

## TRAFFORD COUNCIL

**Report to:** Executive  
**Date:** 19 June 2023  
**Report for:** Decision  
**Report of:** Executive Member for Highways, Environmental and Traded Services

### Report Title

**Highway Infrastructure Asset Management Plan (HIAMP) 2022 – 2027 & Indicative Highways Maintenance Capital Funding Allocations**

### Summary

- 1. The Highway Infrastructure Asset Management Plan (HIAMP) 2022-2027, is intended to be a mid-term review and update on the 10-year strategy that was approved in 2017.**
- 2. The HIAMP has been developed to align with the Government's recommended best asset management practice for the efficient use of limited resources. The HIAMP will be considered as a live document and reviewed annually.**
- 3. The HIAMP strategy identified that a longer-term five-year maintenance programme shall be developed. This report therefore also sets out the indicative Highways Maintenance Capital Allocation requirements for 2022 – 2027 for consideration. Separate annual approval of funding will still be required for each year's final programme.**

### Recommendation(s)

**The Executive is recommended to:**

- a) Approve the Mid Term Review of the HIAMP 2022-2027 as the guiding plan for highway infrastructure asset management for which Trafford Council is responsible.**
- b) To note the indicative highway maintenance funding allocations that would be required for the remainder of the HIAMP term to maintain the condition of assets.**

Contact person for access to background papers and further information:

**Name:** Sharon Walls / Les Dagnall  
**Telephone No:**

Implications:  
**Implications:**

<p>Relationship to Policy Framework/Corporate Priorities</p>	<p>Improved, accessible and safer highway and transport facilities for all that travel and use the highway and transport infrastructure that supports the corporate objectives of tackling climate emergency by reducing congestion resulting in cleaner air, providing alternative forms of travel and having effective and efficient transport infrastructure that sees inward investment to support jobs and keep people out of poverty.</p>
<p>Relationship to GM Policy or Strategy Framework</p>	<p>Improved and safer facilities for road users including all road users that aligns with the Greater Manchester Transport 2040 Strategy and aligns with funding associated with CRSTS and Active Travel</p>
<p>Financial</p>	<p>The gross replacement costs associated with highway and transport infrastructure is of the order of £1.86 billion. In order to eliminate the maintenance backlog would require substantial one-off investment in excess of £72million across all assets. Hence an affordable and proportionate approach is required based on priorities and safety of the assets.</p> <p>The estimated annual level of highways maintenance capital investment that has been available and is anticipated to be available over the five-year settlement periods from 2022/23 to 2026/27 is included in the approved capital strategy and programme as approved by the Executive on 15 February 2023. <a href="#">Decision - CAPITAL STRATEGY, ASSET INVESTMENT STRATEGIC, CAPITAL PROGRAMME AND PRUDENTIAL AND LOCAL INDICATORS 2023 - 2026 (trafford.gov.uk)</a></p> <p>Consideration of any additional investment in the assets will be undertaken on an annual basis as part of the overall budget setting process taking into account the updated condition of the assets each year.</p>
<p>Legal Implications:</p>	<p>Reducing investment can potentially lead to an ever-deteriorating asset overall that could impact on safety of users of the highway. This in turn could result in an increase in public liability claims</p>

	for failure to maintain the highway in accordance with the duties as set out in the Highways Act 1980.
Equality/Diversity Implications	Improved highways and transport infrastructure allows for the needs of all road users to be better taken account of. Lack of investment may lead to investment decisions that need to focus on keeping highway safe and could impact on areas that require investment for more vulnerable road users.
Sustainability Implications	Improved highway and transport infrastructure contributed to reducing congestion, reduced journey times and access to safe and sustainably maintained infrastructure that could support a modal shift towards sustainable forms of transport including cyclin and walking. Alternative forms of transport supported by well-maintained infrastructure such as cycling, and walking has particular potential in relation to short journeys to replace journeys currently undertaken by car – having benefits for carbon reduction
Resource Implications e.g., Staffing / ICT / Assets	Existing resources are in place to carry out management and maintenance of the highway and transport infrastructure that needs substantially more investment. The level of resources invested in assets will need to be reviewed annually to ensure investment is targeted at the right outcomes.
Risk Management Implications	Risks associated with sustained reductions in investment will need to be managed annually as the level of investment could adversely impact on safety and availability of the infrastructure. The priority for investment in the highway network is to ensure statutory compliance with our highways policies based on the results of condition data and in-year safety inspections.
Health & Wellbeing Implications	Investment decisions will need to ensure that the areas affecting health and safety will be targeted
Health and Safety Implications	Enforcing illegal movements of traffic will have positive health and safety benefits to road users
Carbon Reduction	Well maintained infrastructure will directly contribute to carbon reduction by providing an efficient highway and transport network that supports alternative forms of transport such as cycling and walking that has particular potential in relation to short journeys to replace journeys currently undertaken by car – having benefits for carbon reduction

## 1.0 Background

- 1.1 The most recent Trafford HIAMP approved by the Executive in November 2017 was intended to be a 10-year strategy and plan covering the period 2017 to 2027. This latest HIAMP is provided as a mid-term update to this plan covering a 5-year period from 2022 to 2027.
- 1.2 This update that was commenced in 2022, builds on the work of the first 5 years of the delivery of the 10-year plan, provides information on progress of the plan for the various asset groups, but also takes account of the changing environment since the initial plan was approved.
- 1.3 Since the introduction of the initial HIAMP we have continued to review the approach to the highway asset management framework with reference to the Code of Practice 'Well-managed Highway Infrastructure' (October 2016) and the UK Roads Liaison Group (UKRLG) Highways Efficiency Maintenance Programme's (HMEP) Highway Infrastructure Asset Management Guidance.
- 1.4 The HIAMP is a comprehensive framework for the way in which we deliver our highway maintenance services to meet the relevant strategic outcomes of the Council. The HIAMP sets out the way in which we aim to optimise the available resources to meet the required service levels for each asset group. It seeks to manage our highway assets over the long term and highlights the importance of consistency of funding and approach over that longer period, to enable us to deliver a more efficient service with better asset condition outcomes.
- 1.5 The HIAMP document is formed of three constituent parts, policy, strategy, and plan. This allows a clear line of sight from local and national policies that shape the future direction of the Council, via the strategies we will employ to meet these policies and the outcomes for specific assets through their corresponding performance data.

**Policy** – The HIAMP sets out Trafford's Highways Infrastructure Asset Management Policy and the link to the Corporate Priorities, other regional and national policies and the legislative framework.

**Strategy** – The main body of the HIAMP establishes how we will undertake management of the highway assets in line with the policies. It describes how we manage our assets and make decisions based on risk, the importance of lifecycle planning to maximise the long-term value for money, how we will respond to a changing climate, how we engage with stakeholders and how we establish levels of service and report on progress.

**Plan** – The final part of the HIAMP contains individual asset management plans that set out the function of each asset group, the current condition, historical investment, future investment scenarios and the effect of these on the condition of the assets

- 1.6 The Highway Infrastructure Asset Management Plan (HIAMP) and subsequent reviews there-of is a document that helps inform investment decisions that then help maintain our transport network.
- 1.7 The HIAMP and the suggested investment priorities is particularly important because our current funding levels are not enough to keep all our transport assets in 'as new' condition. Transport assets are varied and include –

- Carriageways – 794km
- Footways– 1243km
- Cycle lanes – 12.95km
- Highway structures including bridges, culverts, walls and subways – 178No.
- Gullies – 57,500No. plus > 2500km underground drains
- Street lighting and other illuminated assets – 28,213
- Non illuminated street furniture and signs – 11,910 plus > 1500km road markings
- Fences, guard railing and barriers - >30,000
- highway land / verges – 21km plus >22,000 highway trees, hedges and landscaped areas (Not including parks and open spaces)

- 1.8 The HIAMP sets out what assets we have, what condition they are in, and what we are likely to need in the future. This allows us to direct our limited funds effectively by applying the principle of ‘right maintenance treatment at the right time’ to minimise whole life costs.
- 1.9 Asset management continues to be widely accepted by central and local government as a means to deliver a more efficient and effective approach to management of highway infrastructure assets through longer term planning, ensuring that standards are defined and achievable for available budgets.
- 1.10 Having an approved HIAMP also supports making the case for funding and better communication with stakeholders, facilitating a greater understanding of the contribution highway infrastructure assets make to economic growth and the needs of local communities. The highway asset provides a universal service to every resident across Trafford and is central to a place where business can grow and prosper.
- 1.11 Trafford Council calculates the value of the highway infrastructure assets for which it is responsible in accordance with the requirements for Whole of Government Accounts every year and currently its value stands at £1.86 Billion<sup>1</sup>. The highway infrastructure assets are, therefore, the most valuable asset group maintained by Trafford Council. In recognition of this, it is vital that the highway infrastructure asset is maintained in accordance with the most up to date asset management guidance and practice.

## **2.0 Highways Infrastructure Asset Management Plan (HIAMP) 2022-27**

### **Updated asset management approach**

- 2.1 This report presents the mid-term review of the approved 10-year HIAMP of 2017 for Trafford Council; see Appendix A of this report. Trafford’s review of the HIAMP 2017 considers local needs whilst also recognising the most up-to-date standards set out in the highway codes of practice and recent national and international guidance documents on asset management and asset valuation. It builds upon the work already undertaken during 2017 – 2022.
- 2.2 The HIAMP mid-term review has enabled performance and future investment needs for the assets to be assessed. The HIAMP contains details on the amount

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<sup>1</sup> Based on WGA submission 2019

of investment that is required to bring the assets back to new condition but recognises that this is a financial challenge. Scenarios of different investment options are also included to identify what improvements the relevant investment would provide.

- 2.3 All assets are assessed in the HIAMP including Carriageways, Footways, Structures, Highway Lighting and Drainage. These final chapters of the HIAMP show in greater detail how Trafford will manage these assets to not only meet the 14 recommendations in the UKRLG guidance, but also to make best use of the resources available to provide a safe and efficient working highway network for those who travel within or through Trafford.
- 2.4 Using this updated HIAMP as an overarching document and basing all future decisions on this up-to-date asset management approach will ensure that the remaining period of the plan covering 2022 – 2027 will become a live and working document and encourage this asset management approach to become embedded as normal practice.

### 3.0 Local Highway Maintenance Capital Funding, Incentive Element

- 3.1 The Department for Transport (DfT) introduced an Incentive Element of the Local Highway Maintenance Capital Funding. In order to avoid financial penalties to the existing highway maintenance allocation, Local Authorities must demonstrate that efficiency measures are being pursued through good practice highway infrastructure asset management. This is to be evidenced by achieving Band 3 status in an annual DfT self-assessment questionnaire return.
- 3.2 Trafford have maintained Band 3 status throughout the first 5-year period of the HIAMP 2017 – 2027
- 3.3 Table 1 below outlines the percentage of the incentive element of the funding available that is dependent on the assessment Band score achieved. The remaining larger element of the Local Highway Maintenance Capital funding is still needs based. The percentage indicated at 2020/21 has remained the same for subsequent years and is assumed for the remainder of the HIAMP period.

**Table 1**

Assessment Band	% of Incentive Fund Budget					
	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
1	100	90	60	30	10	0
2	100	100	90	70	50	30
3	100	100	100	100	100	100

- 3.4 The worst-case scenario is that £1million is at risk over the remaining years of the plan of funding if Band 3 status is not achieved.
- 3.5 The on-going development of good asset management practice at Trafford will achieve the majority requirements of the self-assessment for Band 3. Council endorsement of the updated policies, strategy and plan contained within the HIAMP 2022 - 2027, is an essential part of that process.

#### **4.0 Indicative Highway Maintenance Capital Programme 2022/23 – 2026/27**

- 4.1 The HIAMP presents investment scenario plans for each element of major highway infrastructure. It identifies the engineering data and analysis used to assess asset condition, which is the basis for the development of the indicative programmes that are developed and approved annually. This data allows the deterioration of these assets to be understood, enabling the prediction of relative asset condition in future years. This then enables decisions to be made on how to best use funding at the optimum time to treat the assets, in the most cost-effective way, and thus, provide the greatest benefit.

##### **Road Investment**

- 4.2 The right treatment, at the right time, for the right cost is the key objective especially with road maintenance which is the largest and most expensive asset the council must maintain.
- 4.3 Based on the condition survey results a steady state of asset management is what all authorities including Trafford would strive to achieve however, this will prove challenging given the recent and current budget pressures and the ever-declining assets that nationally are ever present across the road networks in the UK. The challenge is not unique to Trafford hence the funding needs to be allocated across a range of treatments on the network.
- 4.4 The condition of roads are assessed annually based on nationally recognised surveys and are classed as being in RED, AMBER or GREEN condition. When a road is in RED condition this is an indication that the stretch of road needs maintenance now. AMBER areas need maintenance in the future and GREEN levels are considered in good condition.
- 4.5 There will always be stretches of highway network that are in RED and AMBER condition but to eliminate this backlog would require in excess of £72 million of investment in Trafford. Roads are in continuous decline as a result of the traffic and a range of environment factors hence the need for ongoing investment, surveys, a range of treatment options and safety repairs. It is often more cost effective to treat AMBER stretches to prevent them becoming RED and in worse condition hence the range of treatments do not always treat all the RED stretches in any given year.
- 4.6 Based on surveys undertaken in 2022, 33.2% of Trafford's network was in RED condition, 16% being on the unclassified roads which is the longest part of the network. The unclassified road has improved from 24% in 2021 as a result of the additional investment approved and should see a further improvement in 2023 when roads are resurveyed later this year.
- 4.7 The management of risks associated with the overall condition of RED and AMBER stretches of road are also supported by other statutory policies associated with highway safety. Regular inspections and repairs are undertaken throughout the year to ensure the roads are in a safe condition in addition to any capital investment and funding.

- 4.8 Since Greater Manchester Combined Authority (GMCA), as a Mayoral Authority attained City Regional Status in 2020 DfT highway maintenance block capital funding is now allocated and managed via Transport for Greater Manchester (TfGM) as City Region Sustainable Transport Settlement (CRSTS) funding as a 5-year indicative allocation.
- 4.9 Key Route Networks (KRN) are a network of some of the most important roads in a combined authority area for which a mayoral authority and its constituent district authorities both hold powers. KRN are typically the busiest main roads; side streets do not, and some other main roads may not, form part of the KRN. The KRN makes up nearly 400 miles of Greater Manchester's busiest roads and whilst this is just seven per cent of the total length of the highway network across the region, it carries some two-thirds of peak-time traffic including many strategic bus routes.
- 4.10 The Key Route Network (KRN) is a network of corridors, is managed and maintained in partnership with Transport for Greater Manchester (TfGM) and hence funded centrally that will support the Greater Manchester Transport Strategy and enable growth and TfGM retain and allocate additional highway maintenance funding for maintenance of this asset.
- 4.11 It had been recognised that the unclassified road network was in serious decline and significant investment over and above the CRSTS and KRN allocations have been made from Trafford's own resources to tackle this problem. The recent investment in the unclassified local network during 2022/23/24 financial years of £6m overall has seen a reverse in the decline of the local road network.
- 4.12 Based on the investment scenarios in the HIAMP the levels of funding for the remaining HIAMP period for 24/25 to 26/27 will need to be broadly the same as the current level of funding to sustain this improvement in local roads and bring the road condition closer to a manageable condition. The level of capital investment needed for this element of the road network for 24/25 – 26/27 is recommended to be in the order of £2-3m p.a.
- 4.13 The DfT funding levels that are passported as CRSTS funding via GMCA / TfGM are assumed to be as per their previous years funding allocations. A summary of all assumed funding is given in Table 3 below. Trafford have received £4.5million of KRN funding that has been allocated to roads and structures investment during 2022/23 (£2.5m) and 2023/24 (£2m).
- 4.14 To note the HIAMP only looks at capital investment and revenue funding not being accounted for in this report. Revenue funding is separate funding that is required to keep the roads in a safe condition by filling in potholes as a result of safety inspections and the funding for this is of the order of £1m per annum. Should there be continued capital underinvestment in Trafford's roads there is likely to be an increase in the deterioration of the assets with an increase in revenue needed to fill in more potholes.



**Table 3: CRSTS and Trafford Funding**

Financial Year	CRSTS DfT Combined Allocations Funding*	Additional Pothole Action Funding	Trafford Council Contribution	Total
2022-23	£ 5,412,000**	NIL	£ 3,000,000	£ 8,412,000
2023-24	£ 4,912,000**	£516,000	£ 3,000,000	£ 8,428,000
2024-25	£ 2,912,000 **	Not guaranteed	To be determined	£ 2,912,000
2025-26	£ 2,912,000 **	Not guaranteed	To be determined	£ 2,912,000
2026-27	£ 2,912,000 **	Not guaranteed	To be determined	£ 2,912,000

\* Includes Dft Needs based and Incentive Funding Allocations and assumes that Band 3 status will be achieved each year and DfT funding will remain as per previous years plus KRN

\*\* Maintenance Funding allocations are for all Asset Groups including, Roads, Footways, Lighting, Drainage, Structures, Signing, Fencing and Soft Landscaping

4.15 With the exception of the Pothole Action Fund, which is ring-fenced for roads (specifically potholes), the CRSTS Combined allocation of funding has been distributed between the various highway asset groups based on the condition and demands placed on the usage of the assets.

4.16 Due to the continued decline across the street lighting assets and the increasing demands placed on footway and cycle infrastructure linked to Active Travel and drainage assets due to the changing climate increased proportions of the allocations have been distributed across other asset groups. A breakdown of this funding distribution is provided in Table 4.

4.17 Considerable investment in Active Travel measures of the order of £20million in the remaining HIAMP period in Trafford that will mean that the cycling and walking assets will remain in newer condition for longer and do not have the same levels of deterioration as mainstream carriageways that means that the investment proportions from the HIAMP allocation is considered appropriate for this asset group.

**Table 4: Overall Funding Allocation and distribution – without Trafford Contribution**

Financial Year	Roads	Bridges	Cycleways & footways*	Street lighting	Drainage, Signs, Fences, Barriers etc	Total
All	37%	17%	11%	17%	18%	100%
2022-23	£ 6,572,000**	£ 500,000	£ 325,000	£ 500,000	£ 515,000	£ 8,412,000
2023-24	£ 4,588,000***	£ 2,500,000**	£ 325,000	£ 500,000	£ 515,000	£ 8,428,000
2024-25	£ 1,072,000	£ 500,000	£ 325,000	£ 500,000	£ 515,000	£ 2,912,000
2025-26	£ 1,072,000	£ 500,000	£ 325,000	£ 500,000	£ 515,000	£ 2,912,000
2026-27	£ 1,072,000	£ 500,000	£ 325,000	£ 500,000	£ 515,000	£ 2,912,000

\* Public Rights of Way are assumed to be included in the 'Cycleways & footways' category.

\*\* Includes additional funding for KRN on roads and bridges and Trafford Capital Investment

\*\*\* Includes additional pothole funding

4.18 The Roads allocation is sub-divided by road classification to reflect the amount of each type of road that Trafford has, relative to the national average for all local authorities. The breakdown is given in Table 5 below. These proposed allocation splits are for indicative guidance purposes only, and so can be considered as being flexible when finalising programmes based on condition and lifecycle requirements. Since the KRN allocation has been allocated for the remainder of the CRSTS period that runs to 2026 it is proposed to split the roads allocation across the remaining road classifications

**Table 5: Roads Funding Allocation**

Element	Trafford's Roads Split	Proposed Funding Allocation Ranges*	Indicative Roads Budget
<b>Roads</b>	<b>37%</b>	<b>37%</b>	<b>£1,072,000</b>
<i>A roads</i>	<i>9%</i>	<i>0%</i>	
<i>B &amp; C roads</i>	<i>12%</i>	<i>15-20%</i>	<i>£450k – £600k</i>
<i>U roads</i>	<i>16%</i>	<i>20-25%</i>	<i>£600 – £750k</i>

\* Used as guidelines rather than rigid constraints, so flexibility can be afforded when selecting schemes.

4.19 Due to the demands and deterioration of the range of assets in Trafford there has been a reduction in the funding allocation for local roads. This has therefore resulted in a sharper decline in the condition of these roads in recent years.

4.20 Based on the indicative funding allocations in tables 4 and 5 there remains a challenge on keeping the assets in good condition without considering additional investment or in reallocation of the budgets on other asset groups.

## **5.0 Financial Considerations and Asset Management Priorities**

5.1 The indicative allocation of investment that will allow annual programmes to be agreed has been formulated based on the principles and plans defined in the Council's Highway Infrastructure Asset Management Plan (HIAMP).

5.2 In accordance with the HIAMP and current highway asset management guidance, the preventative maintenance of roads (i.e., preventing roads that are nearing poor condition from becoming poor condition) has currently been prioritised above structural maintenance (i.e. improving roads that are already in poor condition) on the basis that this provides best long-term value. However, an element of funding is still required for structural maintenance works, in order to ensure public safety and improve user experience and public perception.

5.3 For the purpose of formulating this indicative three-year investment programme, 37% of the future capital allocation of CRSTS budget has been allocated to road maintenance. This will need to split into preventative maintenance and structural maintenance. The difference being that the network will require a range of treatments that will mean that some roads that are currently in red condition will remain in red to ensure other roads that are deteriorating are maintained to prolong their life. This will be reviewed annually, and if necessary.

- 5.4 The investment proportions for the road network are currently below the 75% recommended funding that used by the DfT when determining the levels of funding to be provided. This proportion is only indicative as are the result of the DfT's 2014 consultation on local highways maintenance block allocations. Nationally however, there is a shortfall of funding for asset maintenance and local priorities need to be considered.
- 5.5 Based on the known condition of street lighting assets it is recommended to retain the 18% allocation for the remaining HIAMP period.
- 5.6 Based on the changing climate and due to the increased risk of surface water flooding that this presents it is not recommended to reduce the drainage allocation as there are increasing demands to improve localised drainage that the council is responsible for that supports a resilient highway network
- 5.7 Should roads, lighting and drainage assets decline further without additional funding difficult choices will have to be made in how resources are allocated across all asset classes.
- 5.8 Consideration should be given to increase the level of investment as contained in this report and in the HIAMP into the local road network as part of the budget setting process.

## **6.0 Other Options**

- 6.1 The alternative option would be not to adopt the Mid Term Review of the HIAMP 2022 – 2027 and associated investment recommendations. If that was the case, then opportunities would be lost for improved efficiencies and more effective use of council maintenance funding. In addition, the Council would be likely to suffer financial penalty though the loss of the Incentive Element of the Local Highway Maintenance Capital Funding, by not achieving Band 3 status, as identified in this report.

## **7.0 Consultation**

- 7.1 Presentations regarding the mid- term review of the HIAMP have been given to the Trafford Council Scrutiny Members at briefings held on the 11 January 2023. Consultation on the approach and programme has taken place with TFGM and other GM authorities through the GM Highway Infrastructure Maintenance Group.
- 7.2 Consultation on the approach and programme with customers and businesses will be though publication of the HIAMP and indicative programme on the Trafford Council web site. Feedback will be accounted for in the annual review and revision of the HIAMP and future programmes.

**8.0 Reasons for Recommendation (s)**

- 8.1 Approval of the report and HIAMP is recommended, in order that Trafford Council can benefit from the implementation of good asset management principles that must be evidenced to the DfT via the Incentive Funding self-assessment each year. This will help the Council to avoid penalty reductions in the DfT's Incentive Fund allocations of up to £1m (worst case scenario) in the coming years.
- 8.2 Approval of the report and HIAMP also recognises the importance of the assets that Trafford are required to maintain and identifies the challenges and investment requirements that maybe needed in the future

**Key Decision** Yes


**If Key Decision, has 28-day notice been given?** Yes

*Reports will not be accepted without completion of the following section - THE EXECUTIVE MEMBER AND DIRECTOR MUST CLEAR ALL REPORTS before they are sent to Democratic Services.*

**Finance Officer Clearance** (type in initials).....PC.....

**Legal Officer Clearance** (type in initials).....TR...

**[CORPORATE] DIRECTOR'S SIGNATURE**

(electronic).....  .....to confirm that the Financial and Legal Implications have been considered and the Executive Member has cleared the report.

**Appendix A**    *See documents attached*

- **Highway Infrastructure Asset Management Plan (HIAMP) 2022-2027**