigned an initial hierarchy category based upon a specified rule; e.g. initial carriageway hierarchy is based upon road class. This can be done automatically in the spreadsheet using data exported from a relevant asset inventory database.

Assess Use to Refine Hierarchy; Local Specific Adjustments

The hierarchy assigned to an asset can be adjusted following an assessment of local specific factors. This exercise should be undertaken in formal consultation with a group of local officers (and if appropriate members) that may include representatives of:

- Head of Service
- Highways ServicesManager
- Operations Manager
- Planning division
- Highway Structures
- Street Lighting
- StreetworksManager

- NetworkManagement
- Asset Management
- Road Safety

- Passenger
 Transport Unit
- Transport Strategy



A record should be kept of all decisions made by this group that includes the reasons for the decisions/amendments made. This can be done using the spreadsheet and noting the reason for where sections of road have their hierarchy changed from the initial hierarchy as a result of the use assessment.

Check for Regional Consistency

Upon completion of a proposed hierarchy consultation with neighbouring authorities should take place to consider and review regional consistency.

Where there are differences the reason for these should be discussed and if possible, resolved to a standard that is regionally consistent. If this is not possible each authority should record the reason for the adoption of differential standards.

Confirm and Record the Hierarchy

The output from the above should be a record of the hierarchy in the form of a completed spreadsheet using the template provided with this guidance. The resulting hierarchy should be entered into any systems that rely upon it e.g. maintenance management system used for inspections and repairs. The maintenance manual and or data management plan should record where the definitive record of the hierarchy that applies to any highway asset can be found. The initial establishment of the hierarchy and any updates should be confirmed in a report to an appropriate council committee and formal acceptance/approval as council policy.

Record the Review and Update

It is recommended that the hierarchy is reviewed and updated regularly this can be done throughout the year or at a minimum 2 yearly interval. This should involve reporting to the stakeholder group shown above. The report should focus on providing details of:

- any assets that have substantially changed in character and
- any assets where the risk assessments undertaken in support of the inspection and repair regime indicate that the originally allocated hierarchy level may be inappropriate

A formal procedure should be developed and adhered to for recording the review and any changes made to the hierarchy. It should include recording the reasons for the changes made.

A detailed description of how to use the "RP1 Highway Asset Risk Review" to review and update the asset hierarchies is attached as appendix (i)



Step 2: Collate and Review Risk Data

In order to undertake a review of existing inspection and repair regimes it is necessary to first record the existing regimes and to record the performance as a consequence of those regimes. This information can be used to provide context when assessing the appropriateness of the current regimes.

Compile a Risk Data Summary

For each asset group annually complete a current performance return in relation to:

- Safety Number of safety defects (Cat 1), No. or % of the asset in a poor condition, No. of Injury Incidents, etc.
- Maintenance Number of maintenance defects (Cat 2), No. or % of asset to be considered for maintenance works, etc.
- Financial No. of 3rd party claims, number of claims lost and the reason, and value of pay out.

Asset	Category		Data	Year 1	Year 2	Year 3	Year 4	Year 5	Trend	Interpretation
			Number of Cat 1 Defects Identified by Routine Inspection							
			Number of Cat 1 Defects Identified by Reactive Inspection							
			% Cat 1 Defects repaired / made safe within standard							
			% of A Roads in poor condition (red, scanner)							
			% of B Roads in poor condition (red, scanner)							
	Safety		% of C Roads in poor condition (red, scanner)							
			% of U Roads in poor condition (red, scanner) and or visual							
			KSI (where road condition was a contributory factor)							
			Number of claims received relating to personal injury							
			% of routine inspections completed to standard							
			% of reactive inspections completed within response time							
Carriageways			Number of Cat 2 defects identified by routine inspections							
			Number of Cat 2 defects identified by reactive inspection							
			Number of Cat 2 defects not repaired (repair backlog)							
			Number of Cat 2 defect that became Cat 1 defects before they were repaired							
	Maintenance Liability		(% of roads to be considered for maintenance A roads (red and amber)							
			(% of roads to be considered for maintenance B roads (red and amber)							
			(% of roads to be considered for maintenance C roads (red and amber)							
			(% of roads to be considered for maintenance U roads (red and amber)							
			% of the asset for which current# condition surveys data is held (less than 1 year old)							
			Value of payout of 3rd party claims							
			Number of claims received relating to property damage							
	Financial Loss		Number of claims received							
			Number of claims lost due to not adhering to inspection and repair regime							
			Number of claims lost for other reasons							



The risk data input should be reviewed in order to assess where problems are occurring such that the council's targets and standards for the management of the highway asset are not being met. Thus, prompting the adjustment of the management regimes to attempt to correct this.

This could take the form of an increasing level of safety defects leading to a reassessment of inspection regimes, or defect reaction times not being met leading to a reassessment of repair regimes etc.

Step 3: Review and Update Inspection and Repair Regimes

Record the Existing Inspection Regime

For each asset group identify your existing inspection regime.

Asset Type	Category of Inspection	Road Class	Hierarchy	Type of Inspection	Coverage	Frequency	Walked or Driven
		Complete re	elevant column				
		Α	Strategic		100%	Monthly	Both
		Α	Main Distributor		100%	Monthly	Both
		В	Secondary Distrib		100%	Monthly	Walked
		С	Link Roads		100%	3 Monthly	Walked
		U	Local Access Ro		100%	6 Monthly	Walked
	Routine Inspection			Routine Inspection			
				Roomine inspection			
Carriageways					Criteria	Response Time	
_ ,					Emergency	2 hours	
	Reactive Inspection			Response to 3rd	Response Cat 1	48 hours	
	Redctive inspection			party notification	Cat 2Ha	10 working days	
				of defect	Cat 2Hb	30 working days	
					Cat 2L	12 months	
		А			50%	Annuallly	
		В		SCANNER Machine	50%	Annually	
		С		OOM WINE WINDOW	25%	Annually	
	Condition Survey	U			0		
	· ·						
	,	A		Visual Condition		ad hoc	
	,	В		Visual Condition Assessment (CSSW		ad hoc	
	,				100%		

Compare Inspection Regime Against CSSW Minimum Standard

For each asset group compare your existing inspection regime against the CSSW recommended minimum standard.



	Comparison of Footway Routine Inspection Intervals between Authority and CSSW Minimum													
Hierarchy	Authority Inspection Interval (days)	CSSW Minimum Inspection Interval (days)	Difference (days)	Comparison	Authority REI (k pa)	CSSW Minimum REI (k pa)	Difference in REI (k pa)	Insert reference to authority risk assessment undertaken where standard does not meet CSSW Minimum						
FHVHU	30	30	0	Equals CSSW Minimum	465	465	0							
FH1	30	30	0	Equals CSSW Minimum	310	465	155							
FH2	60	90	30	Exceeds CSSW Minimum	305	465	160							
FH3	365	180	-185	Does not Meet CSSW Minimum	366	465	99	A risk assessment was undertaken on the 15 April 2019 using authority data collected over the past 5 years, full details of the RA can be found at						
FH4 (Condition poor ur unknown)	365	365	0	Equals CSSW Minimum	183	465	282							
FH4 (Good Condition)	365	730	365	Exceeds CSSW Minimum	0	465	465							
FH5	365	Reactive	N/A	Exceeds CSSW Minimum	37	465	428							

Identify any differences in the standards and record what they are. Where the authority standard does not meet the CSSW minimum detail the location of the risk assessment undertaken to confirm that the standard is appropriate.

Compare Repair Regime Against CSSW Minimum Standard

For each asset group identify your existing repair regime and compare this against the CSSW recommended minimum standard.

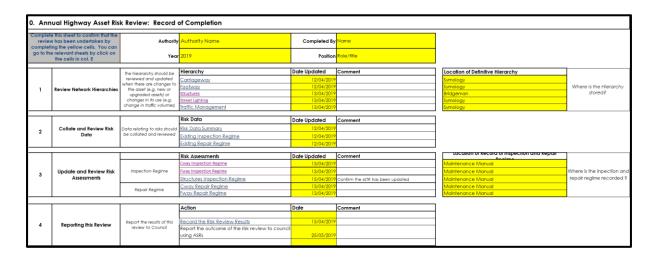
		CSSW Nation	al Minimum Standard				Authority Standard	Difference from National Minimum Standard	Reason for lower Standard and	
Asset /Defect	Description	Defect	Dimensional C	riferia	Hierarchy	Response	in Comparison to National Minimum	Insert Here the differences between the authority regime and the CSSW minimum	location of Authority Risk Assessment undertaken (Where applicable)	
Calegory	Description	Defect	Depth/Height	Extent	Hierarchy	Time	National Millimoni	standard	sideriaken (where applicable)	
All										
Critical Defect	Defect that poses an immediate or imminent risk of injury to road users, e.g. Collapsed cellar, missing utility cover, fallen free.	Examples: Mojor debris or spillage on the highway: Carriageway / footway / cycleway collapse with high risk of accidents / loss of controtic/filically unstable overhead wives, trees or structures: Exposed live white; isolated standing water with high risk of loss of control: Missing residually defer with high probability of Injury to Nighway users	Not Applicable. Crifical defects are defined by their potential to cause immediate injury not by defect size	Not Applicable, Critical defects are defined by their patential to cause immediate injury not by defect size	Any	2 hours#	Adopted National Standard			
Carriageways								Insert Here the differences between the authority regime and the CSSW minimum standard	Reason for differing Standard (Risk Assessment Undertaken?)	
Safety Defect	Service requests or defects requiring a response as soon as	Pathole	> 50mm	Maximum horizontal	CHSR, CH1 and CH2	By end of next working day	Adopted National Standard			
Sulely Delect	possible to remove a potential risk of Injury to users	1011010	>75mm	150mm	CH3. CH4 and CH5**	Within 5 working days	Improved Standard	All hierachies use the 50mm and next working day intervention criteria		
	Other defects that warrant treatment, in	Pothole	> 40mm	Maximum horizontal dimension greater than	CHSR, CH1 and CH2	1 month	Adopted National Standard			
Maintenance Defects (High)	order to prevent them	. 51019	> 50mm		CH3, CH4 and CH5**	3 months	Improved Standard	All hierachies use the 40mm and 1 month intervention criteria		
	the next scheduled inspection	Crowning / Depresssion	> 100mm	< 2M length	Any	3 months	Adopted National Standard			

Identify any differences in the standards and record what they are. Where the authority standard does not meet the CSSW minimum state a reason for this and detail the location of the risk assessment undertaken to confirm that the standard is appropriate.

Step 4: Update Risk Review Record

After having undertaken each of the above stages the risk review record should be updated to record their completion.





Step 5: Report Results of Risk Review

Following the completion of the risk review the results of the review and any changes made should be reported to the appropriate council body for approval. This can be done within or as an appendix to the Annual Status Report (ASR) or using the template report document provided (Committee Paper Template/Report of Outcome of Highway Risk Review).



Appendix (i) – Detailed Description of Hierarchy Review using RP1 Carriageway Hierarchy

Use Network/Asset Details to Assign Initial Hierarchy

Import network details (USRN, Road Name, Road Number (A, B, C, U), Section Number and Existing Hierarchy) from the NSG. Enter the data into the spreadsheet provided:

			NETW	ORK/ASSE	T DETAILS			
	a. Enter network data in he	b. Identify strategic routes		Initial Proposed Road Hierarchy will populate here based on road class				
USRN	Road Name	Road Number (A,B,C,U)	Section Number	Speed Limit (mph)	Existing Hierarchy	ls Road a Strategic Route?	For strategic routes state the reason for considering it strategic	1. Initial Proposed Road Hierarchy
2500123	London Road	Α	10	70	Strategic Route	Yes	Route between cities	CHSR
2500124	High Street	А	10	60	Main Distibutor	No		CH1
	Main Street	В	10		Secondary Disributor			CH2
	Broad Avenue	С	10		Link Road	No		CH3
	Normal Close	U	10			No		CH4
2500128	Narrow Lane	U	10	30	Back Lane	No		CH4

All road sections will be assigned an initial category based as follows:

Identify Strategic Routes (CHSR); Identify routes that are of a regional importance as a strategic route. It is expected that these will be a small number of roads that provide the primary routes between towns and cities. It is anticipated that this will be a manual exercise undertaken by appropriate officers from within the authority. Appropriate reference should be made to other networks that are already defined for network management/traffic management, winter maintenance, local transport plans and the like.

Initial Hierarchy: An initial hierarchy based on road classification (A, B, C or U) will be automatically applied for all non-strategic roads the initial road hierarchy can be matched to the road classification as shown below:

- A roads → CH1
- B roads → CH2
- C roads \rightarrow CH3
- U roads → CH4



(n.b. Speed limit is included for reference purposes only and does not feed into the initial hierarchy setting criteria)

It may be appropriate to add additional categories below local access roads to account for Minor Roads, Back Lanes, Green Lanes etc. as part of stage 2. The initial allocation is automated in the spreadsheet provided (it reads the road number and allocates an initial hierarchy for all roads except those identified as strategic).

Use Assessment to Refine Hierarchy: Local Specific Adjustments

It is expected that for many authorities there will be some roads within the network where the matching of road class to a hierarchy level is not appropriate. This may be due to reasons of local importance. Or, more likely, it will be due to the traffic volumes not being commensurate with the banding, invariably this will be able to be evidenced by reference to traffic volumes and/or composition. An arterial road from a town may be a B classification but carries the same level of traffic and local importance as a nearby A road. Such a road may need to be elevated in the hierarchy to the same level as the A road. The converse could equally apply where the use of a road is less than the banding. A fixed method of dealing with these exceptions is not suitable. It is appropriate that local knowledge is brought to bear upon this task but that the output and rationale for the decisions made are recorded.

The use assessment should consider where individual roads (or sections of roads) should be allocated a different hierarchy level based upon factors that may include:

					U	SE ASSESSMENT				
c. Review ass traffic flow I does it apported assumption	band, ear a ble		Insert traffic count figures used. These may be actual or extrapolated or estimated			d. Does this road carry levels of HGV that warrant different inspection and repair?	A recommendation as to whether a review should be undertaken will populate here based on the primary considerations	e. Is this section of road part of a major designated diversion route (e.g. for pre- planned diversion for motorway or trunk road closures) such that it warrants different inspection and repair	A recommendation as to whether a review should be undertaken will populate here based on the secondary considerations	Insert the Road Hierarchy you have decided upon based on your review of secondary considerations
Primary Consid	eration:	Traffic \	/olumes/Use				Secondary Consideratio	ns		
Is the assume flow within the indicated be	e band		AADT (Insert actual where known.) (Insert extrapolated / estimated where it is not within the assumed traffic flow band)	State the source of Traffic Data quoted in col M (actual count, extrapolated or estimated)	Basis of Estimate	Does the road have a large volume of HGVs?	Consider reviewing the Road Hierarchy?	route? (e.g. for pre-	Does the Road Hierarchy need reviewing?	2. Reviewed Road Hierarchy
> 20,000	Yes					No	No	No	No	
10,000 - 20,000	Yes					No	No	No	No	
5,000 - 10,000	No	No	12000	Traffic Count	N/A	No	Yes	Yes	Yes	CH1
1,000 - 5,000	Yes					No	No		No	
200 - 1000	Yes					No	No		No	
200 - 1000	No	No	100	Estimated	Local Knowledge	No	Yes	No	No	CH5

It is expected that changes to hierarchy made during the use assessment will be justified by reference to one or all of the considerations below:



Primary Considerations:

• Volume of traffic: Increased traffic levels are the major contributor to an increased risk level for carriageway use. In order to assess this risk CSSW has adopted the following bandings of expected traffic volumes for each carriageway hierarchy. Where an initial hierarchy has been allotted to a road the amount of traffic using that road on a daily basis should be assessed against these traffic volumes.

Hierarchy Level	Traffic Banding (AADT)
CHSR	>20,000
CH1	10,000 - 20,000
CH2	5,000 - 10,000
CH3	1,000 - 5,000
CH4	200 - 1000
CH5	< 200

It is expected that authorities will make adjustment to the allocated hierarchy level based upon where traffic volumes are known to not be in, or near to, the ranges used above. A road may move between categorisations due to having a higher or lower level of traffic volume than other roads in this category. An initial estimated traffic volume based on officer knowledge may prompt the changing of hierarchy for a particular road, but this should, where possible, be verified using actual traffic count data.

- **Traffic Composition:** the composition of the traffic may also be a driver to moving a road from one category to another. This may include:
 - HGV "routes" roads with especially large volumes of HGVs, thus more rapid deterioration may also be moved for the same reason.
 - Bus Routes although not explicitly assessed at this stage where roads that are bus routes
 experience a more rapid deterioration it may be appropriate to prompt their allocation to a
 higher hierarchy category to ensure a higher frequency of inspection or enhanced repair
 regime.

Secondary Considerations:

Major Designated Diversion Route: It may be appropriate to adjust the hierarchy if the road is
part of a pre-planned diversion for motorway or trunk road closures if that means that it warrants
different inspection and repair regimes.



Tertiary Considerations:

The code of practice lists many factors that authorities may consider when establishing their hierarchy (ref). CSSW has decided that it is appropriate for the tertiary considerations listed below to be discounted from the risk review, for the reasons stated. It is recommended that where authorities have reinstated these considerations as part of a local risk assessment that they document these and explain why they have been reintroduced.

The following items from the CoP are considered to be unnecessary for inclusion in the CSSW recommended hierarchy review process.

- Adjacent Important Facilities: it may be appropriate to move a road from one hierarchy category to
 another due to the presence of important adjacent facilities (Hospitals, schools, shopping centres,
 care homes, public building etc.) WHERE A RISK ASSESSMENT DEMONSTRATES A NEED TO
 GREATER/HIGHER HIERARCHY). This is considered to be something which may drive a higher
 level of use, and should be considered when estimating usage levels but will not automatically
 trigger any particular hierarchy level
- Adjacent Pedestrian Use roads where adjacent use means that the carriageways are frequently
 used by pedestrians (This may not result in a hierarchy change but may prompt consideration of
 making walked inspections in conjunction with footway inspections)
- Accidents routes with greater than normal incidents of accidents. [Again, risk assessment will be
 required to show that inspection and repair regime adjustment are required rather than a change in
 hierarchy]
- Proposed usage proposed usage is uncertain, and any forecast will contain many unknowns it
 has therefore been decided that review of hierarchy should be undertaken following any significant
 changes to usage rather than before.
- Routes to important local facilities and to the strategic network it is believed that this aspect has been covered in the traffic volume and traffic make-up already considered in Step 2.
- Designation as a traffic sensitive route this is considered to be a network management issue which is unlikely to affect the functional hierarchy of the carriageway.
- Special characteristic of certain assets, e.g. historic structures it is not felt that this will have any bearing on changes to the functional hierarchy as they will already have been picked up by the items above.
- Potential for use as a diversion route it is not considered possible to predict where a temporary diversion may be used as a result of an incident (rta, spillage, etc) and as such adjusting the hierarchy to take into account what may be a very short duration change is not considered appropriate. Where planned maintenance works (or other works) results in the use of a diversion for an extended period consideration will be given to changing the allocated functional hierarchy



- category of the diversion route to take account of its amended usage (i.e. increased traffic volumes and changed composition HGV increase etc.) during this period.
- Ceremonial routes and special events any changes to the inspection or repair standards for these will be dealt with as a temporary exception and will not affect the ongoing functional hierarchy of the carriageway.

Consultation with Neighbouring Authorities

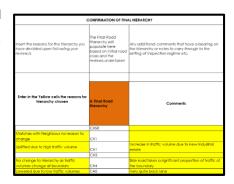


Upon completion of the Use Assessment a consultation should be undertaken with neighbouring authorities. A subset of the hierarchy data should be extracted for the roads that cross into adjacent authorities. Authorities should exchange this data and compare the level of hierarchy assigned to the roads that cross regional boundaries. Where there are differences the reasons for them should be determined. Each authority must then decide if any differences that exist are acceptable.

Where the hierarchy changes when it crosses a regional boundary, this should be noted by both authorities in their records and the rationale for accepting the difference clearly stated.

Confirm and Record the Hierarchy

Following completion of the consultation exercise the final hierarchy should be recorded. This can be done by formalising a final version of the spreadsheet with the reasons for the adjusted hierarchy clearly stated.



The final hierarchies decided should be council approved. It is likely to be appropriate to do this in conjunction with the formalising of inspection and repair regimes. (Template committee report provided)



Risk Based Approach: Method



Footway Hierarchy

Use Network/Asset Details to Assign Initial Hierarchy

Import network details (USRN, road name, section number, existing hierarchy and footway number) from the NSG. Enter the data into the spreadsheet provided:

All footway sections are to be assigned an initial hierarchy category. The category should be established by answering a series of questions in the RP1 spreadsheet that relate to its level of use as illustrated below.

					NET	WORK/ASSET DETAIL	S			
Enter network data in here from the street gazeteer, or another suitable database containing detail of all highways					Would the location / use of this footway lead to it having the highest level of inspection / repair	Would the location / use of this footway lead to it having the higher than normal levels of inspection / repair	Would the location / use of this footway lead to it having the a higher level of inspection / repair			Initial Proposed Footway Hierarchy will populate here based on location / use
USRN	Road Name	ESU (Section Number)	Existing Hierarchy	Footway Number	Is the footway in a very busy area of a major city (central business district or main shopping area)	Is the footway in a busy area of town (main shopping area, local authority premises etc.)	Is the footway outside busy public building such as train/bus stations, hospitals,schools and colleges or small parade of shops etc	Does the footway link housing estates and	Is the footway little used rural footway	
2500123	London Road	10	N/A	N/A	No	No	No	No	No	FH4
	High Street		N/A	N/A	Yes					FHVHU
	Main Street		N/A	N/A	No	Yes				FH1
	Broad Avenue		N/A	N/A	No	No	Yes			FH2
2500127	Normal Close	10	N/A	N/A	No	No	No	Yes		FH3
2500128	Narrow Lane	10	N/A	N/A	No	No	No	No		FH4

Use Assessment to Refine Hierarchy: Local Specific Adjustments

The use assessment should consider where individual footways (or sections of footway) should be allocated a different hierarchy level based upon the pedestrian usage:

Primary Considerations:

It is expected that most changes to hierarchy made during the use assessment will be justified by reference to the consideration below:

CSSW Footway Hierarchy	Footfall Level (indicative)
FHVHU	> 10,000 (15,000 used for calculations)
FH1	5,000 - 10,000
FH2	1,000 - 5,000
FH3	500 - 1,000
FH4	< 500



THE		
I FH5	100	
	1 < 100	

between categorisations due to having a higher or lower level of footfall than other footways in this category. An initial assessment based on officer knowledge may prompt the move, but this should be verified using actual pedestrian count data where possible.

USE ASSESSMENT A recommendation Insert the Footway as to whether a review should be lierarchy you hav pedestrian traffic flow decided upon undertaken will band, does it appear a based on your review of the opulate here base easonable assumption? on the considerations onsiderations **Primary Consideration** Consider reviewing the Footway Is the assumed Hierarchy Hierarchy? edestrian daily traffic flow within the band indicated below? 10,000 No 5,000 - 10,000 No 500 - 1,000 < 500 Yes No < 100 Nο

Tertiary Considerations

The code of practice lists many factors that authorities may consider when establishing their hierarchy (ref). CSSW has decided that it is appropriate for the tertiary

considerations listed below to be discounted from the risk review, for the reasons stated in the rationale document. It is recommended that where authorities have reinstated these considerations as part of a local risk assessment that they document these and explain why they have been reintroduced.

The following items from the CoP are considered to be unnecessary for inclusion in the CSSW recommended hierarchy review process.

- Pedestrian Composition: the composition of the pedestrian traffic may also be a driver to moving a footway from one category to another. This may include:
 - Use by the aged or infirm authority workshop discussions indicate that areas of footway near facilities for the aged or infirm do not experience noticeably higher levels of defect related accidents or claims. As such they do not warrant the application of a different hierarchy to their surround footways. If during analysis of accident or claim data a trend of increased incidents near such a facility is identified, authorities should review the data to establish the significance of any issues and adjust their hierarchy accordingly
- Current usage and proposed usage Current usage is reflected in the Primary and secondary
 considerations above; Proposed usage is uncertain and any forecast will contain many unknowns
 it has therefore been decided that review of hierarchy should be undertaken following any significant
 changes to usage rather than before.
- Contribution to the quality of public space and streetscene –this aspect is covered during the initial setting of hierarchy, within the identification of primary footways.
- Designation as a traffic sensitive pedestrian route this is a network management issue which will
 be primarily based on level of use and is unlikely to affect the functional hierarchy of the footway.



- Special characteristic of certain assets, e.g. historic structures this is not considered to be an issue for footway hierarchy
- Accident and other risk assessment this item is appropriate for consideration when adjusting inspection and maintenance regimes rather than for setting footway hierarchy.
- Character and traffic use of adjoining carriageway this item is not considered to be appropriate for setting **footway** hierarchy as a high use carriageway adjacent to a low use footway would not warrant increasing the hierarchy level of the footway and a high use footway next to a low use carriageway would have its hierarchy set based on its use.

Consultation with Neighbouring Authorities

Upon completion of the use assessment a consultation should be undertaken with neighbouring authorities. A subset of the hierarchy data should be extracted for the footways that cross into adjacent authorities. Authorities should exchange this data and compare the level of hierarchy assigned to the footways that cross regional boundaries. Where there are differences the reasons for them should be determined. Each authority must then decide if the differences that exist are acceptable.

Where the hierarchy changes when it crosses a regional boundary, this should be noted by both authorities in their records and the rationale for accepting the difference should be clearly stated.

REGIO	ONAL CONSISTENCY	CHECK	CONFIR	MATION OF FINAL HI	ERARCHY
crosses into the	Is the hierachy the same as in the neighbouring authority	Insert the Footway Hierarchy you have decided upon based on your review of the considerations	Insert the reasons for the hierarchy you have decided upon following your review/s		Any additional comments that have a bearing on the hierarchy or notes to carry through to the setting of inspection regime etc.
Does this footway cross a regional boundary? i.e. into the neighbouring authority?	Enter the hierarchy of the neighburing authority footway section	3. Reviewed Footway Hierarchy	Enter in the Yellow cells the reasons for hierarchy chosen	4. Final Footway Hierarchy	Comments
Yes	FH2	FH4	Pedestrian traffic changes at boundary	FH4	Moves from a built up area to a rural area
No			,	FH∨HU	
No				FH1	
No				FH2	
			Pedestrian volumes are only slightly lower		The hierarchy is in keeping with the
No			than the band	FH3	surrounding area
No				FH4	
No				FH5	

Confirm and Record the Hierarchy

Following completion of the consultation the final hierarchy should be recorded along with the reasons for the chosen hierarchy. This can be done by formalising a final version of the spreadsheet.

The final agreed hierarchy should be council approved in conjunction with the formalising of inspection and repair regimes.

Structures Hierarchy

Structures hierarchy bands have been defined as below:

- 1. Vital: a structure that is vital to the network i.e. if restricted or out of service it would cause a very significant adverse effect such as major traffic delays with the potential to affect other important services or community severance
- **2. Important:** a structure that is important to the functioning of the network, i.e. if restricted out of service would have an adverse effect on the operation of the network
- 3. Standard: all other structures

Use Network/Asset Details to Assign Initial Hierarchy

Import Structure Details (Structure Number, Name, Type, Existing Hierarchy [if known]) from the Structures database. Import network details (Road Name, Road Number, Road Hierarchy, Footway Number and Footway Hierarchy) from the NSG or another source. Enter the data into the spreadsheet provided:

All structures will automatically be assigned an initial hierarchy category based on the hierarchy of the road or footway that the structure carries or crosses. The initial structure hierarchy is based on the table below using the highest hierarchy for either carriageway or footway.

Road Bridges, Culverts, Retaining Walls etc				
Carriageway Hierarchy	Initial Structure Hierarchy			
CHSR				
CH1	Important Structure			
CH2				
СНЗ				
CH4	Standard Structure			
CH5				

Footbridges

For footbridges and other structures that are solely associated with a footway or footpath the initial structure hierarchy is based on the table below by relating it to the footway hierarchy of the adjacent footway



F-way Hierarchy	Structure Hierarchy
FHVHU	1 Important atrustures
FH1	1. Important structures
FH2, FH3, FH4, FH5	Standard Structure

n.b. At this stage the rating of a **Vital Structure** is not used and is only populated following the assessment of other relevant considerations. (Use Assessment)

	STRUCTURE	EDETAILS		NETWORK DETAILS					
Enter Structure Details Here			Enter network data in here from the street gazeteer, or another suitable database containing detail of all highways structures that are associated with a footway only		Enter the existing structure hierarchy if	Initial Proposed Structure Hierarchy will populate here based on road or footway hierarchy			
Structure Number	Structure Name	Asset Type	Road Number				Footway Hierarchy	Existing Structure Hierarchy (If known)	1. Initial Structure Hierarchy
654	Big Bridge	Road Bridge	2500123	London Road	CHSR		, ,		Important Structure
	Old Bridge	Road Bridge		High Street	CH1				Important Structure
656	New Bridge	Road Bridge	2500125	Main Street	CH2				Important Structure
	Small Bridge	Road Bridge		Broad Avenue	CH3				Standard Structure
	Old Culvert	Culvert		Normal Close	CH4				Standard Structure
	New Culvert	Culvert	2500128	Narrow Lane	CH5				Standard Structure
660	Shopping parade bridg	Footbridge				4400321	FHVHU		Important Structure

It is expected that most authorities will need to adjust the hierarchy of some structures as part of the use assessment to adequately reflect the network importance of individual structures.

It is also probable that individual structures will need to be allocated hierarchies that may not fit the initial "rule" shown above.

Use Assessment to Refine Hierarchy: Local Specific Adjustments

The use assessment should consider where individual structures should be allocated a different hierarchy level based upon factors that may include:

Primary Considerations:

It is expected that most changes to hierarchy made during the use assessment will be justified by reference to the considerations below:

- Major Traffic Disruption would closure or works on the structure be likely to cause major traffic disruption (e.g. city centre bridge)
- Sole Access Is the structure a sole access route to a community or facility that would be cut off if
 the structure were closed.
- Major Diversion Route would closure or works on the structure require a lengthy diversion route.



- Other Reasons for Reviewing Hierarchy there may be other reasons for reviewing the hierarchy of the structure such as:
 - Susceptible to Rapid Failure Mode could this structure fail in a rapid manner causing a significant safety risk? (based on structure type and material)
 - Significant adverse social or economic impact Would restriction or closure of this structure have a significant adverse social or economic impact? (e.g. structure is on the route to a major industrial facility)
 - Structure of Local Significance Is this structure of local significance? (e.g. an individual iconic local structure, scheduled monument)

Following completion of the use assessment the spreadsheet will prompt a review of the hierarchy and populate a suggested hierarchy based on the ruleset in the following table*.

Rule	Suggested Hierarchy
Sole Access to community	Vital Structure
Both major traffic disruption and lengthy diversion route	Vital Structure
Either major traffic disruption or lengthy diversion route	Important Structure
Susceptible to rapid failure	Important Structure
Significant social or economic impact	Important Structure
Structure of local significance	Important Structure

^{*}n.b. As approved by CSSW.

	USE ASSESSMENT							
Review if a closure or works on this structure	Review if this	Review if a lengthy diversion route would be required if this structure were out of service	(e.g. c structu adverse	ere a reason you would r reviewing the hierarchy of this structure? in individual iconic local re, closure would have an social or economic impact tructure could fail without warning)	A recommendation as to whether a review should be undertaken will populate here based on the considerations	A recommendation as to what the hierarchy should be will populate here based on the considerations	Insert the Structure Hierarchy you have decided upon based on your review of the considerations	
Pr	imary Considera	itions						
ls closure or works likely to cause Major Traffic Disruption (e.g. city centre bridge)	Is the structure a Sole Access to Community	Would closure or works require a Lengthy Diversion Route	Is there a reason you would consider reviewing the hierarchy of this structure?		Consider reviewing the Structure Hierarchy?	Suggested Hierarchy	2. Reviewed Structure Hierarchy	
Yes	No	Yes			Yes	Vital Structure	Vital Structure	
No	Yes	No			Yes	Vital Structure	Vital Structure	
No	Yes	Yes			Yes	Vital Structure	Vital Structure	
No	No	Yes			yes	Important Structure	Important Structure	
No	No	No			No			
No	No	No			No			
No	No	No			No			

Tertiary Considerations



The code of practice lists many factors that authorities may consider when establishing their hierarchy (ref). It is recommended that where some of these have been discounted as not being appropriate that this is recorded. It is expected that this may be appropriate for many of the tertiary considerations listed below, for the reasons stated.

It is recommended that authorities document those items listed in the CoP that have been discounted and explain why they have been discounted: e.g. The following items from the CoP have been considered but have not resulted in specific adjustment to the structures hierarchy

- type of asset, e.g. bridge, tunnel, retaining wall, earth structure, the relative importance of an asset in term of the impact of its potential failure is not a function of asset type
- obstacle crossed, bridge span, retained earth height; a bridge crossing another road presents the same risk as one crossing a river
- critical asset, historic structure, permanent weight, height, width or swept path restriction;
- construction material, e.g. concrete or steel bridge, arch, slab or beam/girder bridge, concrete or stone walls, etc.

These factors are important considerations in establishing an inspection frequency but are not relevant in determining the hierarchy

Consultation and Other Considerations

Upon completion of the use assessment a consultation should be undertaken with neighbouring authorities. A subset of the hierarchy data should be extracted for the structures that are shared with adjacent authorities. Authorities should exchange this data and compare the level of hierarchy assigned to the structure that crosses regional boundaries. Where there are differences the reasons for them should be determined. Each authority must then decide if the differences that exist are acceptable.

Where the hierarchy changes when it crosses a regional boundary, this should be noted by both authorities in their records and the rationale for accepting the difference clearly stated.

Local authority officers may have an additional local reason for adjusting the hierarchy of a structure, where this is the case it should be noted on the sheet and the reason for changing the hierarchy documented.



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REGIONAL CONSISTENCY CHECK				STAGE FOUR FINAL HIERARCHY		
Is this Structure shared with a the neighbouring authority?	Is the hierachy the same as in the neighbouring authority			Insert the reasons for the hierarchy you have decided upon following your review/s	populate here based	Any additional comments that have a bearing on the hierarchy or notes to carry through to the setting of inspection regime etc.
Secondary Considerations						
Does this Structure cross a regional boundary? i.e. into the neighbouring authority?	Enter the hierarchy of the neighburing authority structure	Are there any other reasons to change the structure hierarchy?	3. Reviewed Structure Hierarchy	Enter in the Yellow cells the reasons for hierarchy chosen	4. Final Structure Hierarchy	Comments
Yes	Vital Structure	No	Vital Structure	As recommended	Vital Structure	
				As recommended	Vital Structure	
				As recommended	Vital Structure	
				As recommended	Important Structure	
					Standard Structure	
					Standard Structure	
Yes	Important Structure			As recommended	Important Structure	

Confirm and Record the Hierarchy

Following completion of regional consistency check the final hierarchy should be recorded along with the reasons for the chosen hierarchy. This can be done by formalising a final version of the spreadsheet. The final agreed hierarchy should be council approved, in conjunction with the formalising of inspection and repair regimes.

Street Lighting Hierarchy

Street lighting hierarchies differentiate between primary and secondary lighting. It is expected that where an authority is adopting a part night lighting and/or dimming regime that such a hierarchy will be introduced as the means of deciding which lights can be turned off or dimmed. A sheet has been provided within RP1 Highway Asset Risk Review, where this information can be inserted. Inspection and repair regime may be dictated by the nature of the defect rather than by hierarchy considerations.

Traffic Management Systems Hierarchy

Use Network/Asset Details to Assign Initial Hierarchy

Import Traffic Management Systems details from the TM database and location details (Road Number, Name and Hierarchy) from the NSG or Carriageway hierarchy spreadsheet. Enter the data into the spreadsheet provided:

All traffic management assets will be assigned an initial category based on the hierarchy of the road where it is located as per the table below. For junctions that serve more than one road hierarchy the highest hierarchy should be used:



Carriageway Hierarchy	Traffic Management Hierarchy (As per highest Carriageway hierarchy)
CHSR	Drimary Junation
CH1	Primary Junction
CH2	Secondary Junction
СНЗ	Local Junction
CH4	Local Junction

All other traffic management assets (including pedestrian crossings) will initially be assigned the hierarchy of local.

NETWORK/ASSET DETAILS							
	ata in here from the Traffic Management tabase or other suitable records	Enter network data in here from the street gazeteer, or another suitable database containing detail of all highways			Initial Proposed TM Hierarchy will populate here based on Road / Footway Hierarchy		
Junction Number	Junction Name	Road Number	Road Name	1. Initial Traffic Management Hierarchy			
25	London Road	2500123	London Road	CHSR	Primary Junction		
26	High Street	2500124	High Street	CH1	Primary Junction		
27	Main Street	2500125	Main Street	CH1	Primary Junction		
28	Broad Avenue	2500126 Broad Avenue CH3		Local Junction			
29	Normal Close	2500127	Normal Close	CH4	Local Junction		
30	Narrow Lane	2500128	Narrow Lane	CH5	Local Junction		

Use Assessment to Refine Hierarchy: Local Specific Adjustments

The use assessment should consider where individual traffic management installation should be allocated a different hierarchy level based upon local factors e.g. size of junction, number of legs etc.

USE ASSESSMENT							
Are there any considerations you would take into account that might affect the inspection and or repair regime of the asset and which therefore might affect the hierarchy. If so insert them below.	Insert whether the considerations on the left have prompted a review of the hierarchy	Insert the TM Hierarchy you have decided upon based on your review of the considerations					
Primary Considerations	Consider reviewing the Traffic Management Hierarchy?	2. Reviewed Street Traffic Management Hierarchy					
N/A							
N/A							
N/A							
Four way junction with access to Station	Yes	Secondary Junction					
N/A							
N/A							

Consultation

Upon completion of the use assessment a consultation should be undertaken with neighbouring authorities. A subset of the hierarchy data should be extracted for the junctions that are shared with adjacent authorities. Authorities should exchange this data and compare the level of hierarchy assigned to the junction that crosses regional boundaries. Where there are differences the reasons for them should be determined. Each authority must then decide if the differences that exist are acceptable.

Where the hierarchy changes when it crosses a regional boundary, this should be noted by both authorities in their records and the rationale for accepting the difference clearly stated.

REGIONAL CONSISTENCY CHECK			CONFIRMATION OF FINAL HIERARCHY		
is this section of road one that crosses into the neighbouring authority?	Is the hierachy the same as in the neighbouring authority		Insert the reasons for the hierarchy you have decided upon following your review/s	hierarchy and the reviews	Any additional comments that have a bearing on the hierorchy or notes to carry through to the setting of inspection regime etc.
Does this junction					
form a regional	Enter the hierarchy of	3. Reviewed Traffic	Enter in the Yellow cells the reasons for hierarchy chosen	4. Final Traffic Management	Comments
boundary? i.e. into	the neighburing	Management	Enter in the renow tens the reasons for inerarchy chosen	Hierarchy	Confinence
the neighbouring	authority junction	Hierarchy			
authority?					
No				Primary Junction	
No				Primary Junction	
No				Primary Junction	
No			Upgrade to secondary junction due to size of junction	Secondary Junction	Access to station car park and 4 legs
No				Local Junction	
No				Local Junction	

Confirm and Record the Hierarchy

Following completion of regional consistency check the final hierarchy should be recorded along with the reasons for the chosen hierarchy. This can be done by formalising a final version of the spreadsheet.

The final agreed hierarchy should be council approved, in conjunction with the formalising of inspection and repair regimes.

Two Yearly Review of Asset Hierarchies

A review date should be set following the formal approval of the asset hierarchies. The review should examine the risk review data and any changes made to the assets during the years, new assets added or major improvement schemes completed. The review should also take into account new data that has been collected during the year especially traffic or pedestrian count data that may indicate a need to change the level of hierarchy assigned to an asset (or section thereof).

