

NORTH LINCOLNSHIRE COUNCIL

**NEIGHBOURHOODS
CABINET MEMBER**

TRANSPORT ASSET MANAGEMENT PLAN DEVELOPMENT

1. OBJECT AND KEY POINTS IN THIS REPORT

- 1.1 To inform the Cabinet Member of the development of the Transport Asset Management Plan (TAMP).
- 1.2 The key points in the report are:-
- The Cabinet Member has previously considered the implications of changes to how the DfT will allocate funds for highways and transport related capital projects in the future.
 - Work has progressed to develop a robust Transport Asset Management Plan so that we can secure the highest level of DfT funding possible.
 - Further work is needed to maintain DfT funding levels in the future.

2. BACKGROUND INFORMATION

- 2.1 The Cabinet Member approved a report in September 2015 in connection with the Department for Transport (DfT) Incentive Funding for Highways Maintenance. The report in question set out changes to how the DfT will allocate funds for highways and transport related capital projects in the future.
- 2.2 To secure the maximum level of DfT funding potentially available, local highway authorities will need to have in place a fully developed Transport Asset Management Plan (TAMP). The previous report set out the provisional assessment of our position in relation to securing DfT funding. It highlighted a risk that the council might not secure the maximum funding potentially available in the future without completing work on a robust TAMP.
- 2.3 Officers have since progressed the work required on the TAMP. We need to publish details of our TAMP on the council website prior to 31 January 2016. This will help to ensure that we do not lose any funding for the 2016/17 financial year. Officers were only advised of this deadline by DfT in late December 2015.

3. OPTIONS FOR CONSIDERATION

3.1 The Cabinet Member is asked to approve the Transport Asset Management Plan Policy and Overview Document (attached) for publication on the council website by 31 January 2016.

4. ANALYSIS OF OPTIONS

4.1 The recommendation will ensure that we can secure the maximum possible level of DfT funding in order to maintain the council's highways asset against the previously agreed themes contained in our Local Transport Plan (LTP) document to the highest achievable standards.

4.2 Utilising TAMP principles will help us improve the development of our existing draft plan. In turn, this will allow us to put together a more robust maintenance programme of works, based on clear priorities, long term asset lifecycle planning and proactive maintenance, reducing the inefficient reactive maintenance and therefore enhancing value for money.

4.3 Not approving the recommendation will lead to a reduction in DfT funding available for future highway maintenance in 2016/17.

5. RESOURCE IMPLICATIONS (FINANCIAL, STAFFING, PROPERTY, IT)

5.1 Financial

5.1.1 The performance of the council in spending against transport priorities and targets is measured against National Indicators. For the LTP in particular, this is via the delivery reporting mechanisms within the council's Local Transport Plan 2011 - 26.

5.1.2 Development of the TAMP is essential to avoid a reduction in future funding from the DfT. For 2016/17 this could see a reduction in funding of £25,000 if we fail to adopt the recommendation.

5.1.3 Further funding reductions might apply from 2017/18. We will continue to develop our TAMP in order to avoid this risk.

5.2 There are no further immediate resource implications to highlight.

6. OUTCOMES OF INTEGRATED IMPACT ASSESSMENT (IF APPLICABLE)

6.1 While not directly applicable, the LTP was the subject of an Integrated Impact Assessment. The final version of the plan was amended to ensure that its content reflects the needs of the wide and diverse communities across North Lincolnshire.

7. OUTCOMES OF CONSULTATION AND CONFLICTS OF INTERESTS DECLARED

- 7.1 The LTP was the subject of extensive consultation to identify transport priorities and needs for the period of the LTP and beyond. This is reflected in the three-year delivery plan.
- 7.2 The outcomes from this consultation were built into the LTP. The key priority was identified as the condition of the highway and footway networks.

8. RECOMMENDATIONS

- 8.1 That the Cabinet Member approves the Transport Asset Management Plan Policy and Overview Document (attached) for publication on the council website by 31 January 2016 to ensure maximum Department for Transport funding for highway maintenance in 2016/17 is secured.

DIRECTOR OF PLACES

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Date: 7 January 2016

Background Papers used in the preparation of this report:

Minute 18 (18) and associated report of the Neighbourhoods Cabinet Member dated 28 September 2015 – Department for Transport Incentive Funding for Highways Maintenance.

Transport Asset Management Plan 2016 - 2020

Policy & Overview Document



Forward by the Cabinet Member for Neighbourhoods

The highway network in North Lincolnshire comprises 1392km of roads. With an asset value in excess of £1.3 billion, it is the most valuable infrastructure asset owned by the Council.

As a highway authority, the Council has a statutory duty to maintain the highway. We do so in the face of increasing pressures.

We manage the highway network on behalf of the travelling public, whether they are pedestrians, cyclists, bus operators, taxi operators, freight operators or car users. How we maintain our highway network impacts on all users of the highway.

A Transport Asset Management Plan (TAMP) has been written to provide a summary of how we go about managing the maintenance of our highway assets.

At present, the TAMP has focussed on the following asset groups:

- Carriageways
- Footways
- Street Lighting
- Structures (Bridges & culverts)
- Traffic Management (Traffic Signals)

In time, we expect to develop the TAMP to cover other asset groups such as drainage, street furniture, electronic systems and public transport assets.

The purpose of the Transport Asset Management Plan is to:

- Formalise strategies for investment in highway asset groups
- Define affordable service standards
- Improve how the highway asset is managed,
- To assist in delivery of a better Value for Money highways service

The TAMP is a live document and we will continue to review and update our policy and processes in response to emerging best practice in this field.

This document presents the policy and overview of the TAMP 2016-2020.



Councillor Neil Poole Cabinet Member for Neighbourhoods

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Associated Documents

The following North Lincolnshire Council documents are essential components of the council's approach to transport asset management and complement and support this plan;

- H&P Quality Manual
- Local Transport Plan 3
- Highway Maintenance Strategy
- Winter Maintenance Plan
- Risk Management Strategy and Action Plan
- Road Safety Strategy
- Information Management Policy
- Traffic Signs Policy
- Street Lighting Policy

Other reference documents;

- CIPFA – Code of Practice on Transport Infrastructure Assets 2013
- Highways Maintenance Capital Funding Self-Assessment Questionnaire for Incentive Funding
- Highways Maintenance Funding Formula and Indicative Incentive Fund Allocations 2015-2020

Responsibility

Implementation of each of the Transport Asset Management Plan elements is the responsibility of the following people;

Transport Asset Management Plan Element	Main Council Position(s) Responsible
TAMP Document	<ul style="list-style-type: none"> • Council Cabinet • Elected Member (portfolio holder) responsible for Highways • Director responsible for Highways
TAMP implementation and practice improvements	<ul style="list-style-type: none"> • Director responsible for Highways • Asset Manager (Highways & Neighbourhoods)
TAMP document updating and reporting	<ul style="list-style-type: none"> • Asset Manager (Highways & Neighbourhoods)
Finance and Valuation	<ul style="list-style-type: none"> • Asset Manager (Highways & Neighbourhoods) • Council Finance Section
TAMP Data	<ul style="list-style-type: none"> • Asset Manager (Highways & Neighbourhoods) • Highways UKPMs / data section (Asset Evaluation Team) • Council GIS section
TAMP Risk	<ul style="list-style-type: none"> • Asset Manager (Highways & Neighbourhoods) • Council's Corporate Risk section
Asset strategy options reports	<ul style="list-style-type: none"> • Asset Owners

Document Control

Version Number/Date	Approved by Council
V1.0 / January 2016	
Next Update Due	January 2017

1. Introduction

This section provides a brief introduction to the Asset Management Plan and identifies how it is aligned with other council documents.

1.1 Overview

The Government encourages councils to develop asset management plans for their infrastructure assets via the Highways Maintenance Efficiency Programme (HMEP).

The purpose of the Transport Asset Management Plan is to:

- o Formalise strategies for investment in highway asset groups
- o Define affordable service standards
- o Improve how the highway asset is managed,
- o To assist in delivery of a better value for money highways service

1.2 Links to Other Plans

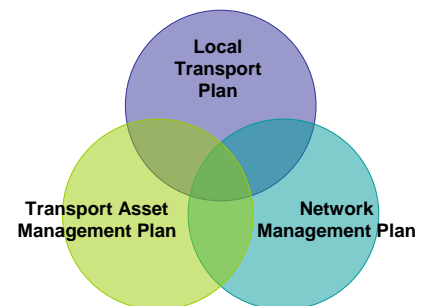
This Transport Asset Management Plan relates to other council plans as illustrated.

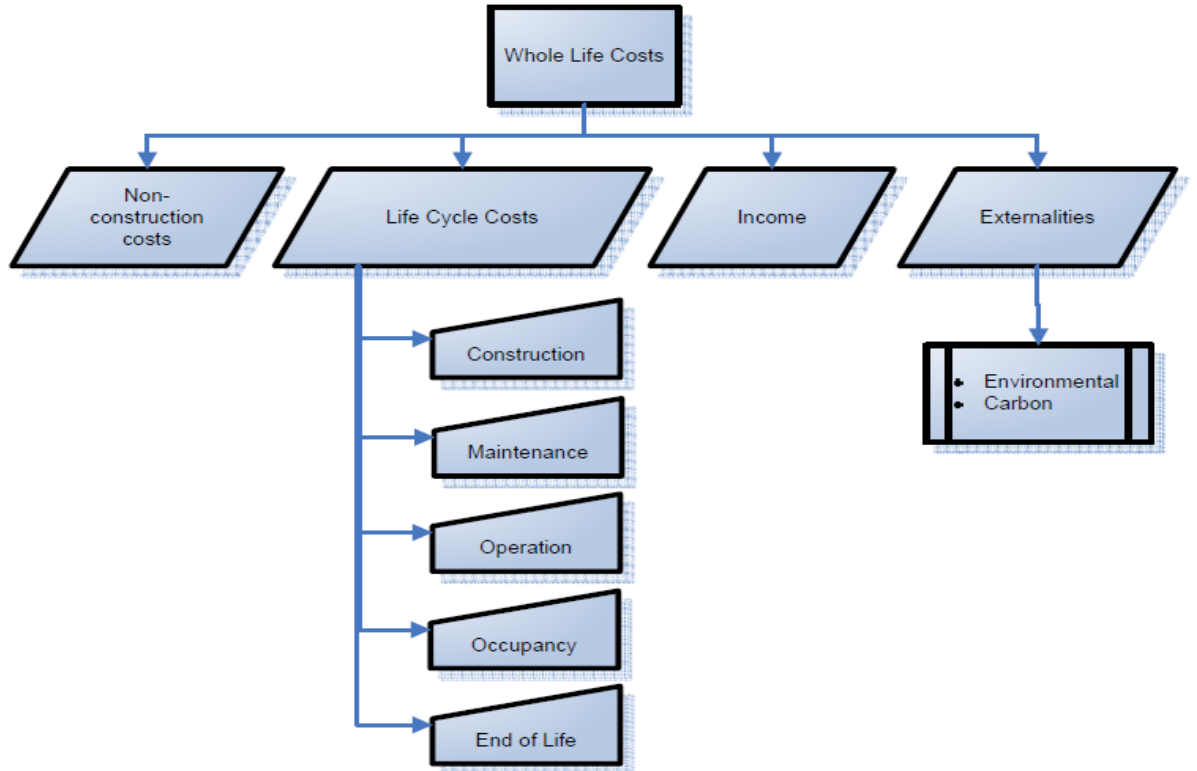
The 2014 Local Transport Plan (LTP) is an update of the 2011 document that was produced to comply with Government requirements. The LTP document sets out the transport policies for the council and indicates potential financial allocations for Integrated Transport and Highway Maintenance – these being the two funding streams within the LTP award.

The Network Management Plan (NMP) is produced to document our arrangements in respect of carrying out our network management duty in relation to the Traffic Management Act 2004. The NMP has a direct bearing on our way of working and the allocation of funding for management of the highway network.

For us, the adoption of asset management for highway assets is an on-going process of use of more structured management processes and adopting a long term planning approach.

The long term planning process requires the assimilation of all information, together with the whole life costs, for each and all of the assets being considered. These whole life costs include not only the 'life cycle' costs for each of the assets, but also the non-construction costs, income from the asset and externalities associated with the asset as can be seen in the flow chart on the following page.





2. Asset Description

This section outlines the size and extent of the asset that is included within this Management Plan.

2.1 Highway Assets Covered by the Transport Asset Management Plan

The highway assets covered by this plan are wide ranging and comprises of the following elements:

Asset Group	Element	Quantity
Carriageway	Road construction including lay-bys, bus lanes etc.	1,306 km.
	The carriageway group also includes: Kerbs, line markings and studs, traffic calming features – including tables, humps, chicanes etc., hard strip / shoulder / verges / vegetation, boundary fencing	
Footways and footpaths	Footway – adjacent to the carriageway	1,738 km.
	Public Rights of Way remote from the carriageway including byways, restricted byways, bridleways and footpaths.	534 km.
	The footway and footpaths group also includes: Roadside signposts (207), waymark posts (1,593), small pedestrian bridges (192), stiles (212), gates (135), flights of steps (25), countryside car parks (7), Interpretive panels (10) and boardwalks (6).	
Cycleways	Cycleways – either on carriageways or shared with footways	N/A
	Cycleways - remote from the carriageway	N/A
Structures	Bridges	114
	Footbridges	5
	Culverts (large diameter piped drains under the road)	131
	Retaining Walls	2
	Underpasses / Subways	1
Street Lighting	Lighting columns	21,719
	Illuminated signs	1,213
	Illuminated bollards and beacons	535
	Feeder pillars (council owned)	133
	Cabling for street lighting	142 km
Traffic Management Systems	Signal installations at junctions	33
	Signal installations at pedestrian, pedestrian/cycle, pedestrian/horse crossings	15
	Variable message signs	15
	Vehicle activated signs	20
	Safety and speed camera equipment	1
Drainage	Gullies	22,519
	Manholes and catchpits	44,680
	Piped drains	1,840 km
	Pumping stations	6
	Oil interceptors	6
	Hydrobrakes	4
	The drainage group also includes: Balancing ponds, roadside ditches, swales, soakaways, inlets and outfalls etc	

Asset Group	Element	Quantity
Street Furniture	The street furniture group includes: Vehicle safety fences, non-illuminated signs (warning, regulatory and local direction/information signs/posts), bollards, pedestrian guardrail, street name plates, litter and grit bins, seating, bus stops (1,102), highway trees (approx 8,000) etc.	

2.2 Assets not covered by this plan

Some highway related assets are the responsibility of other council departments for maintenance purposes. These assets that are not covered by this TAMP are:

- o Scunthorpe bus station
- o Barton Interchange (bus station)

3. Community Requirements

This section describes information about the community's requirements for the transport/highways asset. It outlines how this information is obtained and what it says in relation to community preferences.

3.1 Customer Consultation

The consultation process for LTP3 allowed us to build on the extensive consultation exercises we undertook with the community as part of the LTP2 midterm review. Various community groups and local forums were consulted. The key issues raised as part of this process related to winter maintenance & safety of roads in bad weather and the condition of footpaths. Both of these issues have been addressed over the early part of the Plan period.

Individual schemes are consulted on with various stakeholders and their view is often incorporated within the design. Some schemes are designed directly from customer consultation.

In general terms - members of the public can contact us 24 hours a day, seven days a week, through various formats, to provide any comments on the highway network. All carriageway complaints are monitored through the Confirm Customer Service Database.

4. Future Demands

This section outlines the anticipated demands that will be placed on the asset over the duration of the plan. These have been considered when formulating the plan and presenting the risks associated with it.

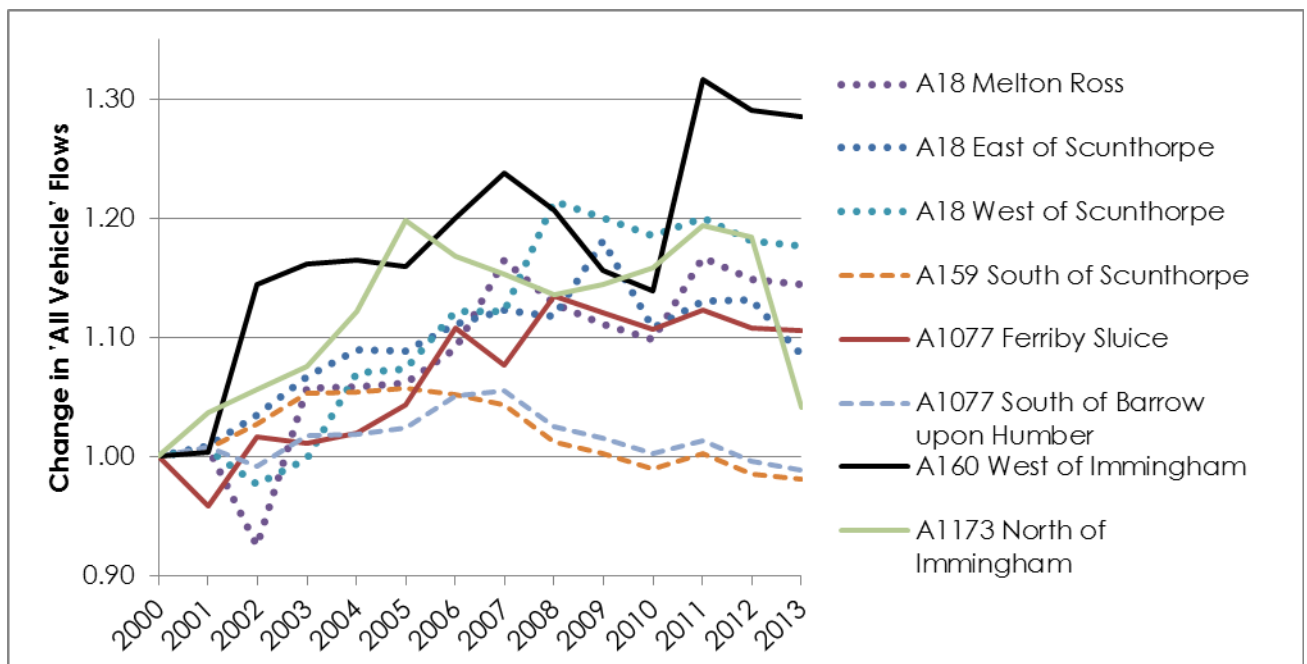
4.1 Asset Growth

New highway assets are continuing to be added thereby creating an additional need for maintenance and management. The asset is growing marginally year on year due to the adoption of additional roads into the network and through improvement activities such as traffic safety schemes and construction of new road links.

In addition to this our obligations in relation to the drainage network have been significantly increased as a result of the Flood and Water Management Act 2010. The council are the new sustainable urban drainage systems approval body and this will allow us to manage more closely the potential impact of drainage issues relating to new development schemes.

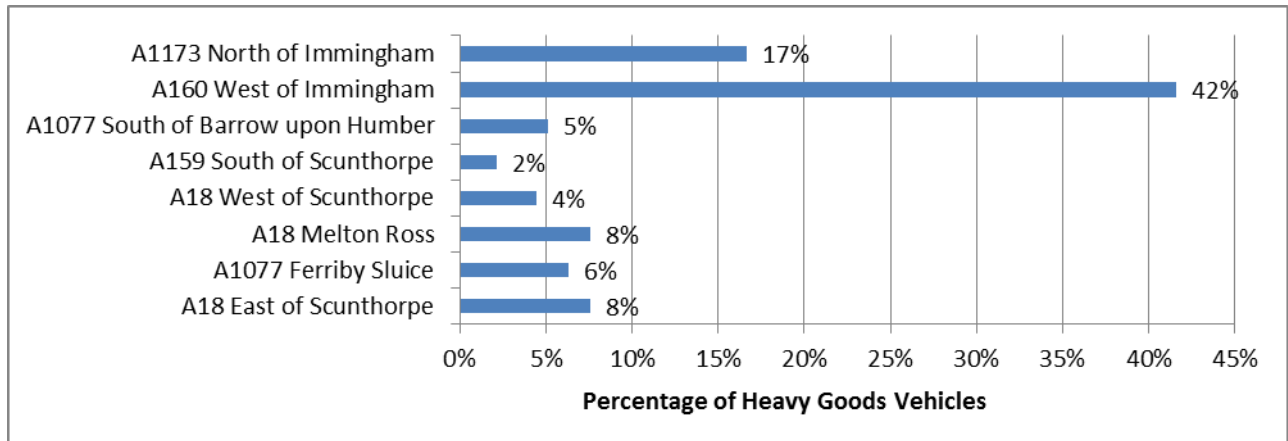
4.2 Traffic Growth

Traffic growth is monitored on major and 'A' class roads by the Department for Transport. A graph showing the changes in traffic flows on roads in North Lincolnshire since 2000 is shown below. There is clear indication that traffic growth on some parts of the road network greatly exceeds that on others with the greatest growth being on the A160 West of Immingham.



4.3 Traffic Composition

Traffic composition is a major factor affecting the rate of deterioration of our highway infrastructure. Where there are heavy wheel loadings the damage and deterioration of the road surface is much greater. Alongside is an indication of the percentages of Heavy Goods Vehicles travelling on major roads on our highway network.



4.4 Environmental Issues

In addition to the need to consider climate change in terms of maintenance methods and materials used there is also the real issue of impact on the carriageway infrastructure of long periods of very wet or dry conditions. These have a particular impact on roads in the Isle of Axholme as these are constructed on a water sensitive base material which, on drying, shrinks significantly and unevenly. This has the effect of significantly reducing the carrying capacity of the road construction and of creating surface alignments that are not consistent with high or medium speed traffic requirements.

Looking at the bigger picture, recycling of road construction material during maintenance schemes is a significant part of our contribution to minimising the impact of highway maintenance issues on the environment. This aligns with our accreditation to ISO 14001: Environmental Management Systems.

5. Service Standards

This section outlines standards that users can expect from the council's transport assets. It records how these are measured and presents the targets that have been set for the duration of the plan.

5.1 Purpose

The Transport Asset Management Plan is based upon delivery of identified service standards. We measure and monitor performance against the service standards in order to determine if the levels of service being provided match up with customer expectations and are in line with both national and local goals and objectives. Therefore, there is a direct link between levels of service, corporate objectives, LTP priorities and funding levels. Publishing these standards enables everyone to understand what they can expect from our highway assets.

5.2 Service Standard Targets

The service standards are given in the Transport Asset Management Plan and these are set to deliver a road network that is as safe, reliable and as fit for purpose as possible within current funding and resource constraints.

6. Asset Management Practice

This section defines the asset management practices and documentation that the council uses. The application of good practice and its documentation is essential to the achievement of this plan.

6.1 Asset Management Policy

Our asset management policy, the principles of which are, to:

- o Apply asset management systems to manage transport assets
- o Publish an Transport Asset Management Plan
- o Report achievements and performance annually (outcomes)

6.2 Highway Asset Management Manual

The systems used to manage our transport assets are set out in the Highway Asset Management Systems Manual. The manual defines how and when we:

- i. Inspect
- ii. Categorise and prioritise reactive repairs
- iii. Assess condition
- iv. Identify and prioritise sites for resurfacing (or reconstruction)
- v. Choose the materials used
- vi. Prepare works programmes
- vii. Procure and manage works
- viii. Record and report costs
- ix. Record and respond to customer contacts

6.3 Asset Investment Strategies

Specific investment strategies have been compiled for the major asset groups of carriageways, footways, structures, street lighting, drainage and traffic signals. Each strategy defines how the target service standards are to be delivered. In particular they address the types of works that are planned and state where a "prevention is better than cure" approach has been adopted.

6.4 Annual Status and Options Report

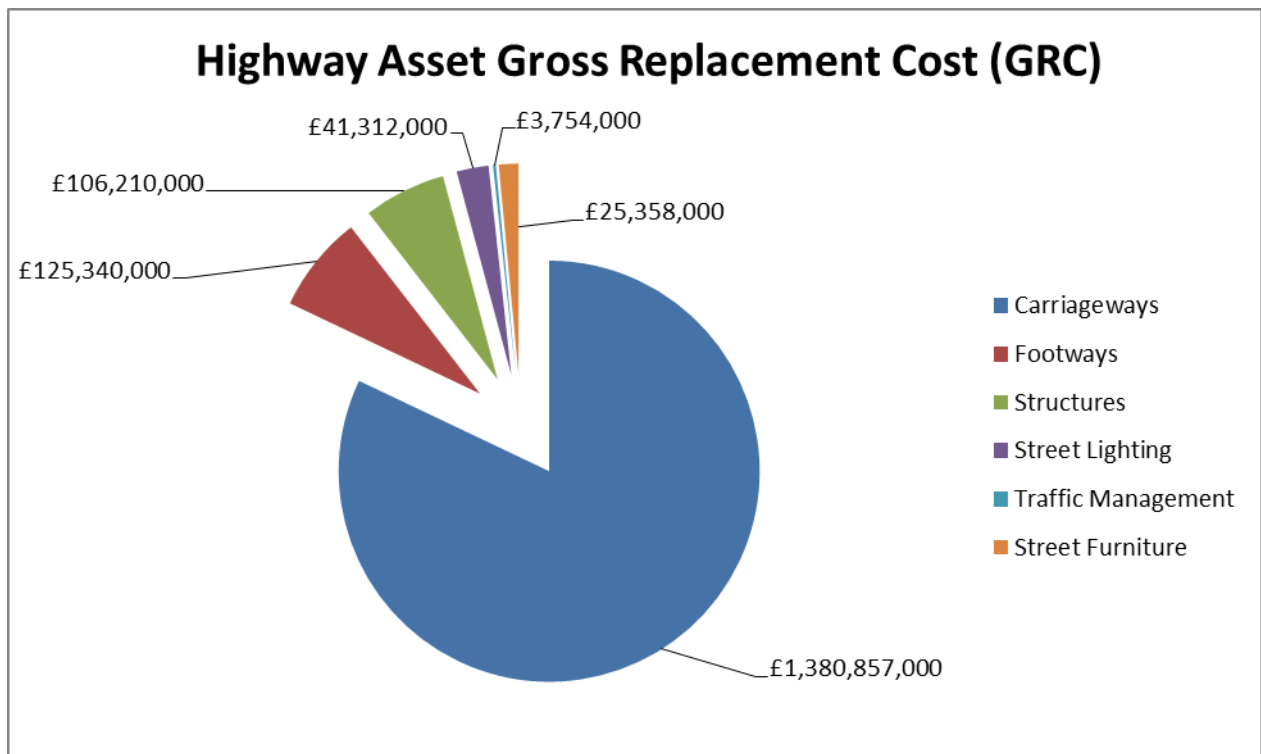
A report is to be compiled annually summarising the status of each asset group. The report describes the result of the previous year's investment in terms of meeting the target service standards. The report also includes long term predictions of levels of defects and condition and is used to enable the council to choose how to best allocate the following years' budgets and to decide whether any of the service standards contained in the plan need to be revised. At the date of this report strategy options have been produced for carriageways, footways and structures. Reports for other assets are to be produced in due course.

7. Value of the Highway Asset and the financial strategy for its management

This section describes the financial issues associated with asset management practices. Effective financial management and its documentation are both essential to the achievement of this plan.

7.1 Asset Valuation

As of July 2014 the transport asset is valued as shown in the chart below:



7.2 Long Term Funding Needs - Asset Investment Strategies

Long Term Cost Prediction modelling enables the authority to understand the relationship between future funding needs and resulting condition / performance levels. The level of complexity of each asset model is dependent on the asset data available and the deterioration mechanism used.

The following outlines the asset investment strategies being developed for each of the main asset groups as part of the Transport Asset Management Plan;

Carriageways:

For the carriageway asset we are concentrating on a process of surface repair where possible – only using deeper strengthening treatments where the carriageway construction has failed. Examination of condition trends and combining this with local knowledge indicates that our U class roads are those that need the greatest attention in the short to medium term.

Alongside the maintenance issues there are a number of carriageway infrastructure development schemes either under way or in the pipe line as detailed in the LTP, these being;

- o Highway improvement schemes associated with South Humber Gateway
- o Humberside Airport access improvements
- o Lincolnshire Lakes infrastructure, creating six new villages, as well as including the de-trunking of the M181
- o Local infrastructure schemes, A1077/B1216 Junction improvements and the A1077 South Ferriby Improvements.

Once these have been built their maintenance will contribute to the asset management planning process.

Footways:

We have recently completed a footway network survey that allows identification of specific elements and sections of the footway network where the condition is below standard. This information, when allied to use and importance of the sections of the footway network allow us to identify and select those sections of footway that are in greatest need of attention.

Street Lighting:

We are currently investing in replacement of time expired and faulty lighting columns. This work is being carried out in conjunction with replacement of lighting units, where this is suitable, with modern Light Emitting Diode (LED) units that are considerably more energy efficient and in reducing maintenance costs.

Drainage:

With our drainage asset we have a historical problem of not knowing exactly what we have, where it is and in what condition it is in. Because of this we are limited to maintaining that which we know about and developing a record of what exists within the highway. We recognise the increased risk of flooding damage and safety issues resulting from water on the carriageway and our plan is to invest in developing a system that more effectively deals with management of drainage issues.

Structures (Bridges):

Whereas our long term strategy with our structures asset is to maintain them such that significant costs do not arise there are instances – as at present – where a bridge on a strategic route is showing signs of distress and requires urgent attention. Currently our main issue is with the A18 railway bridge just to the west of Humberside Airport. This is on a section of the A18 that provides a critical connection between the airport and the strategic road network at Junction 5 of the M180.

Traffic Management (Traffic Signals):

We are currently updating the inventory for traffic signals. From this we can develop schemes based on the information obtained. So far we have identified schemes for the oldest asset, most frequently maintained and are currently working towards identifying options for better connectivity and communication between sets of signals to improve traffic flows.

8. Risk Management

Risk management and control is essential to the effective delivery of this Plan.

8.1 Risk Management Strategy

The Corporate Risk Management Strategy sets out how the council manages risk corporately. This strategy is also applied to managing the council's transport assets. A risk register is compiled for the risks associated with the transport/highway asset. The methods used to create and manage this transport risk register are set out in the asset management manual. The highest rates risks that were considered when compiling this plan as shown in the table below:

The risks that could prevent the achievement of the targets set by this plan are:

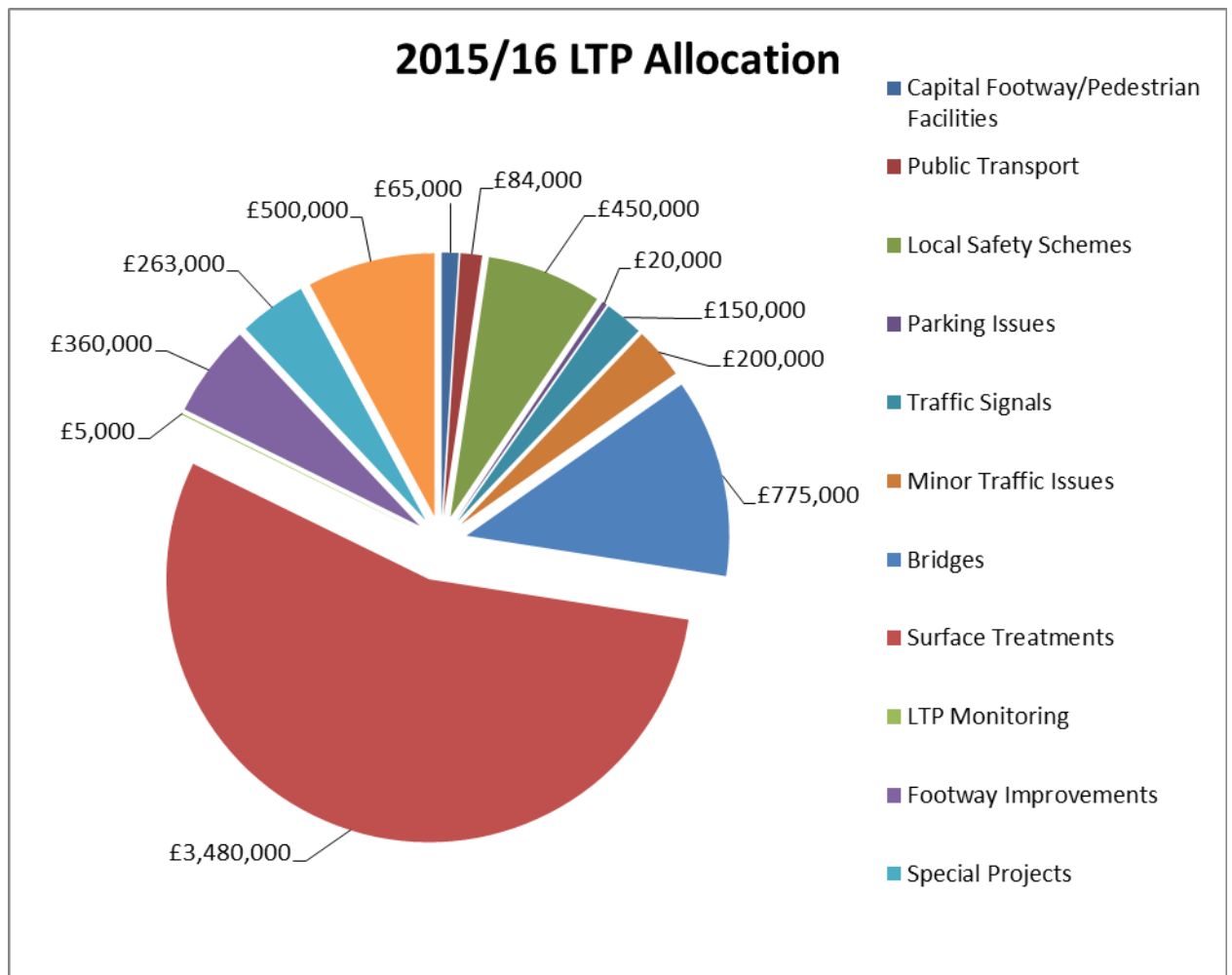
Plan Assumption	Risk	Action
The plan is based upon winters being normal.	Adverse weather will create higher levels of defect occurrence and deterioration than have been allowed for.	Budgets and predictions will be revised and this plan updated if abnormally harsh winters occur.
Available budgets are as assumed.	External pressures may mean that government will reduce the funding available for highways.	Re-assess budget allocation annually to reflect external pressures. Prepare business cases to request additional funding from other authority budgets.
Construction inflation will steadily increase.	Exceptional inflation of construction costs may increase the cost of works (particularly oil costs as they affect the cost of road surfacing materials).	Re-assess budget allocation annually to reflect external pressures. Prepare business cases to request additional funding from other authority budgets.
Levels of defect occurrence and deterioration are based on current condition data.	Continuing collection of condition data may identify that asset condition is worse than predicted and the investment required to meet targets may be insufficient.	Re-assess budget allocation annually to reflect improved extent of condition data.
Resources are available to deliver the identified improvement actions	Pressures on resources may mean that staff are not allocated to service improvement tasks.	Monitor the situation regularly and advice council accordingly.

9. Funding Allocations

This section outlines existing funding and future funding streams from government. Effective financial management and its documentation are both essential to the achievement of this plan

9.1 Current Allocations

The funding allocations identified are as follows:



Note: Surface Treatments includes work on the Principal Road Network (PRN) and the Non Principal Road Network (NPRN). It comprises of reconstruction schemes, surface dressing, micro asphalt, plane and inlay and recycling schemes.

There are further funding sources that are used, where possible, to fund other transport related issues. In addition to this the council has committed capital funding specifically for drainage and flood defence, street lighting works and general highway works, including pothole repair.

9.2 Future Allocations

Future funding will now be determined by two methods

- o Highways Maintenance Funding Formula (Needs Based Formula)
- o Indicative Incentive Allocations

The Department for Transport (DfT) have presented multiyear funding figures that are subject to data being refreshed in 2018/19 forward. The tables below shows this Highway Maintenance Funding Formula along with the possible money available subject to which "Band" North Lincolnshire fits into, for the incentive funding element.

The incentive funding element is produced from a self-assessment ranking questionnaire that is to be presented to DfT on an annual basis. There are three possible "Bands". North Lincolnshire Council will be putting in a "**Band 2**" submission for the deadline of 31 January 2016. This may be subject to audit by DfT.

Year	Total Needs Based Allocation	Band 3 - Highest = 100% of max incentive	Band 2 – Medium = 100% of max incentive	Band 1 – Lowest = 90% of max incentive
2016/17	£4,218,000	£255,000	£255,000	£230,000

Year	Total Needs Based Allocation	Band 3 - Highest = 100% of max incentive	Band 2 – Medium = 90% of max incentive	Band 1 – Lowest = 60% of max incentive
2017/18	£4,090,000	£383,000	£345,000	£230,000

Year	Total Needs Based Allocation	Band 3 - Highest = 100% of max incentive	Band 2 – Medium = 70% of max incentive	Band 1 – Lowest = 30% of max incentive
2018/19	£3,702,000	£771,000	£540,000	£231,000

Year	Total Needs Based Allocation	Band 3 - Highest = 100% of max incentive	Band 2 – Medium = 50% of max incentive	Band 1 – Lowest = 10% of max incentive
2019/20	£3,702,000	£771,000	£386,000	£77,000

Year	Total Needs Based Allocation	Band 3 - Highest = 100% of max incentive	Band 2 – Medium = 30% of max incentive	Band 1 – Lowest = 0% of max incentive
20/21	£3,702,000	£771,000	£231,000	£0

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