

Cabinet

Supplementary Information



Date: Tuesday, 3 March 2020

Time: 4.00 pm

Venue: City Hall, College Green, Bristol, BS1 5TR

19. Bristol Highways Asset Management and Associated Works Framework

(Pages 2 - 15)

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Date: Tuesday, 25 February 2020



Decision Pathway – Report

PURPOSE: Key decision

MEETING: Cabinet

DATE: 03 March 2020

TITLE	Bristol Highways Asset Management and Associated Works Framework	
Ward(s)	City-wide	
Author:	Razvan Constantinescu	Job title: Assets and Contracts Manager
Cabinet lead:	CLlr Kye Dudd	Executive Director lead: Stephen Peacock
Proposal origin: BCC Staff		
Decision maker: Cabinet Member		
Decision forum: Cabinet		
Purpose of Report: To seek Cabinet approval for the tendering process of the Council's Bristol Highways Asset Management & Associated Works Framework (2021-2025) - (BHAMAWF)		
<p>Evidence Base:</p> <p>Previously, the Transport Service had 32 contracts in place delivering Highways Maintenance and Associated Works functions. These contracts were consolidated into the current Bristol Highways Asset Management & Associated Works Framework which started on 1 April 2017 and a Term response contract. Excluded from this proposal were Traffic Signals and Street Lighting maintenance functions as these contracts require specialist skills that differ from those provided by Highways contracts; these specialisms were addressed through separate contracts.</p> <p>The current BHAMAWF contract expires on 30th September 2021 and we need to ensure continuity of service through retendering a similar framework contract. It was previously agreed we would retender the framework contract again in 2021 as this will then align with the response contract where alternative delivery mechanisms could then be considered.</p> <p>One internal review of our existing Bristol Highways Asset Management & Associated Works Framework has been carried out, by Highways Maintenance Team in September 2019. The review recommended that we should re-tender the existing Bristol Highways Asset Management & Associated Works Framework contract with minor changes in order to achieve economies of scale and avoid duplication of functions e.g. monitoring, finance etc. The review also identified certain elements of the framework to be removed to as this will allow more opportunity for local SME companies to bid for the works whilst not having to meet the significant criteria required for a large contract e.g. watercourses maintenance. The review also identified a current risk in procuring the drainage cleansing contract through the contract and it is recommended this be procured as a new 4 year term contract separately. There is a recommendation to combine Lots 3 and 5 as these tend to be delivered by the same third party chain and therefore should produce economy of scale.</p> <p>A Service Level Agreement, with appropriate Key Performance Indicators, currently oversees the delivery of this service.</p> <p>It is proposed that the format of the of the new framework will largely mirror the existing format as follows: Single Framework with 12 Lots covering the range of specialist maintenance works that we require ranging from surfacing, footway and cycle schemes, structures repairs and general highway maintenance and transport delivery projects.</p> <p>Please refer to Appendix A for more detailed description of the proposed Framework.</p>		

Cabinet Member / Officer Recommendations:**That Cabinet**

1. Authorise the Executive Director for Growth and Regeneration in consultation with the Cabinet Member Transport and Energy to take all steps necessary to procure and enter into the framework agreements required for the Bristol Highways Maintenance and Associated Works Framework from 2021 to 2025 at a cost of approximately £69m.
2. Authorise the Executive Director for Growth and Regeneration in consultation with the Cabinet Member Transport and Energy to take all steps necessary to procure and enter into a term maintenance contract for Gully cleansing and drainage surveying for the period of 4 years for a sum up to £800k

Corporate Strategy alignment:

The new Framework is closely pursuing the corporate aim Well Connected and will adopt the principles of the Council's Social Value policy, and through the procurement of these two projects, will promote the improvement to the economic, social and environmental well-being of Bristol. In order to achieve this aim each tender will include a the agreed weighting for social value outcomes.

Also, in accordance with the Council's aspirations and objectives, these projects will encourage the tenderers to adopt the Living Wage for all staff employed on these projects in-line current procurement practices.

City Benefits: Maintaining our highway assets is not only essential to meet our statutory obligations as a local authority but also to achieve our corporate goals. Improving the condition of our roads and footways will ensure we are a **well-connected** city linking people with jobs and services through well maintained and high quality transport connections. A better surface quality free from defects will also encourage our residents to walk and cycle more which will improve **wellbeing**, help us meet our climate change obligations and reduce dangerous levels of air pollution. Our Corporate Strategy explicitly mentions a need for the council to focus on '*planned long-term outcomes not short-term fixes, prioritising early intervention and prevention.*' By improving the condition of our highway assets now we will increase the resilience of our transport network, reduce disruption and potential elevated costs in the future through a well-planned programme of early interventions.

Consultation Details:

- a. Internal consultation has been carried out with the following internal stakeholders.
- b. External consultation (Market Engagement):
 - Soft market testing with other Core Cities;
 - Market engagement;
 - Consultation with other Local Authorities and organisations who are undertaking similar procurement exercises.

The new Framework should be such as to offer the widest opportunities for engagement with SME providers. In addition both the Framework and Contract should provide for greatest Social Value benefits e.g. number of apprenticeships, payment of Living Wage etc.

Background Documents:

Revenue Cost	£1.5m approx.	Source of Revenue Funding	Various highways revenue codes – Drainage, Road marking, pump station maintenance etc.
Capital Cost	£68.5m approx.	Source of Capital Funding	Various highway capital codes and grants as they are awarded.
One off cost <input type="checkbox"/> Ongoing cost <input checked="" type="checkbox"/> Saving Proposal <input type="checkbox"/> Income generation proposal <input type="checkbox"/>			

Required information to be completed by Financial/Legal/ICT/ HR partners:

Finance Advice: The Current Bristol Highways Asset Management & Associated Works Framework will expire on 30th September 2021 as a result a retender is necessary to ensure continuity of service.

Over the life of the existing framework it is estimated that c£55m (allowing for responses to urgent emergency works) will be committed in both Capital and Revenue expenditure. This will be funded from the Highways and Traffic

infrastructure capital programme, Grant awards from DFT, WECA and other government departments, as well as Highways Revenue budgets, and does not constitute a new funding pressure for the Council.

This report is seeking delegated authorisation for the Executive Director for Growth and Regeneration in consultation with the Cabinet Member Transport and Energy to procure and enter into the framework agreements required for both the Bristol Highways Maintenance and Associated Works Framework and the Gully cleansing and drainage surveying.

As this is a framework Contract, approval is sort to procure goods and services of up to £70m (allowing for responses to urgent emergency and climate change works). This does not commit the Council to spend, however, it enables us to response within a reasonable time to highways and transport demands.

Finance is part of a newly constituted project board that has been set up to ensure the Council achieves Best value from the procurement exercise.

Finance Business Partner: Kayode Olagundoye, Interim Finance Business Partner, Growth & Regeneration 25th February 2020

2. Legal Advice: Under the Highways Act 1980 the Council is the Highway authority for all adopted highways in its area other than those which are the responsibility of another authority. These highways are mainly motorways and other main trunk routes dealt with by Highways England. In accordance with its function as a Highway Authority the Council is responsible for the maintenance and repair of all such highways which it carries out through contracts with appropriate contractors, such as those detailed in this report.

Such contracts, where the value is over certain thresholds, must be procured in compliance with the Public Contracts Regulations 2015. Legal advice should be sought throughout the process of procuring these contracts both to ensure these Regulations are complied with, and the framework agreements and call off contracts entered into pursuant to these framework agreements adequately protect the Council's interests.

Equalities

The Public Sector Equality duty requires the decision maker to consider the need to promote equality for persons with "protected characteristics" and to have due regard to the need to i) eliminate discrimination, harassment, and victimisation; ii) advance equality of opportunity; and iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it.

The Equalities Impact Assessment is designed to assess whether there are any barriers in place that may prevent people with a protected characteristic using a service or benefiting from a policy. The decision maker must take into consideration the information in the check/assessment before taking the decision.

A decision can be made where there is a negative impact if it is clear that it is necessary, it is not possible to reduce or remove the negative impact by looking at alternatives and the means by which the aim of the decision is being implemented is both necessary and appropriate.

Legal Team Leader: Sinead Willis, Team Leader Commercial and Governance, 18 December 2019

3. Implications on IT: IT Services would like to ensure that the appropriate linkages into GIS systems, along with the new approach to the Data Warehouse is included in the specifications. We will also need to ensure the wider procurement aligns with the IT Strategy in terms of hosting and security arrangements.

IT Team Leader: Simon Oliver, 14 December 2020

4. HR Advice: There are no anticipated HR implications evident.

HR Partner: Celia Williams HR Business Partner Growth and Regeneration, 25 February 2020

EDM Sign-off	Stephen Peacock	15 January 2020
Cabinet Member sign-off	Cllr Kye Dudd	20 January 2020
For Key Decisions - Mayor's Office sign-off	Mayor's Office	3 February 2020

Appendix A – Further essential background / detail on the proposal	YES
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Appendix B – Details of consultation carried out - internal and external	NO
Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment	NO
Appendix E – Equalities screening / impact assessment of proposal	YES
Appendix F – Eco-impact screening/ impact assessment of proposal	YES
Appendix G – Financial Advice - As set out in the report	NO
Appendix H – Legal Advice - As set out in the report	NO
Appendix I – Exempt Information	NO
Appendix J – HR advice - As set out in the report	NO
Appendix K – ICT - As set out in the report	NO

APPENDIX

Bristol Highways Asset Management & Associated Works Framework (2021-2027)

Description of Lots

Lot 1 Machine Laid Surfacing

To include preparation work such as road planning and or the adjustment of ironwork. Surfacing and or reconstruction work to be carried out using a variety of bituminous materials. The work may range from an individual site to a programme of work comprising of several sites which will be located substantially in an urban environment with constraints relating to traffic management within the City of Bristol boundary (and possibly that of other neighbouring authorities).

Lot 2 Surface Dressing and Micro Asphalt

Surface Dressing will be carried out as part of a programme of work to include several sites. A variety of aggregates and binders will be required to meet the individual characteristics of each site. Micro Asphalt will also be ordered as part of a programme of works. Sites will be substantially located in an urban environment with constraints relating to traffic management within the City of Bristol boundary (and possibly that of other neighbouring authorities).

Lot 3 Slurry Seal and other Preventative Treatments

Work will usually be ordered as a programme of work with the majority of the work relating to footpaths, although some carriageway may be included. There may be a requirement to carry out preparation and or regulating work prior to the final installation. Sites will be substantially located in an urban environment with constraints relating to pedestrian and traffic management within the City of Bristol boundary (and possibly that of other neighbouring authorities).

Lot 4 Road Markings And High Friction and Coloured Surfacing

Work may be ordered per individual site, or grouped within an area or may be part of a programme to reinstate markings following surfacing work. Preparation may be required including the setting out and or the removal of existing markings. Cold applied resins to be used unless otherwise specified for high friction surfacing. In some instance sites may require limited preparation or at existing sites where the removal of existing surfacing may

be required. Sites will be substantially located in an urban environment with constraints relating to traffic management within the City of Bristol boundary (and that of other neighbouring authorities).

Lot 5 Highways and Associated Works up to £150,000

For the delivery of minor maintenance and new highway improvements using a schedule of rates or mini-tender approach as the basis including works of a similar nature off the highway

Lot 6 Highways and Associated Works

For the delivery of larger scale, complicated traffic and highway schemes, and works off highway of a similar nature. To be let using a mini-tender.

Lot 7 Minor Bridge Repairs and Retaining Walling Works to Highway Structures

Structural repair and Civils reconstruction works to associated highway structures. Undertaking of routine structural maintenance and associated civils works to all types and construction on bridges (including swing bridges), culverts, subways and retaining walls. The work will involve routine programmed structural repairs and/or civil reconstruction work to several small sites as well as larger scale works on discrete sites. There will also be an element of reactive emergency damage repair works due to RTC damage, although this will be expected to be undertaken during normal working hours. Sites will be substantially located in an urban environment with constraints relating to traffic management with limited working areas within the City of Bristol boundary (and that of other neighbouring authorities).

Lot 8 Maintenance Painting Works Bridges and associated Highway Structures

Maintenance programmed painting works to parapet railings and barriers to all highway structures. Structures to include bridges, retaining wall parapets, subway parapets, sign gantries and other ancillary highway structures. The programmed painting work to also include for the application of proprietary anti-graffiti coating systems to highway structures. The programmed work will be allocated into packages of several small sites or individually where a whole structure is to be received and complete repainting. Sites will be substantially located in an urban environment with constraints relating to traffic management with limited working areas within the City of Bristol boundary (and possibly that of other neighbouring authorities).

Lot 9 Structural Steel Repair and Replacement Works to Highway Structures

Structural steelwork repairs/modifications and structural component replacement plus fabrication work using various forms of welding and mechanical connection methods. Undertaking of routine programmed structural steelwork repairs/modifications or replacement to bridge and retaining wall parapet railings including repairs or replacement to life expired or corroded structural components of all types of bridges and other highway structures, including bridge expansion joint plates, decking systems etc, including a degree of offsite fabrication in within a workshop. There will also be an element of reactive emergency damage repair works due to RTC damage, although this will be expected to be undertaken during normal working hours. Sites will be substantially located in an urban environment with constraints relating to traffic management with limited working areas within the City of Bristol boundary (and that of other neighbouring authorities).

Lot 10 Geotechnical and Soil Investigation Works on or adjacent to the Highway

Programmed structural geotechnical inspections, Routine programmed maintenance and associated stabilisation works to structural embankments and Cuttings as well as natural rock formations adjacent to the public highway. Work to involve routine cyclical de-vegetation and inspection of all formations and where necessary the undertaking of the required stabilisation work which may involve total or partial reconstruction, geotextiles and mesh stabilisation measures, anchoring stabilisation, or the installation of catch netting or other geotechnical control measures. Undertaking structural soil and site investigation including submitting reports. Sites will be substantially located in an urban and semi-rural environment with constraints relating to traffic management and other ecological and historical constraints with limited working areas within the City of Bristol boundary (and possibly that of other neighbouring authorities).

Lot 11 Traffic Management

Provision of traffic management projects to facilitate road maintenance or event works.

Lot 12 Pump maintenance

The provider will be expected to undertake routine inspection and servicing of mechanical and electrical pumping stations and control equipment. Sites will be substantially located in an urban environment with constraints relating to traffic management within the City of Bristol boundary (and possibly that of other neighbouring authorities).

Bristol City Council Equality Impact Assessment Form

(Please refer to the Equality Impact Assessment guidance when completing this form)



Name of proposal	Retendering the Bristol Highways and Associated Works Framework (HAAWF)
Directorate and Service Area	Growth & Regeneration/Transport
Name of Lead Officer	Razvan Constantinescu

Step 1: What is the proposal?

Please explain your proposal in Plain English, avoiding acronyms and jargon. This section should explain how the proposal will impact service users, staff and/or the wider community.

1.1 What is the proposal?
To seek Cabinet approval for the re-tendering process of the Council's existing Bristol Highways Asset Management & Associated Works Framework (2017-2021) (BHMAWF) all to commence in October 2021.

Step 2: What information do we have?

Decisions must be evidence-based, and involve people with protected characteristics that could be affected. Please use this section to demonstrate understanding of who could be affected by the proposal.

2.1 What data or evidence is there which tells us who is, or could be affected?
The retendering of this multiple-lots framework will be subjected to Bristol City Council's, UK's and EU's procurement legislations which will ensure that all those affected will be treated equally. In this case the equality assessment will ensure that all participating firms must have robust diversity and equality policies in place for their employees.
2.2 Who is missing? Are there any gaps in the data?
This is not a contract interacting directly with the public but the contractors will be expected to communicate and give effective notifications to residents affected by street works.
2.3 How have we involved, or will we involve, communities and groups that could be affected?

At evaluation of bids level, we will ensure that bidders demonstrate their understanding of diversity and equality issues and the social value element of the bids will be scored at least at 20% (the rest of the points being allocated to quality and price on 20% and 60% basis)
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Step 3: Who might the proposal impact?

Analysis of impacts on people with protected characteristics must be rigorous. Please demonstrate your analysis of any impacts in this section, referring to all of the equalities groups as defined in the Equality Act 2010.

3.1 Does the proposal have any potentially adverse impacts on people with protected characteristics?
No
3.2 Can these impacts be mitigated or justified? If so, how?
Not applicable
3.3 Does the proposal create any benefits for people with protected characteristics?
Yes, through Social Value element of the evaluation.
3.4 Can they be maximised? If so, how?
Yes, by being specific in our requirement to see an effective community engagement programme.

Step 4: So what?

The Equality Impact Assessment must be able to influence the proposal and decision. This section asks how your understanding of impacts on people with protected characteristics has influenced your proposal, and how the findings of your Equality Impact Assessment can be measured going forward.

4.1 How has the equality impact assessment informed or changed the proposal?
Yes, we will take special care in ensuring effective community engagement
4.2 What actions have been identified going forward?
Effective (language diversity) communication strategy Demonstration of disability-minded street works, where applicable
4.3 How will the impact of your proposal and actions be measured moving forward?
The public notification of the available contract will stipulate our expectations

and will score the receiving bids accordingly.

Service Director Sign-Off: Patsy Mellor	Equalities Officer Sign Off: <i>Reviewed by Equality and Inclusion Team</i>
Date: 13/12/2019	Date: 11/12/2019

Eco Impact Checklist

Title of report: Commence tender of new Bristol Highways Asset Management & Associated Works Framework (2021-2027).

Report author: Razvan Constantinescu

Anticipated date of key decision; 19/03/2020

Summary of proposals:

To seek Cabinet approval for the re-tendering process of the Council's existing Bristol Highways Asset Management & Associated Works Framework (2017-2021)(BHMAWF) all to commence in October 2021.

To seek Cabinet approval for the award of the new contract models to be delegated to the Strategic Director for Growth and Regeneration on completion of a successful procurement process.

Will the proposal impact on...	Yes/ No	+ive or -ive	If Yes...	
			Briefly describe impact	Briefly describe Mitigation measures
Emission of Climate Changing Gases?	Yes	-ive	<p>Works are likely to be delivered by vehicles with diesel emissions</p> <p>Works are likely to contribute to traffic congestion.</p>	<p>Tender questions should include consideration of the emissions from the use of road going vehicles, non-road mobile equipment, and travel planning for works within the AQMA (Air Quality Management Area).</p> <p>The contractors will comply with requirements to reduce the impact of works on traffic congestion. Tenders should also be marked on innovative responses to improve traffic congestion.</p> <p>Disruption to bus and cycle lanes, and pedestrian walkways will be minimised during works, to encourage people to continue using these modes of travel.</p>
Bristol's resilience to the effects of climate change?	Yes	Likely to be -ive	<p>Works are likely to be delivered by vehicles with diesel emissions</p> <p>Works are likely to contribute to traffic congestion.</p> <p>Works may</p>	<p>Stipulate in contract documentation the level of recycled materials that are to be used, the incorporation of adequate flood resilience and SUDS, measures to encourage walking, cycling, or public</p>

			<p>contribute positively or negatively to flood resilience, the impact of air pollution, maintenance requirements, and the urban heat island effect. This will mainly depend on the design of schemes.</p> <p>Recycling materials will reduce the impact.</p>	<p>transport use, low maintenance planting schemes that control runoff, the use of shade or reflective surfacing to reduce heat island effect.</p> <p>The use of the latest sustainable road building standards, where appropriate.</p>
Consumption of non-renewable resources?	Yes	-ive	Use of non-renewable resources for completion of works.	<p>Detail in the contract appropriate levels regarding use of recycled materials. Tender responses should ask about on-site reuse of aggregates and be given credit for appropriate proposals.</p> <p>The use of the latest sustainable road building standards, where appropriate.</p>
Production, recycling or disposal of waste	No	-ive and +ve	Works will create wastes, which may include contaminated asphalt.	Can detail in the contract appropriate levels regarding use of recycle material and disposal of waste. Contractors will be registered as waste carriers, and the their understanding of the handling and disposal or hazardous and non-hazardous wastes (including contaminated asphalt) will be evaluated in the tender.
The appearance of the city?	No	-ve and +ive	Roadworks and associated traffic congestion will make the appearance the city worse in the short term, but new infrastructure has the	<p>The contractors will comply with requirements to reduce the impact of works on traffic congestion.</p> <p>Potential improvements by carrying out maintenance and</p>

			potential for long term improvement. This will mainly depend on the design of schemes.	facilitating new infrastructure
Pollution to land, water, or air?	No	-ve and +ive	<p>Works and any associated traffic congestion may have a short term impact on air, water, noise, and dust pollution, but have the potential for longer term improvement.</p> <p>Storage and use of fuel and chemicals may lead to pollution.</p>	<p>Stipulate in contracts requirements for planting schemes that control runoff reduce the impact of air pollution within the AQMA. Dust should be controlled as far as possible and noise should be controlled by limiting the hours of working and by protecting any sensitive receptors through the use of barriers, etc.</p> <p>Fuels and chemicals should be stored, dispensed and used in accordance with legislation and best practice.</p>
Wildlife and habitats?	No	-ve and +ive	<p>Any new road building is likely reduce the space available for habitats, and the storage of equipment on any project may damage verges and possibly affecting protected species.</p> <p>Reinstatement of damaged areas, adding swales and planting on verges may improve habitats.</p>	<p>Stipulate in contracts requirements for planting schemes that control runoff reduce the impact of air pollution within the AQMA.</p> <p>Bidders should be asked about their plans reinstatement of verges and other land affected by equipment storage in the tender.</p> <p>Compliance and monitoring of performance in line with current legislation</p>
Consulted with:				
Summary of impacts and Mitigation - <u>to go into the main Cabinet/ Council Report</u>				

The significant impacts of this proposal are...

Works can increase short term air, water, noise and dust pollution, and traffic congestion through the use of vehicles and plant, as well as impacting habitats, producing waste, and requiring quarried materials. Longer term impacts on air quality, traffic congestion, habitats, and Bristol's resilience to climate change may be positive or negative, depending on the design of schemes. Most of the impacts are dependent on the design of projects and the management of contractors.

The proposals include the following measures to mitigate the impacts:

- Contractors will be given credit for the use of low emission vehicles, plant, and travel planning to reduce their use
- Measures to reduce the risk of (or control) dust, noise, or water pollution will be put in place, in accordance with legislation and contract requirements. This includes during storage, use and disposal.
- The need for, and plans for habitat and species management, relocation, or establishment will be established at an early stage of project designs.
- Measures to reduce the urban heat island effect, control run-off, and improve air quality will be included, where relevant.
- The use of sustainable road building and civil engineering standards will be considered and used where appropriate.
- The recycling of materials will be specified and monitored for individual schemes. Any proposals by contractors for on-site recycling should be considered and given credit in tenders where relevant.
- Measures to encourage walking, cycling, and the use of public transport will be carefully designed, and linked with neighbouring schemes. Disruption of these activities during works will be limited, wherever possible.

The net effects of the proposals are negative, but the careful design of schemes, within the context of other schemes within the city have the potential to create many positive impacts.

Checklist completed by:

Name:	Giles Liddell
Dept.:	
Extension:	
Date:	12/12/2019
Verified by Environmental Performance Team	Nicola Hares