

Public Document Pack

Executive Member Decisions

Friday, 22nd November, 2019

AGENDA

1. **2012 HMEP Pothole Review, Prevention and a Better Cure**
EMD - 2012 HMEP Pothole Review **2 - 34**
2017-18 Review of pothole recommendations against current practice
2019-20 Performance measures for Level 3
2019-20 Update Review of pothole recommendations against current practice
EIA checklist

2. **Albion Mill Development - Capital spending on the Intermediate Care facility within Albion Mill**
EMD - Albion Mill Capital spend DFG Sept **35 - 40**
EIA Checklist - Capital spend Sept 19

Date Published: 22nd November 2019
Denise Park, Chief Executive

EXECUTIVE MEMBER DECISION



REPORT OF:	Executive Member for Growth and Development
LEAD OFFICERS:	Director of Growth and Development
DATE:	11/11/2019

PORTFOLIO/S AFFECTED:	Growth and Development
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WARD/S AFFECTED:	All
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SUBJECT: 2012 HMEP Pothole Review, Prevention and a better a cure.

1. EXECUTIVE SUMMARY

The DFT self-assessment for Highways Q10 requires the local authority to;

a. Undertake a review of specific recommendations 2,3,6,7,9,10,11,12,13 and 15 against our procedures.

This initial review was undertaken in 2017 and documented in "2017-18 Review of pothole recommendations against current practice.docx"

b. Produce an action plan to fill any gaps and maintain the compliance with the recommendations.

Update was done in 2019 with new action plan documented in "2019-20 update Review of pothole recommendations against current practice.docx".

c. Set a number of ongoing performance measures to drive and performance improvements of repairing potholes.

This has been documented "2019-20 performance measures for Level 3.docx" and added to the Highways performance monitoring framework.

2. RECOMMENDATIONS

That the Executive Member:

Should review the performance measure monthly at the executive members meeting to ensure continued performance monitoring and drive further performance improvements.

3. BACKGROUND

In December 2014, the Government announced that £6 billion was being made available between 2015/16 and 2020/21 for local highways maintenance capital funding. From that funding, £578 million has been set aside for an Incentive Fund scheme, to reward councils who demonstrate they are delivering value for money in carrying out cost effective improvements.

Since then the Government has announced a further £296 million between 2016/17 and 2020/21 to help tackle potholes or stop them forming as part of a Pothole Action Fund. This includes a further £46 million announced in the Autumn 2017 Budget for 2017/18 financial year. The Budget 2018 also provided a further £420 million in 2018/19 financial year for highways maintenance including repair of potholes and keeping bridges open and safe, as well as for minor highway works.

For 2019/20, each local highway authority in England (excluding London) is invited to complete a self-assessment questionnaire, in order to establish the share of the Incentive fund they will be eligible for in 2019/20. This includes those authorities who are currently deemed Band 3 from the 2018/19 round.

Local authorities are not competing with each other for funding, but are demonstrating that efficiency measures are being pursued in order to receive their full share of the funding.

4. KEY ISSUES & RISKS

This one question spans multiple key personal and requires all to take ownership of their sections. Below are the Key individuals and the recommendations they have been given ownership of.

Recommendation	Action	Current Compliance	Owner	Action Time
2	Continue to undertake surveys, analyse responses, review service where surveys identify issues	Compliant	KM	Ongoing
3	Review and update communications strategy within two years	Compliant	KM	Biannual Review
6	Review and update Policy within two years	Compliant	DL	Biannual Review
7	Skills analysis, annual review of requirements vs actuals	Compliant	DL	Annual Review
8	Continue to look at new materials and repair methodology	Compliant	DL	Ongoing
9+10	Highways Safety Inspections Procedure annual review	Compliant	PW	Annual Review
11	Inspectors training in accordance with current procedure	Compliant	PW	N/A
12	Review of technology used in the delivery of the service	Compliant	PW	Annual Review
13	Review feedback and recommendations from ADEPT report analysis and suitability for Blackburn	One off review in 2017 by SAS, LS		
15	Coordination of street works activities	Compliant	SL	Quarterly

5. POLICY IMPLICATIONS

None, this is integrated into our business as usual processes.

6. FINANCIAL IMPLICATIONS

None, this is integrated into our business as usual processes and already delivered to comply with

our Section 41 duty as specified by the Highways Act 1980.

7. LEGAL IMPLICATIONS

The Council has a duty under s.41 of the Highways Act 1980 to maintain highways that are maintainable at the public expense.

8. RESOURCE IMPLICATIONS

None, this is integrated into our business as usual processes and already delivered to comply with our Section 41 duty as specified by the Highways Act 1980.

9. EQUALITY AND HEALTH IMPLICATIONS

Please select one of the options below. Where appropriate please include the hyperlink to the EIA.

Option 1 Equality Impact Assessment (EIA) not required – the EIA checklist has been completed.

Option 2 In determining this matter the Executive Member needs to consider the EIA associated with this item in advance of making the decision. *(insert EIA link here)*

Option 3 In determining this matter the Executive Board Members need to consider the EIA associated with this item in advance of making the decision. *(insert EIA attachment)*

10. CONSULTATIONS

None, this is internal monitoring.

11. STATEMENT OF COMPLIANCE

The recommendations are made further to advice from the Monitoring Officer and the Section 151 Officer has confirmed that they do not incur unlawful expenditure. They are also compliant with equality legislation and an equality analysis and impact assessment has been considered. The recommendations reflect the core principles of good governance set out in the Council's Code of Corporate Governance.

12. DECLARATION OF INTEREST

All Declarations of Interest of any Executive Member consulted and note of any dispensation granted by the Chief Executive will be recorded and published if applicable.

VERSION:	1
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CONTACT OFFICER:	Paul Withington
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DATE:	11/11/2019
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BACKGROUND PAPER:	2017-18 Review of pothole recommendations against current practice.docx
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	2019-20 update Review of pothole recommendations against current practice.docx 2019-20 performance measures for Level 3.docx
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Review of current practice against the 2012 HMEP Potholes Review – Prevention and a Better Cure

17 November 2017



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I. Executive Summary

1) Review

The Department of Transport commissioned a review to investigate potholes from an engineering perspective but to also explore the wider issues, including the impact of long term maintenance strategies, decision-making arrangements, the processes of reporting, prioritising and repairing, guidance and wider operational arrangements.

This document reviews the recommendations from the DfT commissioned pothole review and compare them to Blackburn with Darwen Borough Council's current procedures. The result of the review identifies the service is currently complying with the recommendations and must follow the action plan to maintain compliance.

The performance measures indicate the service from 2012 to 2016 has reduced the unit cost of reactive repairs and the trend for number of defects is on a reducing trend. Ongoing performance measures look at enquiries, inspections, defects and quality of defect repairs.

II. Recommendations

2) Public Opinion Surveys

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

The service has gathered the below evidence to demonstrate compliance and has employed a strategy to continue to comply with this recommendation.

Evidence

- NHT survey was completed in 2015 repeated in 2017.
- KPI for Cat 1 & Cat 2 highway defects – achieves targets.
- Local Customer Satisfaction Survey leaflet circulated to residents and stakeholders affected by recent improvement works.
- Residents provided with Survey Monkey details to provide feedback

3) Public Communications

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

The service has published the Communication Strategy and Highways Safety Inspections Procedure. The below communications mediums are employed and can be evidenced at the time of this review.

Evidence

- Letters to affected residences and businesses by major schemes
- Twitter
- Facebook
- Elgin <https://roadworks.org/>
- Project leaflets
- Highways Asset Management Strategy (Published)
- <http://www.blackburn.gov.uk/Pages/Home.aspx>

6) Prevention is Better than Cure

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

The service has revised the Highways Asset Management Strategy to reflect the adoption of prevention being better than a cure. This is demonstrated by works delivery of surface dressing, micro asphalt & HRA / DBM Inlay.

7) Informed Choices

Local highway authorities should ensure that appropriate competencies are available to make the right choices when designing and specifying techniques and materials for the maintenance and repair of

highways. These competencies can be secured through training, collaboration with neighbouring authorities or external advice.

A skills analysis has been done and is held in the central file system to demonstrate the required skills for key staff namely the Asset Manager, the Network Manager and the Operations Delivery Manager. This is complemented with staff under a 5 to 10-year partnership with Capita. Other competencies are secured through Capita Laboratory services. Trial sites have been constructed to look at alternative materials (in collaboration with Darwen Road stone). Proprietary materials trials undertaken with Instarmac.

8) Guidance on Materials

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

Trial sites have been constructed to look at alternative materials (in collaboration with Darwen Road stone). Capita design team select the most appropriate materials during their design and option appraisal. Highways invite companies in to inform relevant staff of new products and services, at the time of writing this report the Road Surface Treatment Association had been in to brief the Blackburn highways team on new products (materials) they offered and the increased benefits.

9) Definition of a pothole

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

At the time of this report this has been defined in the proposed Highways Safety Inspection Policy. This policy will replace the current Highways Safety Inspections Procedure. Due to change from Well-Maintained Highway Infrastructure to the Well-Managed Highway Infrastructure code of practice the proposed policy must be enforced by October 2018.

10) Permanent Repair policy

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

This is the current practice by Blackburn with Darwen and was inferred by the working practices listed in the current Highways Safety Inspections Procedure. At the time of this report a new Highways Safety Inspections Policy has been proposed. This new Policy has clarified the first-time permanent repair approach for repairing defects.

11) Inspection and Training

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

New inspectors shadow an experienced inspector for 4 weeks and then a buddy system is put in place for when the new inspector is judged competent to carryout inspections. Inspectors engaged via the partnership do not currently undergo formal training or receive qualifications. The below mechanisms are in place to support the inspections team;

- Daily network discussions between the inspectors take place.
- Monthly team meetings
- Monthly update meetings with the Network Manager

The implementation of the proposed policy will require the inspections team to undergo national training for safety inspections to implement the risk based approach.

12) Technology

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

Exor is a nationally available system. This is used to record inspections, enquiries and manage the resultant defects to completion. The services have built on the standard package to improve the service. The improvements are in the form of mobile inspection and repair logging technology. This has improved the data collected and made operational efficiencies.

13) Guidance on repair techniques

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

This was reviewed by the Highways Management Team. Evidence recorded in Highways Operations Board.

15) Coordinating Street Works

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

The Streetworks service hold quarterly meetings with statutory undertakers and the Highways Authority to review the long-term program of works and current issues. The streetworks service utilise the Elgin to aid the coordination of streetworks activities. Elgin is a public facing map of all permitted streetworks activities. Elgin displays the winter gritting routes to the public using an interactive map. The Permit scheme forces all undertakes including the local authority works promoters to be involved in the coordination of these activities.

III. Action Plan

The above review has found that the service is currently generally compliant with the recommendations. The below is a summary of actions that must continue to maintain compliance with the recommendations as the service continues.

Recommendation	Action	Current Compliance	Who	Action Time
2	Continue to undertake surveys, analyse responses, review service where surveys identify issues	Compliant	KM	Ongoing
3	Review and update communications strategy within two years	Compliant	KM	Biannual Review
6	Review and update Policy within two years	Compliant	MJ	Biannual Review
7	Skills analysis, annual review of requirements vs actuals	Compliant	SAS	Annual Review
8	Continue to look at new materials and repair methodology	Compliant	MJ, LS	Ongoing
9+10	Highways Safety Inspections Procedure annual review	Compliant	PW, SAS	Annual Review
11	Inspectors training in accordance with current procedure	Compliant with current procedure	PW	N/A
11	Inspectors training in accordance with proposed policy	N/A	PW	Due before Oct 2018
12	Review of technology used in the delivery of the service	Compliant	PW	Annual Review
13	Review feedback and recommendations from ADEPT report analysis and suitability for Blackburn		SAS, MJ, LS	3 Month
15	Coordination of street works activities	Compliant	SL	Quarterly

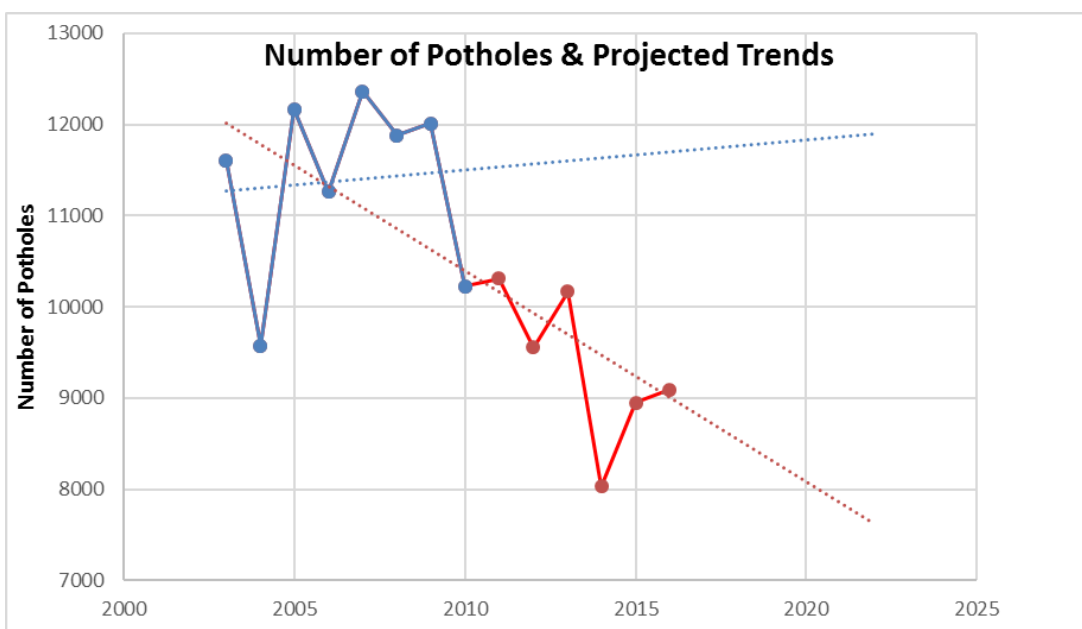
IV. Performance Measures

The service conducts a number of performance measures. These have been split into ongoing measures and a specific look at the service starting from the time of the original recommendations.

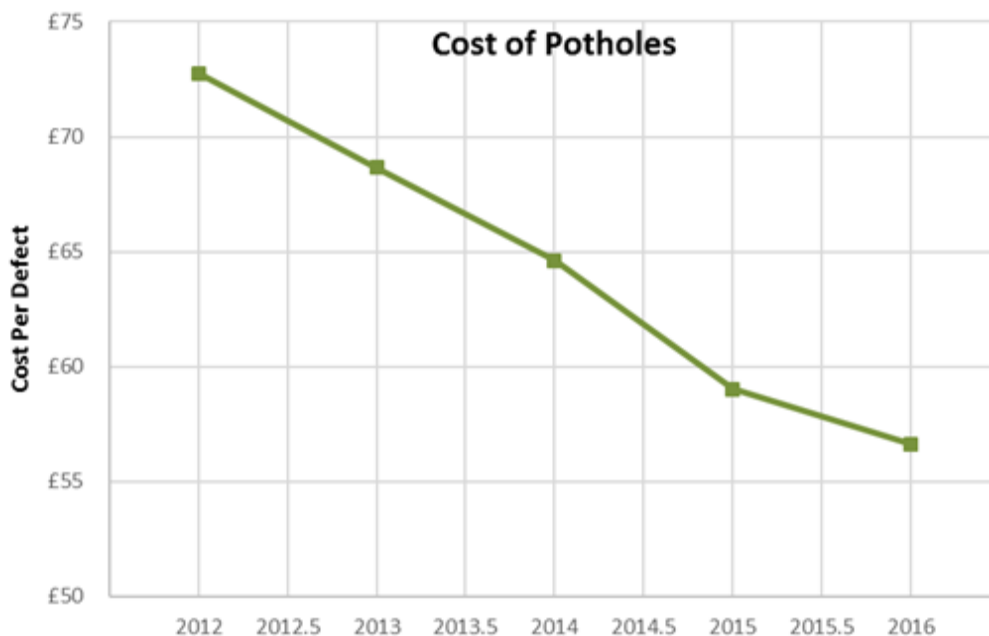
Service improvements since 2012

The solid blue lines below indicate the number of defects repaired in year. The trend indicated by the small blue dots indicates an upwards trend from 2003 to 2010 and beyond.

The red line indicates defect repaired in year from 2012 to 2017. The trend indicated by the small red dots is reducing showing that the need to undertake defect repairs is decreasing. This is a result of our approach to asset management, "prevention is better than a cure" and "first time permanent repairs".

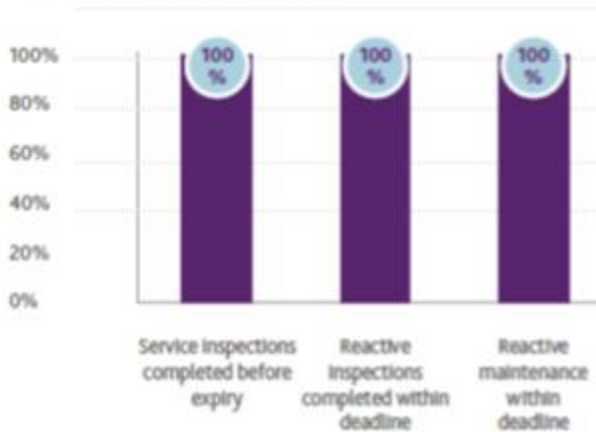


The below indicates the cost of highways reactive maintenance from 2012 to 2016. This shows a downwards trend in the unit cost of a defect repair.



Our ongoing performance measures

Highways KPI overview 2016 / 17



KPI - Service inspections completed within specified timescale

This is a measure to ensure all streets due for inspection are completed within the inspection frequency. This is linked to recommendation 10.

KPI - Reactive inspections completed within specified timescale

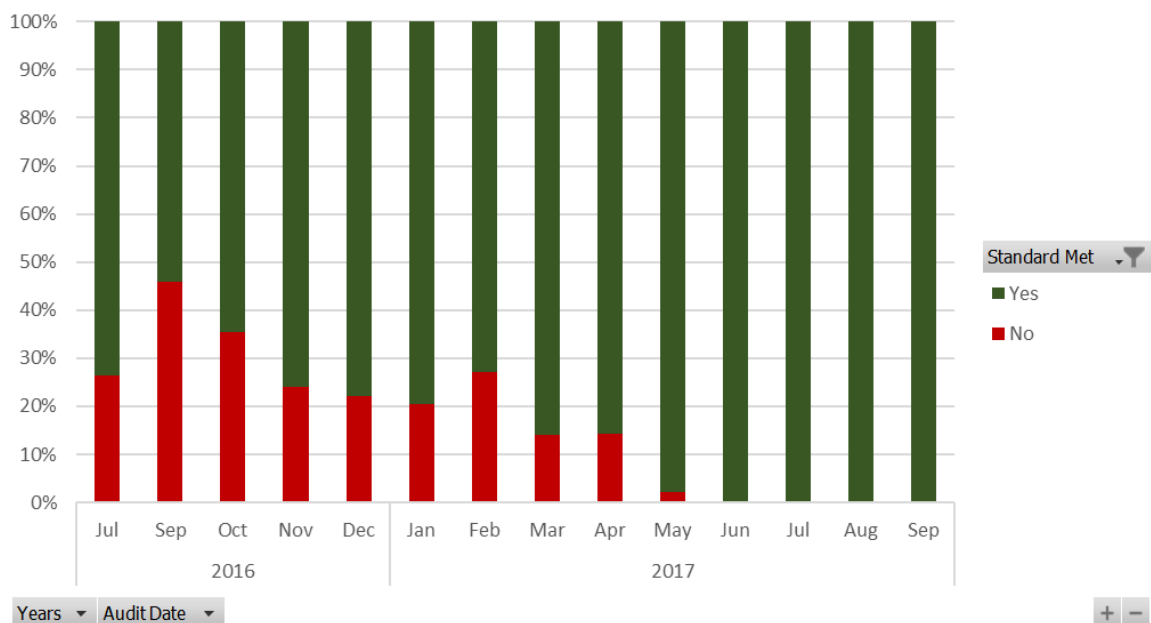
This is a measure that we inspected enquires related to highway defects within 10 days. This consistent inspection frequency is the foundation of the service provided. Undertaking inspections in a timely manner allows the service to respond to stakeholders and build a positive opinion of the service (linked to recommendation 2).

KPI - Reactive maintenance within specified timescale

This allows the service to monitor the performance of the operations team in undertaking reactive defects repairs in time.

Quality standard for defect repairs

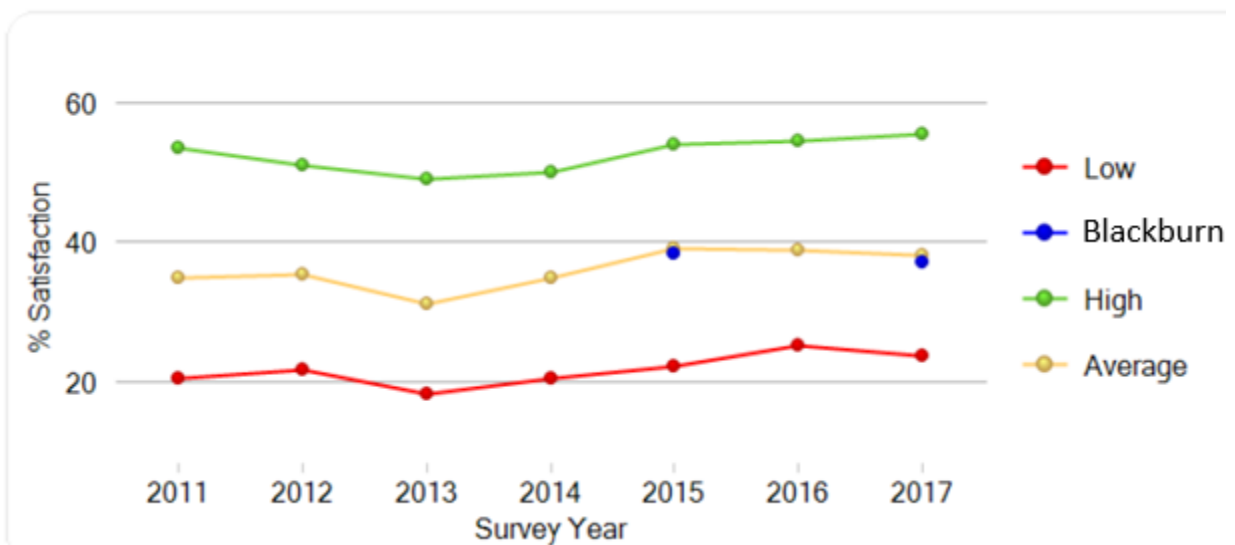
The below is the result of 10% sample inspections of defect repairs. This is an ongoing measure to check the quality of defect repairs. The defects are selected at random and inspections are undertaken independently of the maintenance teams.



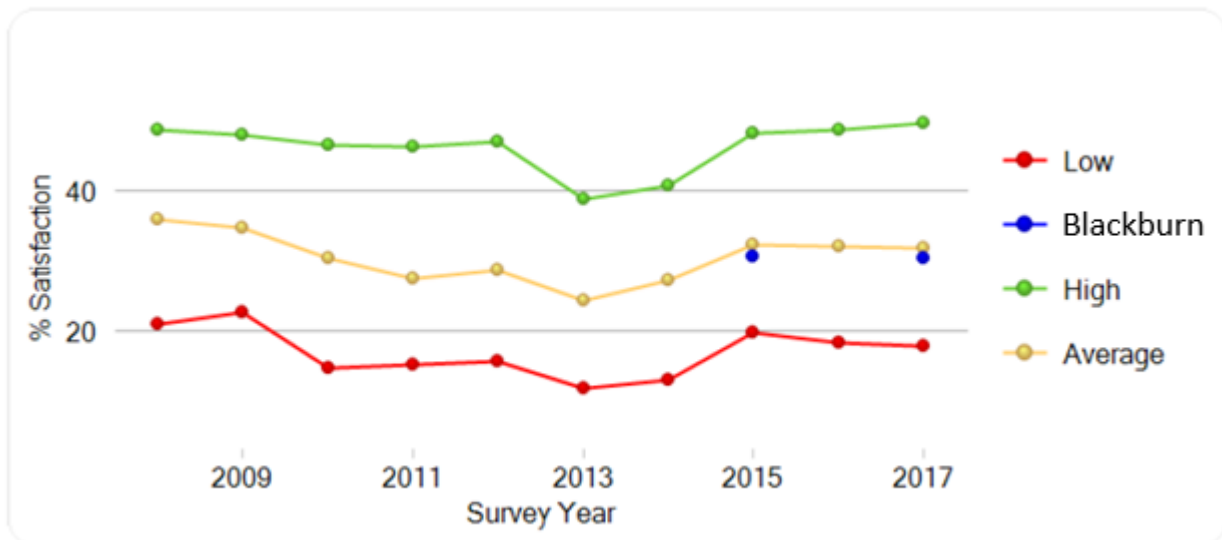
Public Satisfaction

The budget for planned and reactive maintenance reduced by 12% from 2015 to 2016. NHT server results collected in 2015 compared to NHT results collected in 2017 show Public satisfaction has shown a slight reduction in HMBI 08-Quality of repair to damaged roads / pavement and HMBI 07-Speed of repair to damaged roads / pavements. This indicates that the significant budget reduction has been controlled by implementing a controlled and effective asset management strategy and transformed this reduced spend into an almost level holding in public satisfaction.

HMBI 08-Quality of repair to damaged roads / pavement compare over time



HMBI 07-Speed of repair to damaged roads / pavements





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Pothole Review

Ongoing performance measures that originated from DFT Level 3 question 10

Update 27/08/2019



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I. Executive Summary

The Department of Transport commissioned a review to investigate potholes from an engineering perspective but to also explore the wider issues, including the impact of long term maintenance strategies, decision-making arrangements, the processes of reporting, prioritising and repairing, guidance and wider operational arrangements.

This document sets out the performance measures Blackburn with Darwen Borough Council have set to monitor ongoing performance. The Highways Safety Inspections Procedure has changed to clarify its compliance with the requirements of the well managed highways a code of practice. The highway operational specification has also changed to formalise current working practices. Additionally, the early partial termination of the Blackburn with Darwen and Capita service contract has removed the previous contractual KPI's.

Due to these events Highways are publishing a new performance management framework. The below measure will be added to the framework to embed these into the day to day running of the service. The results in section III are a snapshot at the time of this report.

- 1) Quality of repairs
- 2) Continual Highway Safety Surveillance (H7)
- 3) Response to reported defects
 - a. Emergency Response (2hrs)
 - b. Standard Response (10 days)
- 4) Repair of defects
 - a. Repair of dangerous defects once inspected from item 2 or 3 (H6)
 - b. Repair of safety defects once inspected from item 2 or 3 (H8)
- 5) Improvement in customer satisfaction

II. Measure criteria

1) Quality of repairs

The quality of repairs has a fundamental effect to the whole life cost of the highway network. Good quality initial repairs are fundamental to the aims of the pothole review and recommendation 10 pushes for first time permanent repair. This should help manage cost, reduce disruption and feed into good customer perception.

Blackburn with Darwen Borough Council introduced a new procedure that aims to undertake first time permanent repairs. This was approved in October 2018. Due to the required implementation this became operational in July 2019.

Following a review triggered by the drop in the quality of repairs, the operational section of the Highways Authority formalised the internal repair specification for pot holes and undertook a tool box talk with the operational staff. This became effective from the first of August 2019. Defects audits have resumed from the start of September 2019.

2) Continual Highway Safety Surveillance

Blackburn with Darwen have routinely undertake safety inspections to maintain close monitoring of the highway network. Each street has been risk assessed to determine the maximum time required between inspections. This is set out in the Highways Inspection Procedure and listed below (Table 1) at the time of writing this report. The Inspectors carrying out Highways Safety Inspections are trained and certified by LANTRA and City and Guilds to undertake Highways Safety Inspections.

The performance measure is the measure of all inspections undertaken in the month that where within the required inspection frequency by trained and competent Inspectors in accordance with recommendation 11.

Table 1 - Inspection frequencies

Category	Inspection Interval	Related Hierarchy Categories	
		Carriageway	Footway/Footpath
IC-1	once every 4 weeks with a tolerance of +/- 3 working days		BwD 6
IC- 2	once every 13 weeks with a tolerance of +/- 5 working days.	BwD 1	BwD 7
IC - 3	once every 26 weeks with a tolerance of +/- 10 working days.	BwD 2	
IC - 4	once every 39 weeks with a tolerance of +/- 10 working days.	BwD 3	BwD 8
IC - 5	once every 52 weeks with a tolerance of +/- 10 working days.	BwD 4	BwD 9
IC - 6	on a reactive basis only	BwD 5	

3) Response to reported defects

Defects that get reported to the Highways Authority are often rapidly formed defects that have occurred between regular inspections. Blackburn with Darwen Borough Council aim to inspect these as soon as reasonably practicable but in any case emergency reports within two hours and all others within 10 working days.

Responding quickly to reported defects contributes to keeping the public as safe as is reasonably practicable, gathers information, feeds into good communication and should contribute to positive public opinion. This will not on its own satisfy recommendations 2,3 and 7 but is an essential building block for them.

4) Repair of defects

Undertaking prompt action with a first time permanent repair approach demonstrates to customers the highways authority's commitment to public safety.

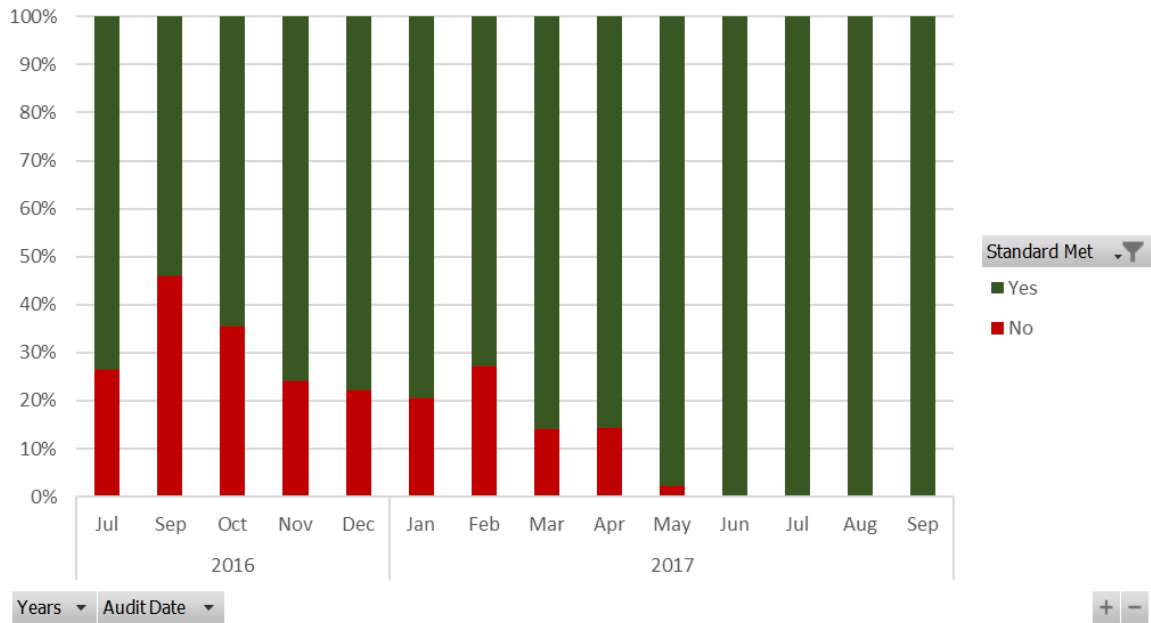
5) Public satisfaction

Gathering information on public satisfaction is part of the NHT data set. This report concentrates on pothole review and aligns to HMBI 13.

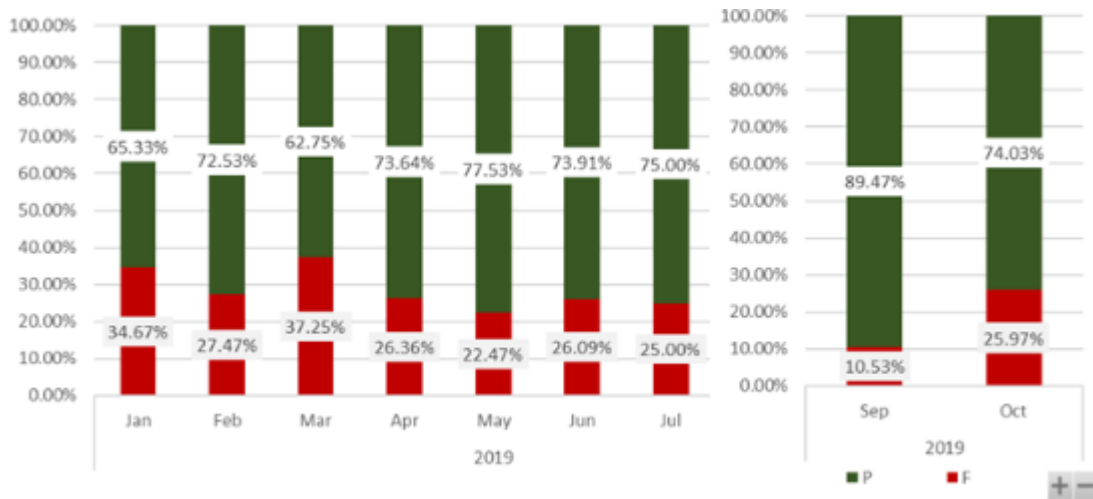
III. Performance Measures Results

1) Quality of repairs

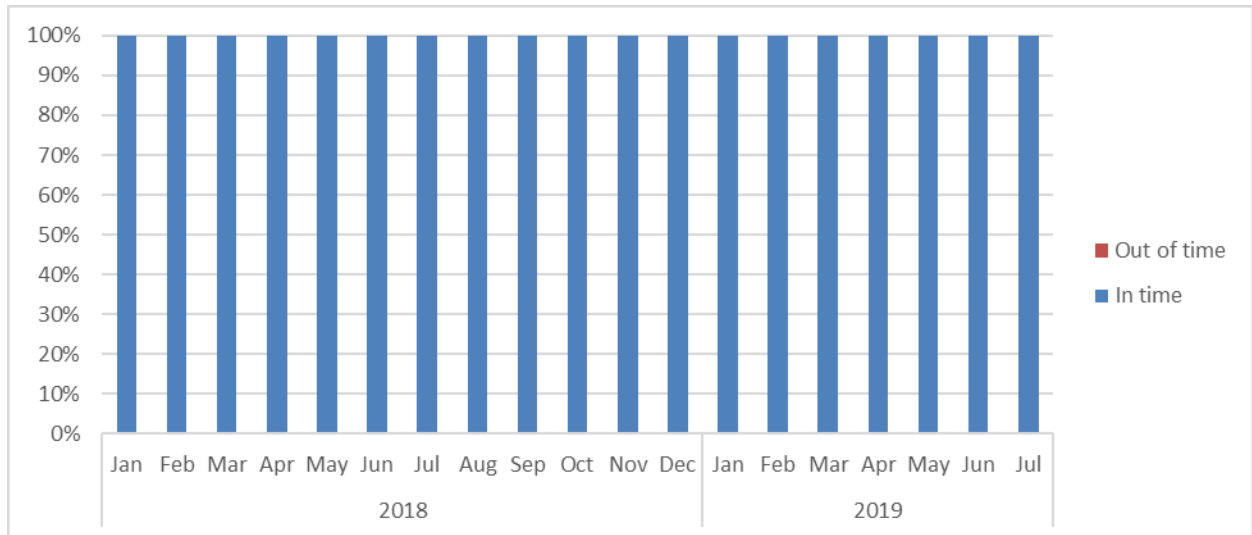
Audits were undertaken from July 2016. This identified a number of failures. Training was undertaken in April 2017 to refocus the need for good quality repairs. Following four consecutive months with zero failures it was decided that the defect audits could be relaxed and left to the operational supervisor.



Leading up to January 2019 the inspection team had received a number of complaints of defects that had already been inspected. It was decided that 10% of defects should be inspected to test the quality of repairs. This showed a 34.7% failure rate one week from repair. The defect audits have continued and results triggered a need to formalise the repair methodology and the induction of the repair teams to this practice. Audits were stopped while this was implemented and are due to resume one month after the implementation.



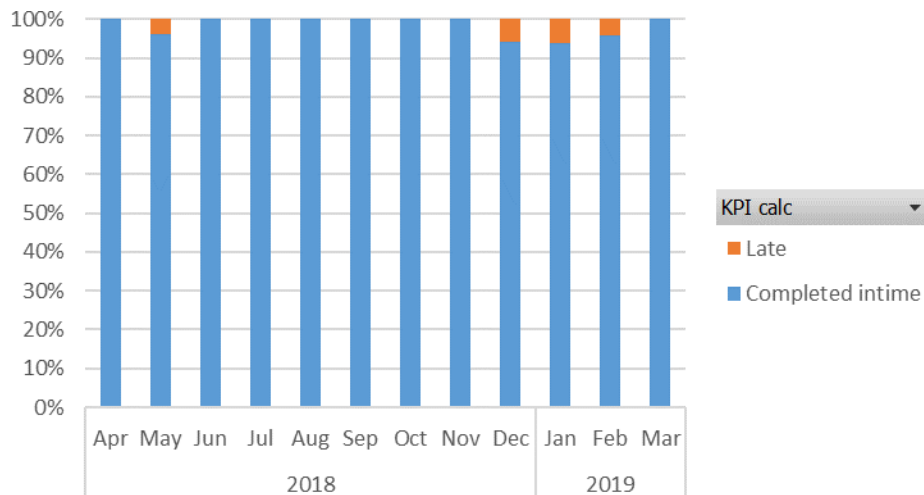
2) Continual Highway Safety Surveillance (KPI H7)



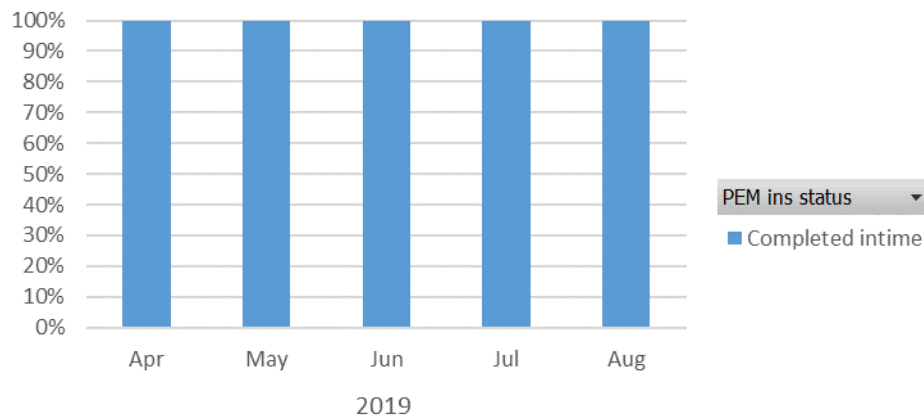
3) Response to reported defects (KPI H6)

Due to a system configuration change the report stops in March 2019 and a new report continues from April 2019.

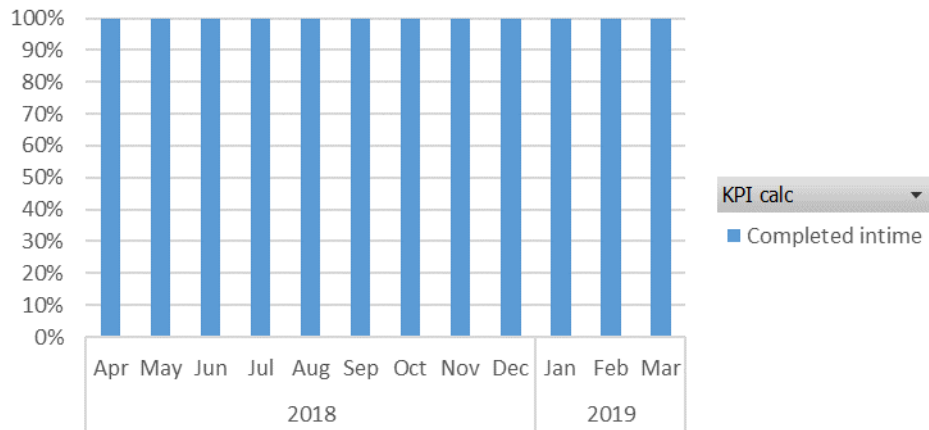
a. Emergency Response up to March 2019 (2hrs)



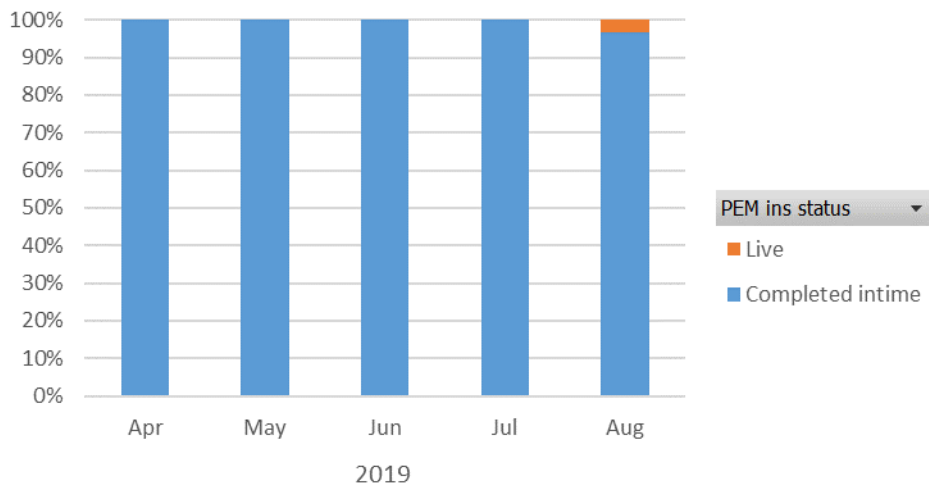
a. Emergency Response from April 2019 (2hrs)



b. Standard Response up to March 2019 (10 days)

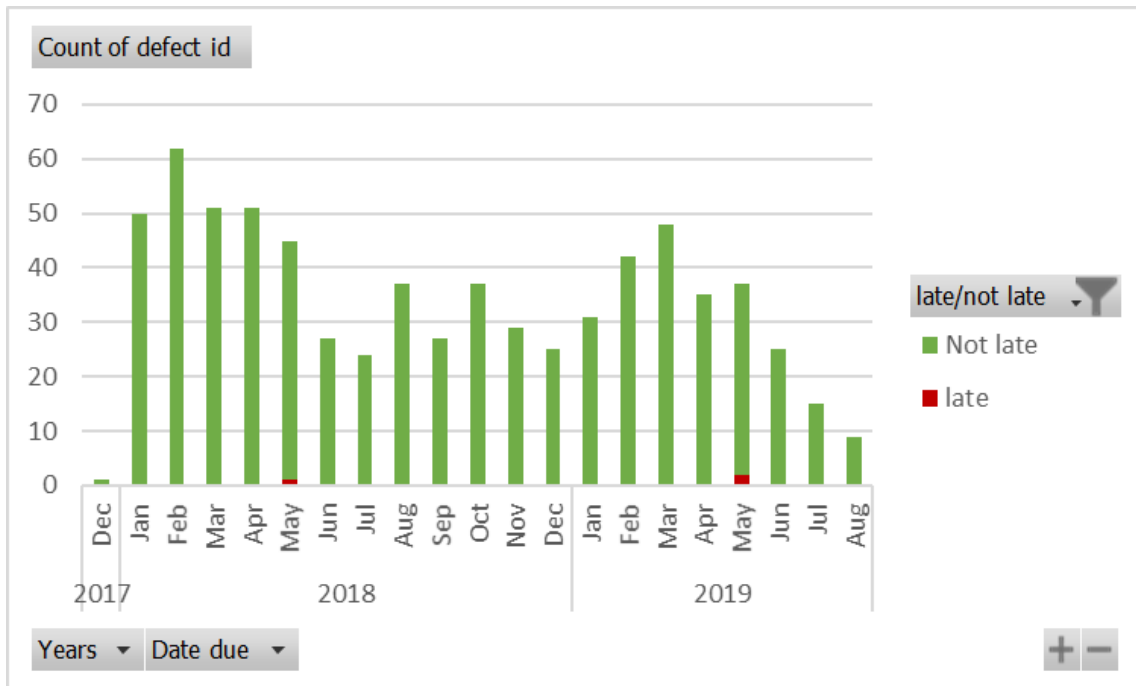


a. Standard Response from April 2019 (10 days)

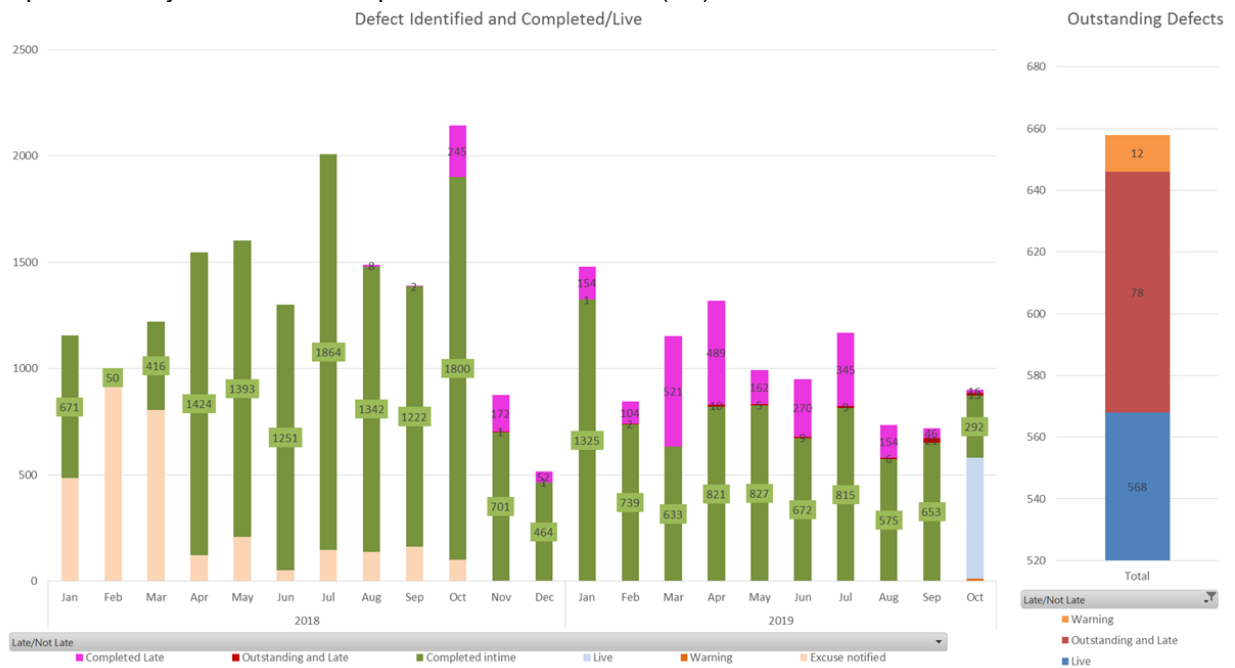


4) Repair of defects

Repair of dangerous defects once inspected from item 2 or 3 (H6)



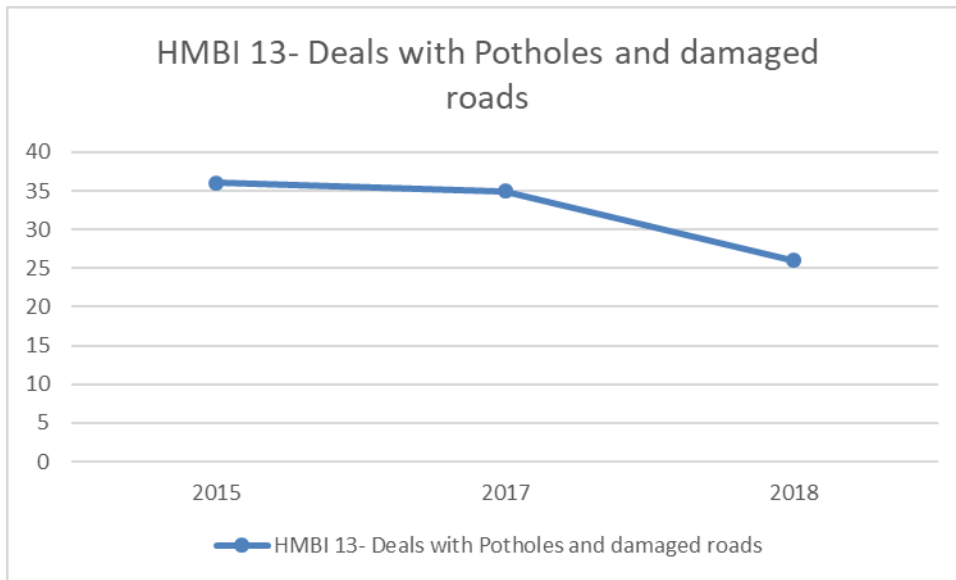
Repair of safety defects once inspected from item 2 or 3 (H8)



5) Public satisfaction

1) NHT survey, HMBI 13- Deals with Potholes and damaged roads

	2015	Ave	2017	Ave	2018	Ave
HMBI 13- Deals with Potholes and damaged roads	36		35	37	26	31





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Review of current practice
against the 2012 HMEP
Potholes Review –
Prevention and a Better
Cure

Update 2019/20



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This document reviews the recommendations from the DfT commissioned pothole review and compare them to Blackburn with Darwen Borough Council's current procedures. The result of the review identifies the service is currently complying with the recommendations and must follow the action plan to maintain compliance.

The performance measures have been moved to a separate document named "2019-20 performance measures for Level 3.docx" this is to facilitate more frequent update and review without needing to alter this document.

II. Recommendations

2) Public Opinion Surveys

Owner: Director of Communities Confirmed Current:02/09/2019

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

The service has gathered the below evidence to demonstrate compliance and has employed a strategy to continue to comply with this recommendation.

Evidence

- NHT survey was completed in 2015 repeated in 2017 and 2018/19.
- KPI for Cat 1 & Cat 2 highway defects – achieves targets.
- Local Customer Satisfaction Survey leaflet circulated to residents and stakeholders affected by recent improvement works.
- Residents provided with Survey Monkey details to provide feedback

3) Public Communications

Owner: Director of Communities Confirmed Current: 02/09/2019

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

The service has published the Communication Strategy and Highways Safety Inspections Procedure. The below communications mediums are employed and can be evidenced at the time of this review.

Evidence

- Letters to affected residences and businesses by major schemes
- Twitter
- Facebook
- Elgin <https://roadworks.org/>
- Project leaflets
- Highways Asset Management Strategy (Published)
- <http://www.blackburn.gov.uk/Pages/Home.aspx>

6) Prevention is Better than Cure

Owner: Head of Highways Confirmed Current:02/09/2019

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

The service has revised the Highways Asset Management Strategy to reflect the adoption of prevention being better than a cure. This is demonstrated by works delivery of surface dressing, micro asphalt & HRA / DBM Inlay.

7) Informed Choices

Owner: Head of Highways Confirmed Current:02/09/2019

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

A skills analysis has been done and is held in the central file system to demonstrate the required skills for key staff namely the Asset Manager, the Network Manager and the Operations Delivery Manager. This is complemented with staff under a 5 to 10-year partnership with Capita. Other competencies are secured through Capita Laboratory services. Trial sites have been constructed to look at alternative materials (in collaboration with Darwen Road stone). Proprietary materials trials undertaken with Instarmac.

Evidence

The Competency Matrix is listed in appendix 5 of the Asset Management Strategy.

8) Guidance on Materials

Owner: Head of Highways Confirmed Current:02/09/2019

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

Trial sites have been constructed to look at alternative materials (in collaboration with Jet Patch and stone). Capita design team select the most appropriate materials during their design and option appraisal. Highways invite companies in to inform relevant staff of new products and services, at the time of writing this report the Road Surface Treatment Association had been in to brief the Blackburn highways team on new products (materials) they offered and the increased benefits.

9) Definition of a pothole

Owner: Highway Inspection Manager Confirmed Current:02/09/2019

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

This has been defined in the approved Highways Safety Inspection Procedure. This procedure replaced the previous Highways Safety Inspections Procedure. Due to change from Well-Maintained Highway Infrastructure to the Well-Managed Highway Infrastructure code of practice. The Highways Authority has now implemented the new inspection regime and is on the 12-month process for every street to be inspected under the new procedure.

10) Permanent Repair policy

Owner: Highway Operations Manager Confirmed Current:02/09/2019

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

It is documented in the highways inspection procedure that the Highways Authority will undertake first time permanent repairs where practicable.

The operations team have a published repair specification mandating a first time permanent repair unless it is not safe to do so.

11) Inspection and Training

Owner: Highway Inspection Manager Confirmed Current:02/09/2019

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

New inspectors shadow an experienced inspector for 4 weeks and then a buddy system is put in place. When the new inspector is judged competent to carry out inspections they are sent for training to achieve Highways Safety Inspectors Qualification. Current inspectors hold a current Highways Safety Inspectors Qualification. The below mechanisms are in place to support the inspections team;

- Daily network discussions between the inspectors take place.
- Monthly team meetings
- Monthly update meetings with the Network Manager

12) Technology

Owner: Highway Inspection Manager Occurred:2018/19

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

Exor is a nationally available system. This is used to record inspections, enquiries and manage the resultant defects to completion. The services have built on the standard package to improve the service. The improvements are in the form of mobile inspection and repair logging technology. This has improved the data collected and made operational efficiencies. We have now included ETON capability to raise, start and stop street works permits. This enables the street works admin team to coordinate and manage disruption between the HA and utilities companies.

13) Guidance on repair techniques

Owner: Highway Operations Manager Occurred:2017

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

This was reviewed by the Highways Management Team. Evidence recorded in Highways Operations Board.

15) Coordinating Street Works

Owner: Network Manager Confirmed Current:28/08/2019

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

The Streetworks service hold quarterly meetings with statutory undertakers and the Highways Authority to review the long-term program of works and current issues. The streetworks service utilise the Elgin to aid the coordination of streetworks activities. Elgin is a public facing map of all permitted streetworks activities. Elgin displays the winter gritting routes to the public using an interactive map. The Permit scheme forces all undertakes including the local authority works promoters to be involved in the coordination of these activities.

III. Action Plan

The above review has found that the service is currently generally compliant with the recommendations. The below is a summary of actions that must continue to maintain compliance with the recommendations as the service continues.

Recommendation	Action	Current Compliance	Who	Action Time
2	Continue to undertake surveys, analyse responses, review service where surveys identify issues	Compliant	KM	Ongoing
3	Review and update communications strategy within two years	Compliant	KM	Biannual Review
6	Review and update Policy within two years	Compliant	DL	Biannual Review
7	Skills analysis, annual review of requirements vs actuals	Compliant	DL	Annual Review
8	Continue to look at new materials and repair methodology	Compliant	DL	Ongoing
9+10	Highways Safety Inspections Procedure annual review	Compliant	PW	Annual Review
11	Inspectors training in accordance with current procedure	Compliant	PW	N/A
12	Review of technology used in the delivery of the service	Compliant	PW	Annual Review
13	Review feedback and recommendations from ADEPT report analysis and suitability for Blackburn	One off review from 2017 by SAS, LS		
15	Coordination of street works activities	Compliant	SL	Quarterly

EQUALITY IMPACT ASSESSMENT CHECKLIST

This checklist is to be used when you are uncertain if your activity requires an EIA or not.

An Equality Impact Assessment (EIA) is a tool for identifying the potential impact of the organisation's policies, services and functions on its residents and staff. EIAs should be actively looking for negative or adverse impacts of policies, services and functions on any of the nine protected characteristics.

The checklist below contains a number of questions/prompts to assist officers and service managers to assess whether or not the activity proposed requires an EIA. Supporting literature and useful questions are supplied within the [EIA Guidance](#) to assist managers and team leaders to complete all EIAs.

Service area & dept.	Highways	Date the activity will be implemented	31/12/2019
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Brief description of activity	2012 HMEP Pothole Review, Prevention and a better a cure
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Answers favouring doing an EIA	Checklist question	Answers favouring not doing an EIA
<input type="checkbox"/> Yes	Does this activity involve any of the following: - Commissioning / decommissioning a service - Change to existing Council policy/strategy - Budget changes	<input checked="" type="checkbox"/> No
<input type="checkbox"/> Yes	Does the activity impact negatively on any of the protected characteristics as stated within the Equality Act (2010)?	<input checked="" type="checkbox"/> No
<input type="checkbox"/> No <input type="checkbox"/> Not sure	Is there a sufficient information / intelligence with regards to service uptake and customer profiles to understand the activity's implications?	<input checked="" type="checkbox"/> Yes
<input type="checkbox"/> Yes <input type="checkbox"/> Not sure	Does this activity: Contribute towards unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act <i>(i.e. the activity creates or increases disadvantages suffered by people due to their protected characteristic)</i>	<input checked="" type="checkbox"/> No
<input type="checkbox"/> Yes <input type="checkbox"/> Not sure	Reduce equality of opportunity between those who share a protected characteristic and those who do not <i>(i.e. the activity fail to meet the needs of people from protected groups where these are different from the needs of other people)</i>	<input checked="" type="checkbox"/> No
<input type="checkbox"/> Yes <input type="checkbox"/> Not sure	Foster poor relations between people who share a protected characteristic and those who do not <i>(i.e. the function prevents people from protected groups to participate in public life or in other activities where their participation is disproportionately low)</i>	<input checked="" type="checkbox"/> No
FOR =	TOTAL	AGAINST =

Will you now be completing an EIA?

Yes

No

The EIA toolkit can be found [here](#)

Assessment Lead Signature	<i>Paul Withington</i>
Checked by departmental E&D Lead	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Date	11/11/2019

EXECUTIVE MEMBER DECISION



REPORT OF: Executive Member for Adult Services and Prevention

LEAD OFFICERS: Director of Adults and Prevention (DASS)

DATE: 7th October 2019

PORTFOLIO/S AFFECTED: Adult Services and Prevention

WARD/S AFFECTED: Ewood

SUBJECT: Albion Mill Development – Capital spending on the Intermediate Care facility within Albion Mill

1. EXECUTIVE SUMMARY

In June 2016 the Executive Board approved Adult Social Care to work with Verum Victum and Inclusion Housing, who were developing Albion Mill, a supported housing and extra care facility in Blackburn. The Albion Mill facility is currently under construction and will provide housing with care and support for adults. The Albion Mill development will also include an intermediate care facility which will comprise of 35 units for Intermediate Care accommodation across two floors of the building. The Intermediate Care facility will be developed in partnership and will be jointly funded by the Council and the NHS Clinical Commissioning Group (CCG).

The Intermediate Care facility service specification has been upgraded to include “step up” provision in addition to “step down” provision. In order to meet the requirements of the intermediate care facility additional works to the original building specification are needed to enable us to comply with Clinical and Infection Control requirements required by the CCG and for digital upgrades.

The additional works will be funded from the Disabled Facilities Grant scheme included within the pooled budget for Better Care Fund. Approval is required to add the Albion Mill Intermediate care works to the Council’s Capital Programme.

2. RECOMMENDATIONS

That the Executive Member:

1. Notes the contents of this report
2. Approves that the spend for Albion Mill Intermediate care facility is added to the Capital Programme, to be funded from the Disabled Facilities Grant scheme included within the pooled budget for Better Care Fund

3. BACKGROUND

The Executive Board approved the development of the Albion Mill facility in Blackburn in June 2016 (construction will be completed in Summer 2020). The development will provide housing with care

and support for adults comprising:

- 50 self-contained apartments
- 24 specialist apartments
- communal facilities
- 35 units of Intermediate Care jointly contracted and funded by the Council and the NHS (Blackburn with Darwen Clinical Commissioning Group(CCG)).

Intermediate Care is a multidisciplinary service that helps people to be as independent as possible. It provides support and rehabilitation to people at risk of hospital admission or who have been in hospital and are in the process of returning home. Following a period of illness or accident, it aims to support the transfer from hospital back into the community in a timely way and to prevent unnecessary admissions to hospital and residential care in the first place. Intermediate care provides a link between hospital and where people normally live, and between different areas of the health and social care system - community services, hospitals, GPs and social care.

Intermediate Care provides support to people who are ready to participate in active rehabilitation and are able to engage in the agreed programme with a view to returning to maximum independence for them. As a general rule, an intermediate care rehabilitation programme lasts for no longer than 6 weeks and can be for as little as 1 or 2 weeks.

The building was originally designed for traditional “step down” provision which enables people to be discharged safely and efficiently from hospital into rehabilitation. This is now extended to include the intermediate care facility which provides for both ‘step down’ and ‘step up’ provision. Step up provision being care which avoids admissions into hospital or short term care.

4. KEY ISSUES & RISKS

1 Building Specification upgrades

The Council and the CCG are enhancing the building specifications to meet more stringent clinical and infection control requirements after the building was commissioned. This will also allow for a change to the service specification to enable “step up” provision. Step up is for community based people who do not require acute care, to avoid hospital or short term care,

The facility will now be able to cater for the following step up and step down service users:

- Adults aged 18 years and over
- Are in an acute, but stable condition but not safe to be at home or transfer home from hospital yet and need help to regain independence
- Are at risk of hospital admission and need help to regain independence
- Are living at home and have increasing difficulty with daily life through illness or disability
- Have outstanding health needs that require 24-hour clinical care but do not need to be in an acute setting.
- Have been considered for a home based Intermediate Care service.
- Has the cognitive ability to benefit from a rehabilitative programme
- Individuals who lack capacity to agree to rehabilitation but would benefit from the program and are able to participate
- Have identified short term goals that can be delivered within a 3-week timescale with a maximum of 6 weeks

Capital monies will be required for the enhanced building specification.

2 Digital and IT infrastructure

The Intermediate Care provider will be expected to provide medical oversight for the people whilst they are in residence at the facility. Medical oversight and medical input will ensure treatable illness is not missed as well as maximising the overall delivery of rehabilitation and enablement. Upon acceptance into the facility, a full clinical assessment will be carried out to ensure needs can be met within 24 hours. The provider will have access to GP records and will be able to order and receive diagnostics and be able to update patient records throughout their stay and at discharge. The preferred system is EMIS and prior to becoming operational, all information agreements, licences IT infrastructure will need to be in place.

There will also be a need for access to Social Care records, BWD and NHS staff will be working from site. The technology at the site will need to allow for the sharing of electronic records.

State of the Art digital Assistive Technology and equipment will also be required to enable service users to maximise their independence and reduce staffing need.

Capital monies will be required to provide the IT infrastructure and equipment. To ensure a safe, reliable and properly maintained system which is essential for business continuity, the Council will be using a preferred provider for this service.

3 The Lease arrangement

The Albion Mill building is not owned by the Council and it will be signing up to a 20-year lease with the Developer, for the two floors which comprise the Intermediate Care Unit. As such capital monies rather than a grant to the developer will be required to upgrade the building specification for the Intermediate Care floors.

The development will be open in summer 2020. Given that the Agreement for Lease included a relatively bespoke fit out arrangement for the Council as part of its rent, the Council needs to ensure that the capital funding works do not reduce the Landlord's obligations in order to receive full value.

5. POLICY IMPLICATIONS

None

6. FINANCIAL IMPLICATIONS

Capital funding is available for these additional works for the Intermediate care unit from the Disabled Facilities Grant (DFG) which is a capital scheme within the Better Care Fund pooled budget between the Council and Blackburn with Darwen CCG. As the Council is the host of the Better Care Fund pool, the DFG allocation is managed through the Council's capital programme. In order to access these funds and approve spending, the additional works for Albion Mill Intermediate Care unit needs to be included in the Capital Programme

As part of the Better Care Fund pool the Disabled Facilities Grant can be used for wider social care capital projects. The allocation from DFG is a local decision to be considered as part of the Better Care Fund planning process which is managed by the BCF Joint Commissioning and Recommendations partnership group (JCRG). Discussions took place at the Albion Mill Steering Group and Joint Commissioning and Recommendations Group (JCRG) in December 2018 to approve this spend.

The additional works for the intermediate care facility are expected to cost under £250k though the final building specifications are still being determined with the developer. It is proposed to include the

additional works as a separate scheme within the Council's capital programme with a budget of £250k, in line with the agreement by JCRG.

7. LEGAL IMPLICATIONS

The Authority has signed an Agreement for Lease to take up a 20 year lease for the use of two floors of Block B Albion Mill for the use of Intermediate Care when construction has been completed and handover takes place. A considerable amount of work by Finance and Legal was undertaken to agree the final form of lease back in November 2017.

The Council are presently in a Procurement exercise for the award of the Intermediate Care Contract, and expect to award the Contract in January 2020.

8. RESOURCE IMPLICATIONS

All staffing resources will be met through existing resources in the Strategic Commissioning Team

9. EQUALITY AND HEALTH IMPLICATIONS

Please select one of the options below. Where appropriate please include the hyperlink to the EIA.

Option 1 Equality Impact Assessment (EIA) not required – the EIA checklist has been completed.

Option 2 In determining this matter the Executive Member needs to consider the EIA associated with this item in advance of making the decision. (*insert EIA link here*)

Option 3 In determining this matter the Executive Board Members need to consider the EIA associated with this item in advance of making the decision. (*insert EIA attachment*)

10. CONSULTATIONS

There has been extensive consultation with Adults Social Care and Health partners both at strategic and operational levels through Albion Mill Project Board meetings, JCRG, Intermediate Care Steering group meetings and Albion Mill Design and Construction meetings.

11. STATEMENT OF COMPLIANCE

The recommendations are made further to advice from the Monitoring Officer and the Section 151 Officer has confirmed that they do not incur unlawful expenditure. They are also compliant with equality legislation and an equality analysis and impact assessment has been considered. The recommendations reflect the core principles of good governance set out in the Council's Code of Corporate Governance.

12. DECLARATION OF INTEREST

All Declarations of Interest of any Executive Member consulted and note of any dispensation granted by the Chief Executive will be recorded and published if applicable.

VERSION: 2

CONTACT OFFICER: Katherine White

DATE:	7 October 2019
BACKGROUND PAPER:	

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Service area & dept.	Adults and Prevention, Strategic Commissioning	Date the activity will be implemented	07/10/2019
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Brief description of activity	Capital spend for increased specification for Albion Mill Intermediate Care Unit
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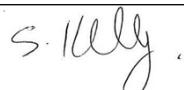
Answers favouring doing an EIA	Checklist question	Answers favouring not doing an EIA
<input type="checkbox"/> Yes	Does this activity involve any of the following: - Commissioning / decommissioning a service - Change to existing Council policy/strategy - Budget changes	<input checked="" type="checkbox"/> No
<input type="checkbox"/> Yes	Does the activity impact negatively on any of the protected characteristics as stated within the Equality Act (2010)?	<input checked="" type="checkbox"/> No
<input type="checkbox"/> No <input type="checkbox"/> Not sure	Is there a sufficient information / intelligence with regards to service uptake and customer profiles to understand the activity's implications?	<input checked="" type="checkbox"/> Yes
<input type="checkbox"/> Yes <input type="checkbox"/> Not sure	Does this activity: Contribute towards unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act <i>(i.e. the activity creates or increases disadvantages suffered by people due to their protected characteristic)</i>	<input checked="" type="checkbox"/> No
<input type="checkbox"/> Yes <input type="checkbox"/> Not sure	Reduce equality of opportunity between those who share a protected characteristic and those who do not <i>(i.e. the activity fail to meet the needs of people from protected groups where these are different from the needs of other people)</i>	<input checked="" type="checkbox"/> No
<input type="checkbox"/> Yes <input type="checkbox"/> Not sure	Foster poor relations between people who share a protected characteristic and those who do not <i>(i.e. the function prevents people from protected groups to participate in public life or in other activities where their participation is disproportionately low)</i>	<input checked="" type="checkbox"/> No
FOR =0	TOTAL	AGAINST =6

Will you now be completing an EIA?

Yes

No

The EIA toolkit can be found [here](#)

Assessment Lead Signature	
Checked by departmental E&D Lead	<input type="checkbox"/> Yes <input type="checkbox"/> No
Date	Click here to enter a date.