

Code of Practice

Highway Safety Inspection and Response on County Roads



Cyngor Sir
CEREDIGION
County Council

Code of Practice

Highway Safety Inspection and Response on County Roads

2021



Preface

The establishment of an effective regime of inspection, assessment and recording is the most crucial component of highway maintenance. The characteristics of the regime, which includes frequency of inspection, items to be recorded and nature of response, are defined following an assessment of their relative risks.



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1. Introduction

Legislation

Ceredigion County Council as the Highway Authority has a statutory duty to maintain its highways as outlined in the Highways Act 1980.

In particular, Section 41 imposes a duty to maintain highways maintainable at public expense. There is no definition in the Act regarding the level of maintenance required although national codes have been produced to offer some guidance. The document, “*Well-Managed Highway Infrastructure: A Code of Practice (October 2016)*” produced by the Roads Liaison Group, makes recommendations for surveys and inspections of the adopted highway network, except where local constraints or demands have required local solutions.

Section 58 of the Highways Act 1980 provides the Local Highway Authority with a special defence:

“58 Special defence in action against a highway authority for damages for non-repair of highway.

(1) In an action against a highway authority in respect of damage resulting from their failure to maintain a highway maintainable at the public expense it is a defence (without prejudice to any other defence or the application of the law relating to contributory negligence) to prove that the authority had taken such care as in all the circumstances was reasonably required to secure that the part of the highway to which the action relates was not dangerous for traffic.”



Intention of this document

This Highway Safety Inspection and Response Approved Code of Practice for Ceredigion County Council sets out the policy and standard for undertaking inspections of the adopted highway network. It is designed for use by staff carrying out highway inspections and forms part of the overall Highway Maintenance Manual. Intervention levels are stated for most circumstances, but inspection staff will always be expected to apply judgement as every eventuality cannot be covered. The primary aim of the code is to ensure that inspection, defect, and suggested repair details are correctly assessed and accurately recorded, together with subsequent details of actual repairs undertaken. All those involved in this process must be conversant with the contents of this document in order to ensure a consistent understanding.

The Authority's Highways Services carries out safety inspections of the public network within Ceredigion. The purpose of this is to ensure that, as far as is reasonable, publicly maintained carriageways, footways and other designated assets are safe for the highway user.

Implementation of a formal inspection regime and maintenance of, as far as is reasonable, the network and other assets, provides the Authority with a defence under Section 58 of the Highways Act 1980 against claims made for damages resulting from incidents on the public highway.



2. The Status of the Code

It is good practice to monitor and regularly review the efficacy, relevance and compliance of the Authority's Code of Practice. This revision of the 2010 Code has been driven and informed by the publication in October 2016 of the guidance document "*Well Managed Highway Infrastructure: A Code of Practice*". Whilst there is no requirement to adopt this guidance, the purpose of the code is to encourage best practice in highway maintenance and management.

In the 2016 publication the most significant change from the previous code was a recommendation that authorities adopt a risk-based approach, although no detail was provided on how this was to be achieved. County Surveyors Society Wales (CSSW) worked to develop a nationally consistent response through design of a methodology that would allow authorities to, through its adoption, benefit from working to a national standard. Ceredigion County Council's Highways Services has utilised this methodology in the development of the Authority's 2021 code.

This document will confirm that Ceredigion County Council will accept the principles of the 2016 Code, which allows for local variations. Some principles are stated in this document, which specifically deals with Highway Safety Inspections.

Whilst it is accepted by the courts that a public highway can never be in perfect condition at all times the Highway Authority must show that it is meeting its responsibilities in a reasonable manner. An adequate inspection regime is an essential part of that requirement.



Review

This document is subject to regular review at an operational level in accordance with the County Council's commitment to a process of continuous improvement. This document shall be revised to record changes to service standards or the implementation of any newly defined service standards and policies including additional data on network traffic volume.

Risk reviews which collate appropriate data will be carried out periodically and used to inform refinements to hierarchy, inspection and repair regimes.

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3. Objectives

The “*Well Managed Highway Infrastructure: A Code of Practice (October 2016)*” identifies the types of highway inspection that should be carried out to address three key objectives of a highway maintenance strategy.

- 1) Network Safety – Ensure compliance with statutory obligations.
- 2) Network Serviceability – Ensuring availability, integrity, reliability.
- 3) Network Sustainability – Maximising value to the community.

This document, “*Ceredigion County Council Code of Practice: Highway Safety Inspection and Response on County Roads*”, deals specifically with Objective 1, Network Safety, and updates the previous 2010 “*Code of Practice for Highway Safety Inspection of County Roads*”.

Ceredigion County Council’s Highway Asset Management Plan provides the strategic framework that the Council has adopted and links to the Council’s corporate aims and objectives.

The overarching corporate objective relating to highway maintenance is to provide safer and better roads to access services, employment and tourism.

Ceredigion County Council as local authority for highways maintainable at public expense within its boundaries will take reasonable steps to ensure these highways are safe and in discharging its duties will carry out:-

- a) Regular inspections of the highways maintainable at public expense.
- b) Additional reactive ad-hoc inspections in response to service requests or queries received about the condition of the maintained highway.
- c) Inspections in accordance with this code of practice.



The aims of safety inspections are to record 'defects' within the highway in order that a maintenance regime can maintain the highway in a safe condition for users. This will be achieved by carrying out regular inspections, identifying any defects present and attaching a priority rating for them to be rectified in accordance with the guidance in this Code.

All elements of the inspection and assessment regime should be applied systematically and consistently. This is particularly important in the case of network safety, where information may be crucial in respect of legal proceedings.

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4. Training and Development

Ceredigion County Council is committed to continual staff development and training.

It is important that all those involved in the process of highway maintenance understand the extent and nature of Ceredigion County Council's, as the Local Highway Authority, legal obligations for highway maintenance, and how these relate to their particular responsibilities, including the important distinction between duties and powers.

It is therefore implicit that for each component of the authority's maintenance strategy that those involved in the process will have received training to enable them to demonstrate the necessary level of competence.

The authority shall provide the necessary training by both in-house and external bodies to ensure that support is provided for such competence to be maintained. On appointment, all Ceredigion highway inspectors will take part in an internal induction and training programme. This will be followed by formal external training and professional qualification. Further training will be provided as appropriate to ensure continual professional development.

All Ceredigion highway Inspectors are trained to City and Guilds 6033 - unit 301 and 311. Additional training will be provided to ensure compliance with the new code, including any regional or national Highway Inspector Competency Scheme or Accreditation.

UNIT 301: HEALTH AND SAFETY

- Intended to provide appropriate basic health and safety training for highways inspectors, to give them an appreciation of how to carry out a basic risk assessment and assist them to work safely on the highway.



UNIT 311 - HIGHWAY INSPECTION TECHNICAL

- Intended for those carrying out highways inspection in their first year of appointment and as a useful refresher for more experienced highway inspectors. The course provides a good basic knowledge of all areas of highways maintenance and inspection in which they might be involved.

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5. Risk Management

The “*Well Managed Highway Infrastructure: A Code of Practice (October 2016)*” recommends that authorities apply a risk-based approach to highway management. In doing so authorities must acknowledge the fact that risk varies across the asset and between asset groups. Managers have always considered risk in their decision making about inspections, repair priorities and works programming. The new code creates a need to formalise such decision making and to ensure that all decisions are, as far as possible, fact based, and that the rationale for these decisions are recorded .

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6. Network Safety – Safety Inspections

Safety inspections identify all observed defects likely to create a danger or serious inconvenience to users of the network or the wider community. Such defects should include those that require urgent attention as well as those where the location and size are such that longer periods of response would be appropriate.

Safety inspections shall normally be undertaken by slow moving vehicle travelling at a maximum speed of 20mph. Walked safety inspections shall be carried out where and when appropriate. The mode of inspection for each location, either walked or by means of slow moving vehicle, will be influenced by risk assessing the location.

The highway safety inspections are generally carried out by single driver inspectors. Exceptions include urban locations and those where risk assessments have indicated a need for inspections to be carried out on foot. The mode of inspection is reviewed to reflect national working practices guidelines and health and safety advice/guidelines.

Additional inspections may be necessary in response to user or community concern, as a result of incidents or extreme weather conditions, or in the light of monitoring information. These shall be identified through the risk management process.

The parameters that are to be adhered to are:

- Frequency of inspection
- Items for inspection
- Degree of deficiency
- Nature of response



7. Ad-Hoc Inspections (Service Requests)

Ad-hoc inspections are to be carried out to identify any required maintenance works following requests for service from the public or third party. These are relayed to the inspectorate via the service's Infrastructure Asset Management System, namely Symology *Insight*. The request is given a priority rating by the corporate call centre for response / inspection/investigation. All reported defects should be inspected within the allocated time period following receipt, unless they are already known to the inspector and have been previously entered on the Authority's *Insight* system for rectification on a priority basis.

All ad-hoc inspections are recorded on a mobile device. Any identified defects falling within prescribed intervention criteria are entered onto the *Insight* defect database with instructions to make safe and/or repair within prescribed response times.

Category 1 defects are automatically sent to the relevant works team.

Note

Missing or damaged ironwork may be the responsibility of a Utility Company. In these circumstances the Highway Safety Inspector will enter onto the Authority's asset management system details of the defect for action by the Authority's Streetworks section who will manage any non-action by the Utility Company.

If such defects are reported to the corporate call centre by a member of the public they are recorded and forwarded to the relevant Streetworks Inspector, who will initiate contact with the relevant statutory utility undertaker or other contractor employed on the highway. If applicable they will record the defect and instruct the utility to make safe. If the statutory utility undertaker or other contractor cannot make safe within the specified 2hr period imposed then the works will be carried out by the authority's contractor with the costs re-charged.



8. Network Hierarchy

A viable network hierarchy is the foundation of a coherent, consistent and auditable maintenance strategy.

The requirement to split the asset into hierarchies exists in the current code. It has been retained in the new code but with the onus placed upon authorities to determine how best to apply the risk -principle in determining appropriate hierarchies. The new code states that *“Carriageway hierarchy will not necessarily be determined by the road classification, but by functionality and scale of use.”* For example, roads that carry 10,000 vehicles a day have a greater potential for an adverse event to occur than ones carrying 500 vehicles a day.

It is possible to estimate use for all roads based upon available traffic count data. County Surveyors Society Wales (CSSW) has chosen to recommend that a risk-based hierarchy should be set predominantly based upon use. This does not preclude authorities from making necessary adjustment in response to particular local use patterns and issues. Ceredigion has undertaken a highway asset risk review which, in addition to traffic count data, takes into consideration additional factors such as whether the road is considered strategic, if it is part of a diversionary route or is travelled by a large volume of HGVs.

It is important that the hierarchy reflects the needs, priorities and actual use of each road in the network. Roads may be categorised as: classified numbered ('A' and 'B' roads), classified un-numbered ('C' roads) or unclassified ('U' roads). However, this system of classification does not necessarily reflect the priority and actual use of each road within the network.

Footway priorities may sometimes conflict with carriageway priorities, and hence it is necessary to define footway and cycleway hierarchies.

For operational efficiency reasons when any highway element (either footway, cycleway or carriageway) runs adjacent to another element, the individual element



having the highest hierarchy will determine the frequency of inspection of these other elements.

Walked safety inspections are carried out where applicable.

The defined operational processes seek to take into account the safety of all highway users whilst at the same time retaining an awareness of the constraints placed upon the Authority by defined and limited budgets and human resources.

These hierarchies are dynamic and reviewed to reflect any changes in network characteristics which may result due to the actual use of the network rather than the use expected when the hierarchy was originally defined.

“*Well-Managed Highway Infrastructure: A Code of Practice (2016)*” offers a reference point from which Highway Authorities can develop local hierarchies and for this purpose Ceredigion will apply the following as its main criteria with adjustments for usage:

Code of Practice Hierarchy Level Names	CSSW Hierarchy Level	Traffic Volume Band (approx.)
Strategic Route	CHSR	Based on local importance rather than traffic flow but often in the range >20,000 [30,000 for calculations]
Main Distributor	CH1	10,000 to 20,000
Secondary Distributor	CH2	5,000 - 10,000
Link Road	CH3	1,000 - 5,000
Local Access Road	CH4	200 – 1000
Minor Road	CH5	<200

Table 8.1 – Highway (Carriageway) Hierarchy



Highway (Footway) Hierarchy

The same principle has been adopted for the establishment of footway hierarchy. There is substantially less data available for footfall and this will need to be gathered over time.

Footway hierarchy is based predominantly upon use/traffic volumes and

- can be adjusted to reflect local conditions;
- is intended to create national consistency;
- is to be documented with reasons for any variances from the method.

It is expected that officer judgement will be used to estimate footfall for different footways in order to apply the method in the absence of data.

In addition, and for operational efficiency reasons, when a highway element runs adjacent to another element, be it cycleway, footway or carriageway, the element which has the highest inspection frequency will determine the frequency of all elements.

Ceredigion will adopt the hierarchy detailed in Table 8.2:

Code of Practice Footway Network Hierarchy Category	CSSW Footway Hierarchy	Footfall Level (indicative)
City Centre Pedestrian Area	FHVHU	> 10,000 (15,000 used for calculations)
Town Centre Pedestrian Area	FH1	5,000 - 10,000
Footway Outside Public Facilities	FH2	1,000 - 5,000
Link Footway (between estates / areas)	FH3	500 - 1,000
Housing Estate Footway	FH4	< 500
Little Used Rural Footway	FH5	< 100

Table 8.2 – Highway (Footway) Hierarchy



Highway (Cycleway) Hierarchy

There are increasing developments in promoted routes for cyclists therefore, and subject to review, Ceredigion will adopt the guidance in the Code of Practice and continue to apply the following table to signify the relative hierarchy.

In addition for operational efficiency reasons the highway element cycleway, when running adjacent to another element (footway or carriageway), or forming a lane of the carriageway, the element having the highest hierarchy will determine the frequency of inspection of this cycleway.

Category	Category Name	Description
A	Cycle Lane	Lane forming part of the carriageway, commonly a strip adjacent to the nearside kerb.
B	Cycle Track	A highway route for cyclists not contiguous with the public footway or carriageway. Shared cycle/pedestrian paths, either segregated by white line or other physical segregation, or un-segregated.
C	Cycle Trails	Leisure routes through open spaces.

Table 8.3 – Highway (Cycleway) Hierarchy



9. Inspection Regime

Safety Inspections

A risk based establishment of hierarchies is being undertaken predominantly based upon use. Table 9.1 details the recommended inspection frequency. See Appendix B.

Frequency of Inspection

The frequency of inspection is again broadly set in accordance with “*Well Managed Highway Infrastructure: A Code of Practice (October 2016)*” with minor adjustments to avoid conflict between carriageway and footway hierarchy. Where conflicts do exist, for example at a pelican crossing, the footway hierarchy will always take precedence in determining of inspection frequency.

Changes in the stipulated frequencies must be approved by the Corporate Lead Officer for Highways and Environmental Services before implementation.

In addition the council has authorised deferment of the inspection regime in its entirety during periods where inspection is not possible. The authorisation form for the suspension of highway inspections is provided as Appendix D.

Safety Inspections shall normally be carried out at the fixed intervals set out in table 9.1. However, the programme of inspections may be suspended for extraordinary reasons. These include but are not restricted to statutory or fixed holidays, periods of exceptional weather where flooding or snow prevents a proper inspection of the road network, and other emergency or extreme events. Where inspections are suspended for periods of 2 days or less the roads and footways which were due to be inspected on these days shall be inspected within 2 weeks of the date that inspections resume. Where the period of suspension exceeds 2 days then, with the approval of the Corporate Lead Officer Highways and Environmental Services, and the cabinet member, the whole inspection programme shall be rolled forward/reset and resumed as if the period of suspension had not happened. Where approval is given to roll



forward the inspection programme the reasons for and duration of the suspension must be logged on the Asset Management System.

Feature	Category	Inspection Frequency
Roads	CHSR	Monthly
	CH1	Monthly
	CH2	Every 3 months
	CH3	Every 6 months
	CH4	Annually
	CH5	Reactive Inspections
Footways	FHVHU	Monthly
	FH1	Monthly
	FH2	Every 3 months
	FH3	Every 6 months
	FH4	Annually
	FH5	Reactive Inspections
Cycle Routes	A	As for roads
	B	Every 6 months
	C	Every 6 months
Car Parks		Monthly

Table 9.1 – Inspection Frequency

Operational Factor

Inspections shall be carried out on a route optimisation basis to ensure maximisation of operational efficiencies with the resources available. This will result in certain sections of the network now classified as having a lower frequency of inspection being inspected at a higher frequency than specified, for example, a section of the network specified as being inspected on a frequency of 3 months actually being expected on a monthly return period if it is operationally more efficient.



Inspection Tolerances

A tolerance should be included to allow for unavoidable incidences such as bad weather, training, inspector sickness etc. When these are necessary it is recommended that the tolerance applied to each inspection frequency is 50% of the prescribed inspection interval or 3 months (whichever is the least).

Any changes to the above frequencies must be approved by the Corporate Lead Officer for Highways and Environmental Services and the cabinet member before they are implemented. See Appendix D.

Defects

A Critical Defect is one that the inspector considers presents a risk to safety high enough to require immediate action. Defects that pose an immediate or imminent risk of injury to road users typically include items such as a collapsed cellar, missing utility cover, fallen tree, unprotected opening etc. Critical defects should be made safe at the time of the inspection if practicable or attended by the inspector until such time as the defect can be made safe. Making safe may constitute displaying warning notices, coning or fencing off to protect the public from the defect. The minimum standard for a critical defect is a response time of 2 hours (to attend and make safe as soon as possible thereafter).

- **A Safety Defect** is one that requires prompt attention because it presents an imminent hazard. Safety defects requiring a response as soon as possible to remove a potential risk of injury to users will typically include items such as particular sizes of potholes, trip hazards, dislodged kerbs etc. If practical, safety defects should be made safe at the time of the inspection. This may constitute displaying warning notices, coning or fencing off to protect the public from the defect. If it is not possible to correct or make safe the defect at the time of the inspection, repairs of a permanent or temporary nature should be carried out within the response time specified. CSSW's minimum standard



provides dimension data that can be used as a guide to identifying safety defects for different network hierarchies.

- **A Maintenance Defect** is one that is not a safety defect but requires repair at an appropriate time to guard against further deterioration. They do not present an imminent hazard to users. Maintenance defects should be categorised as higher priority: defects that warrant treatment in order to prevent them deteriorating into a safety defect prior to the next scheduled inspection, and lower priority other defects that warrant treatment in order to prevent them deteriorating to such an extent that additional works or costs are incurred.

Degree of Deficiency

The degree of deficiency in highway elements will be crucial in determining the nature and speed of response. The table below provides a baseline. Highway Inspectors will maintain the right to investigate and possibly intervene on a risk basis at any time. Risk based assessments will be informed by the use of Ceredigion's Inspection Defect Recording Manual, training, briefing and quality control mechanisms.

Carriageway Repair Regime: Response Times				
Carriageway Hierarchy	Safety Defect		Maintenance Defect	
CHSR	>50mm	By the end of the next working day	>40mm	1 month
CH1	>50mm		>40mm	
CH2	>50mm		>40mm	
CH3	>75mm	5 days	>50mm	3 months
CH4	>75mm		>50mm	
CH5**	>75mm		>50mm	

Table 9.2 – Carriageway Repair Regime: Response Times

** Defect triggers on CH5 roads are to be considered to be at an investigatory level



Defect Size

The defect sizes chosen for each type of defect and hierarchy reflect the fact that carriageway defects deteriorate more rapidly on more heavily trafficked roads as a result of the volume of vehicles running over them. A defect of 50mm depth on CH2 and above will be subjected to repeat trafficking. All these roads carry >5,000 vehicles per day and as such a pot hole could deteriorate rapidly into a more hazardous feature if not repaired promptly. For this reason, a differential standard of safety defect size has been adopted for the minimum standard shown within Table 9.2.

Response Times

The proposed response times are also based upon taking into account the different levels of use. Appendix A shows how risk exposure has been calculated and used to show what response times are required to deliver a consistent level of risk exposure across all levels of the hierarchy.

See Appendix A.



10. Defects associated with other parties

Some defects occurring on the highway are associated with defective utility or private apparatus that include covers to inspection chambers, boxes or meters. Acting as highway authority and following an on site risk assessment, the Council will in order to protect the public from encountering such a dangerous defect, erect the necessary temporary signing and guarding to make the area safe.

After determination of the fault, the Council accepts the responsibility or passes the responsibility to the utility company or third party.

Other defects associated with other third parties, such as overhanging vegetation and encroaching fencing, or illegal obstructions of the highway that cause interference to the free and safe flow of road users, shall be recorded and may be dealt with by undertaking the remedial works and recharging or by means of an enforcement letter, and submitted for further investigation. These actions may include legal proceedings.



11. Management System and Data Capture

Highways Services utilises an integrated Infrastructure Asset Management System (IAMS) across a number of business areas. This system is used to collect, update and manage key data linked to sections of road, which are identified using the National Street Gazetteer's Unique Street Reference Number (USRN). Data can be GIS linked and the system allows for the linked storage of photographs and documents.

The main IAMS is web-based and is accessed via personal computers and laptops. Inspection and works modules are accessed via handheld mobile devices. Mobile working by Highways Inspectors facilitates receipt and communication of real time information.

The IAMS is used (although not exclusively) to schedule inspections, record defects, issue works tickets and receive/respond to customer enquiries. Features of these processes include:

- Inspection dates for all roads to be inspected are scheduled in advance and downloaded weekly to mobile devices.
- Defects are recorded and prioritised by Highways Inspectors on mobile devices via selection from standard menus and sent back to the main system in real time, or stored when out of signal for later transmission.
- To facilitate a quick response, selected Category 1 defects are sent direct to works gangs via mobile devices when they are recorded.
- Where appropriate, Inspectors will plot defects on a map, and take and attach photographs to defects.
- Customer service requests are sent direct to mobile devices to prompt reactive ad-hoc inspections.



- Responses to customer requests where reactive inspections do not generate defects are recorded and notification returned to customer services.
- Any agreed deferral or suspension of inspections is facilitated via the system and recorded.

Reporting from the IAMS system is used for strategic planning as well as operational, performance management and claim defence purposes.

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Appendix A

Defect Criteria – Response Times

Defect Categories	Description	Response Time
Critical Defect Cat 1	<p>A situation where the inspecting officer considers the risk to safety high enough to require immediate action, e.g. collapsed cellar, missing utility cover, fallen tree, unprotected opening,</p> <ul style="list-style-type: none"> ➤ Requiring an immediate response to make the site safe 	2 Hours
Safety Defect Cat 1.1 Cat 1.5	<p>Defects that pose an imminent risk of injury to road users,</p> <ul style="list-style-type: none"> ➤ Requiring a response as soon as possible to remove a potential risk of injury to users 	<p>By End of Next Calendar Day (CHSR, CH1, CH2)</p> <p>Within 5 Calendar Days (CH3, CH4)</p>
Maintenance Defect Cat 2.1 Cat 2.3	<p>Defects that warrant treatment to prevent them deteriorating into a safety defect prior to the next scheduled inspection,</p> <ul style="list-style-type: none"> ➤ Requiring a response to prevent them becoming a safety defect 	<p>1 month (CHSR, CH1, CH2)</p> <p>3 months (CH3, CH4)</p>
Programmed Repairs Cat 3	<p>Defects that warrant treatment, in order to prevent them deteriorating to such an extent that additional works or costs are incurred.</p>	As per the local works programme



Appendix B

Risk Assessment – *See separate Excel file.*

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Appendix C

Supporting Rationale – See separate PDF file.

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Appendix D

<p>CYNGOR SIR CEREDIGION COUNTY COUNCIL</p> <p>Gwasanaeth Priffyrdd ac Amgylcheddol Highways and Environmental Services</p> <p>GOHIRO ARCHWILIADAU DIOGELWCH Y FFYRDD SIROL SUSPENSION OF HIGHWAY SAFETY INSPECTION</p>	
<p>Cyfnod y gohiriad: <i>Period of suspension:</i></p>	<p>O <i>From</i></p> <p style="text-align: right;">Hyd <i>To</i></p>
<p>Rheswm am y gohiriad: <i>Reason for suspension:</i></p>	
<p>Rhoddir awdurdod i ohirio'r archwiliadau diogelwch ffyrdd sirol dros y cyfnod a nodir am y rhesymau a roddir uchod. <i>The suspension of highway safety inspections is duly authorised for the period noted due to the reasons given above.</i></p>	
<p>Corfforaethol – Gwasanaethau Priffyrdd ac Amgylcheddol <i>Corporate Lead Officer - Highways and Environmental Services</i></p>	<p>Dyddiad <i>Date</i></p>
<p>Aelod Cabinet <i>Cabinet Member</i></p>	<p>Dyddiad <i>Date</i></p>

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