

10 CHAPTER 10 – INVESTMENT PROGRAMME 2006 TO 2011

	Page number
• Summary	484
• Investment programme – guidance	485
• Development of the capital investment programme	485
• Major schemes	489
• Overall investment programme 2006 to 2011	490
• Proposed capital programme	490
• Revenue programmes	499
• Partnership working and external funding	500
• Programme management and value for money	500
• Draft Hampshire Transport Asset Management Plan	501

Summary

10.1 This chapter describes:

- Government guidance on the investment programme, providing a context in terms of likely investment levels.
- The overall approach taken to the development of the programme.
- Major schemes.
- Overall investment programme.
- The capital programmes for integrated transport and maintenance of roads and bridges.
- Revenue programmes.
- Partnership working and external funding.
- Programme management and value for money.
- Hampshire County Council's draft Transport Asset Management Plan and Maintenance Strategy.

Investment programme – guidance

10.2 The Government has provided guidelines on the capital allocations for capital funding. The investment programme in the second Local Transport Plan (LTP) is based on these allocations for Hampshire for the five year period 2006 to 2011. These are:

- £62.741 million for integrated transport.
- £78.793 million for highways maintenance and bridges.

10.3 As requested by Government, the provisional LTP was based on a budget of £69.5 million for integrated transport. The actual amount provided in the December 2005 settlement was some £6.8 million less than this, which has meant the draft programme has had to be revised. The allocation for 2006/07 is fixed at £13.306 million for integrated transport, while the allocations for 2007/08 to 2010/11 could be increased by reward funding of up to 25%. The amount of reward funding will only be known in the December settlement preceding each financial year. In line with Government guidance, the LTP has therefore been based on the 'planning guidance' total of £62.741 million. This chapter also explains how the County Council will use additional reward funding of 25% over the four years of the LTP period after 2006/07.

10.4 The investment programme is not restricted to the LTP allocations. The County Council supports both integrated transport and maintenance activities through local capital investment (particularly in highway maintenance) and revenue support (from supporting public transport services, road safety education and training, travel planning and information to routine highway maintenance). There is also a significant contribution from external sources. These are principally developer contributions associated with planning approvals but also district council and other grants towards specific projects and initiatives.

Development of the capital investment programme

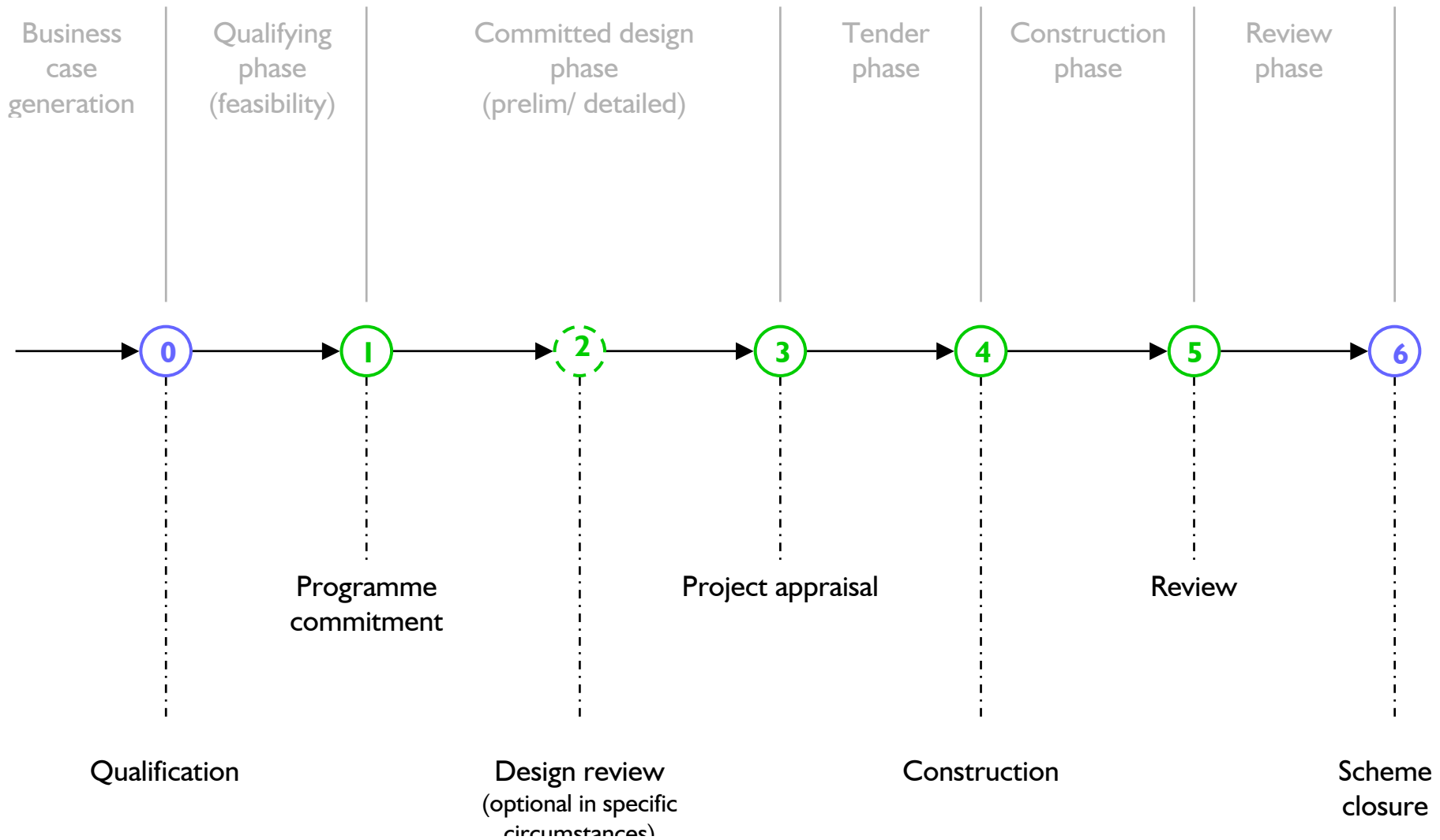
10.5 The investment programme is derived from the analysis of the problems and challenges facing Hampshire (described in chapter 3), set within the wider context of the vision and the corporate and other partner and stakeholder aspirations (described in chapter 2). As required by the Government guidance, the LTP has been developed to give proper weight to the four shared priorities (congestion, accessibility, safety and air quality) and to the mandatory targets set by the Department for Transport. The LTP also has a commitment to honour its longer term and wider commitments to quality of life, sustainable communities and other environmental priorities.

- 10.6** When looking at value for money, the County Council not only takes into account the merits of individual schemes in terms of measurable costs and benefits, but considers very carefully at the long-term effects of schemes and investment priorities across the programme. The draft Transport Asset Management Plan assists in this process, by assessing the whole life of individual assets. This has been produced parallel to this LTP and is an integral part of it.
- 10.7** The scoping report of the Strategic Environmental Assessment (SEA) looked at possible options for investing the capital funding available through the LTP process. The full SEA builds on this by assessing the preferred option and the cumulative affect of the proposed programme as a whole.
- 10.8** In arriving at the proposed programme in its first LTP, the County Council used an allocation protocol approach that firstly identified the maintenance and safety minimum requirements. A similar approach has been taken this time. Although the draft Transport Asset Management Plan is still being developed, a decision has been taken that an additional £3.9 million will be transferred from the integrated transport programme for street lighting column replacement. This has been based on advice from the Department for Transport about appropriate funding mechanisms to carry out essential repair and replacement of damaged street lighting columns. There is a further transfer of £1.8 million from within the £62.74 million LTP integrated transport allocation to LTP maintenance and bridges. This transfer is balanced by an equal transfer from local resources (revenue) maintenance contribution into transport studies, (shown within table 10.51 as part of innovation and monitoring).
- 10.9** The prioritisation of the LTP programme has been conducted on two levels. Firstly, there was a policy prioritisation which identified the breakdown required to make progress towards Government LTP and County Council targets and objectives (such as safety, accessibility and air quality). At the second level, schemes have been prioritised within policy areas based on their value for money in terms of meeting policy objectives, asset management considerations, commitments and (particularly for the early years) deliverability.
- 10.10** Each scheme has been assessed against criteria based on Hampshire County Council's LTP objectives, its corporate objectives and the Government's transport objectives of economy, environment, accessibility, safety and integration. Draft programmes were presented to the Area Transport Strategy Panels in Autumn 2005.
- 10.11** Prudential long-term financial planning is a high priority for the County Council and it will be seeking to make best use of its assets (and other transport assets owned by partners) to achieve best value for money. The draft Transport Asset Management Plan has been produced in parallel with this LTP and is fully consistent with this process and is an integral part of it. The benefits will be measured not just in financial terms but also in terms of progress towards targets (LTP and others) and long-term and wider aspirations, such as the economy, environment and social needs.
- 10.12** Another key priority is safety. An allocation of £13.5 million has been proposed for the casualty reduction programme to allow the County Council to meet its ambitious aspirations in this area.

- 10.13** Priority has been given within the remainder of the integrated transport programme to access, tackling congestion and air quality.
- 10.14** The whole approach to the LTP is one of **reduce, manage and invest**. Part of the investment will be used on innovative measures, new technology and partnership working to encourage less travel and less traffic. Some of the investment will be in management systems and information and marketing to make better use of the existing networks.
- 10.15** The major part of the investment will go on:
- Maintenance and wider asset management – to meet the LTP objective to secure value for money.
 - Safety – to meet both the LTP objective and the shared priority.
 - Accessibility – including improving town centre access and measures to promote equalities, rural and countryside access. This takes forward the strategy outlined in chapter 5 (paragraphs 5.8 to 5.138). It also responds to the specific concerns about town and rural access raised by consultation, described in the table following paragraph 3.137.
 - Congestion – both direct measures at bottlenecks, widening travel choice (public transport, walking and cycling) and working with district councils and other partners on areas with air quality problems. This is in line with the congestion and air quality strategies in chapter 5 (paragraphs 5.139 to 5.260 and 5.310 to 5.375 respectively). The direction of resources to bottlenecks is a direct response to the analysis of problems and issues in chapter 3 (paragraphs 3.51 to 3.55).
 - Innovation, new technology and measures to protect and improve the environment.
- 10.16** A gateway control system has been developed to improve the management of the capital programme delivery process. The same principles are used to help prioritise schemes at the pre-qualification stage within each policy area. Schemes are assessed in terms of their benefits (including contribution to meeting targets), costs, value for money, practical deliverability as well as their impact on asset management and on environmental, social and economic issues. (See figure 10.16.).

Gateway project control system

Figure 10.16: Gateway project control system



- 10.17** Each scheme is scrutinised at key points within its development process to ensure that it reflects County Council transport and wider policy objectives enabling decision-making to be made on an informed basis.
- | | | |
|--------------------------------|---|--|
| 0. Inception/pre-qualification | - | approval to feasibility stage |
| 1. Programme commitment | - | commitment to scheme |
| 2. Design review | | |
| 3. Project appraisal | - | final political and financial approval |
| 4. Construction | - | post tender evolution |
| 5. Review | - | of scheme outcomes and process |
| 6. Close | | |
- 10.18** At each stage there is an independent review of the scheme and its benefits. Earlier stages concentrate on consideration of alternatives, risks and value for money while the review phases are fed back to improve the effectiveness of schemes and of the processes involved.
- 10.19** Final programmes have been developed following advice from the four Area Transport Strategy Panels. These panels have both County Council and district council involvement and input from adjacent authorities in the Solent area.

Major schemes

- 10.20** In the light of the Government's refusal to fund the Fareham, Gosport and Portsmouth light rapid transit scheme and the expiry of the necessary powers, it has been necessary to reappraise the situation. The construction of this was previously the County Council's principal major scheme. The County Council is currently working on the development of three other major schemes:
- Chickenhall Lane Link Road Eastleigh, linking Junction 5 of M27 with a major redevelopment area and providing a south-eastern bypass to Eastleigh town centre.
 - A334 Botley bypass.
 - Stubbington bypass, part of access to the Gosport peninsula.
- 10.21** The County Council is not putting any of these schemes forward to the Department for Transport for funding approval with this submission. It is examining the cases and likely timings of these priority projects and other potential schemes in the light of the developing South East Plan.

Overall investment programme 2006 to 2011
--

- 10.22 The County Council's transport investment programme for the five year period is:

Table 10.22: Transport investment programme

	£ million
LTP capital integrated transport	62.741
LTP road maintenance and bridges	78.793
Local resources capital	46.800
Revenue programmes	394.400
Externally funded capital	38.000
Total	620.734

- 10.23 As requested in government guidance, this table does not include any major scheme or any allowance for resources that may be tentatively forthcoming. However paragraphs 10.52 to 10.55 indicate how the County Council would utilise any reward funding allocated.
- 10.24 More details of the base programme are set out in the following paragraphs.

Proposed capital programme

- 10.25 The capital programme is managed as two sections. The integrated transport section is funded from the LTP and external funding. The maintenance and bridges programme is funded from a combination of LTP and local resources.

Elements of the capital programme (integrated transport)

- 10.26 The following section describes where the £62.741 million identified in the LTP guidance would be utilised. It does not represent an assessment of need for investment, which would be a much higher value, but it does represent the County Council's assessment of how best to use the LTP guideline allocation.
- 10.27 The capital programme reflects the four shared priorities of the Department for Transport and Local Government Association of accessibility, congestion, safety and air quality. It also contributes to the authority's long-term strategy, wider policies and LTP indicators and targets. The approach is the development of the four area transport strategies supported by county-wide action where appropriate.

Safety (including Safer Routes to School)

- 10.28** £13.530 million is proposed for **casualty reduction**, this is the minimum required for the County Council to meet its road safety targets under the second LTP and the second Local Public Service Agreement. In particular, it will enable recent encouraging results in reduced casualty numbers to be sustained throughout the period of the second LTP. In line with the LTP approach of **reduce, manage and invest**, it will be backed up with education and training funded from revenue. The capital funding will continue to be focussed on applications where there are likely to be high rates of return in savings – principally low cost remedial sites and surface treatments.
- 10.29** An allocation of £5 million is proposed for **Safer Routes to Schools**, with a further £1 million if full reward funding is available. Without the reward funding element, this would equate to £1 million per year. This would support all schools having travel plans in place by 2010. This promotes healthier lifestyles and reduces car dependence. This funding will contribute towards the target of introducing travel plans in all schools by 2008/09 and associated behavioural change.

Access and air quality

- 10.30** Access is a priority for investment. Hampshire's definition of access covers a wider definition than the employment, education, health and shopping issues in the LTP accessibility guidance.
- 10.31** There will be specific investment in town centre accessibility plans designed to improve the quality of town centres and access to and within them for all groups of the community. This programme will encourage more local rather than longer distance movements and is consistent with the County Council's community objectives and Market Town Initiatives.
- 10.32** Programmes are also proposed to reduce severance, by making it easier to cross rail lines and busy roads thereby improving people's perceptions of their local area. Access to countryside, public transport facilities, tourist sites, Post Offices etc will also feature as well as the four core Accession destinations. The Hampshire Community Strategy and district Local Strategic Partnerships have key roles in the County Council's incorporation of accessibility planning as a key community related aspect of its work.
- 10.33** The LTP includes proposals to deal with declared Air Quality Management Areas (AQMA). There will be allocations to support actions by New Forest, Eastleigh, Fareham and Winchester districts to deal with AQMAs in Lyndhurst, Totton, Fareham, Eastleigh town centre (Southampton Road and Leigh Road) and Winchester city centre. Increased park and ride in Winchester is seen as a key part of the approach in addition to traffic management schemes. An AQMA has also been declared in Rushmoor associated with the M3. The County Council will be working with the Highways Agency and the district council on appropriate measures.

- 10.34** It is likely that further AQMAs will be declared during the LTP period and these will also need to be addressed as appropriate.
- 10.35** It is proposed to allocate £3.7 million to **pedestrian crossings and severance** under the main capital programme. This would fund a range of small scale improvements across the county (£0.9 million) and part fund replacement of the Havant station rail bridge and the Archers Road footbridge (£2.8 million). Although these two footbridges are relatively expensive in terms of the number of people using them, they are very important for maintaining pedestrian access and reducing severance, particularly for cyclists and people with mobility impairments. Some of the costs of these two schemes are predicted to fall outside the second LTP period (2006/07 to 2010/11) and would therefore be a commitment on the next LTP budget (2011/12 to 2015/16).
- 10.36** The proposed capital programme includes an allocation of £900,000 towards works associated with the statutory Rights of Way Improvement Plan, which for the first time forms part of the LTP. An additional £500,000 is proposed if full reward funding becomes available. This figure includes funding for improvements, identified through public consultation, which will provide for recreational active travel (walking and cycling). This will result in benefits to health, indirectly aid the rural economy and contribute to overall LTP objectives.
- 10.37** The **community transport** allocation of £950,000 would largely be used for the routine and necessary replacement of vehicles. A total of £180,000 is proposed for **personal security and community safety initiatives**. These objectives will also be served through measures in the accessibility programme.

Congestion

- 10.38** The programmes include both direct and indirect action to tackle existing and future congestion. There will be direct investment in road and junction improvements at specific bottlenecks associated with access problems. In line with the assessment of problems and opportunities, a particular emphasis will be given to access to the Gosport peninsula together with improvement and modernising of key corridors.
- 10.39** The key indirect measures to help tackle congestion in the five year period are through investment to encourage the use of alternatives to the car, principally public transport but also walking and cycling for shorter journeys. Physical measures for bus priority, improved passenger interchange and waiting facilities through Quality Bus Partnerships (QBP) etc will be complemented with improved information, marketing and promotional activities. The County Council is required to have patronage, punctuality and satisfaction targets as well as cycling targets. This LTP has an overall public transport target reflecting the importance of ferry and local rail in Hampshire. Park and ride will be progressed for Winchester and in partnership with Southampton City Council.

- 10.40** An allocation of £4 million is proposed for improving **access to Gosport**. This is intended to fund improvements that would be needed regardless of decisions on alternatives to light rail. It includes improvements to a number of junctions on the A32, including Quay Street roundabout and Newgate Lane roundabout. This allocation would also be increased by external funding. The objective of these schemes would be to improve journey time reliability and to tackle problems of poor air quality.
- 10.41** An allocation of £5.875 million is proposed towards **QBPs and bus infrastructure**. This is needed to achieve Best Value Performance Indicator targets on bus patronage, bus punctuality and passenger satisfaction. This element of the programme also includes a number of interchange schemes at rail stations, bus stations and ferry interchanges. These measures are designed to improve the quality of journeys and so help to increase bus patronage, improve accessibility and reduce congestion. A further £980,000 is needed for the County Council's obligations under **bus information**, to meet the costs of Traveline.
- 10.42** A further £2.9 million is proposed for **other capacity improvements**. This would include the A340 and A339 junctions at Basingstoke plus a further £1million for smaller scale schemes. An additional £1million is suggested if full reward funding becomes available. It should be noted that there are a large number of reserve schemes that could be funded under this category if resources were made available. As with the access to Gosport schemes, these would help to improve journey time reliability.
- 10.43** An allocation of £5 million is proposed for the **Winchester park and ride** scheme and associated bus priority measures. This would help to meet objectives to tackle congestion, improve air quality and increase bus patronage. As this scheme is now estimated to cost £5 million, it may be possible to secure major scheme funding. If successful, this would mean that its costs would be met over and above the mainstream LTP funds and that £5 million would be available for redistribution within the LTP programme. It is proposed to investigate this funding option. However, as major scheme funding is uncertain, the scheme should be retained in the capital programme at this stage. This allocation includes £1 million for bus priority measures. More extensive bus priority measures could cost a further £1.5 million, which is currently cost prohibitive at this time. It may be possible to increase the bus priority measures at a later date, for example if the scheme is funded as a major scheme or if it attracts funds from the next LTP or developer contributions.

Others

- 10.44** A total of £1.91 million is proposed for **innovation and monitoring**. This would allow for continuation and extension of the modelling work currently being undertaken in Solent, Winchester and Basingstoke. It would also fund innovative approaches, such as accessibility auditing.

- 10.45** An allocation of £1 million is proposed for the **development of major schemes**, including considering alternative approaches to access to the Gosport peninsula. Some of these costs could be reclaimed from the Government if the schemes are subsequently successful in attracting funding.
- 10.46** It is proposed to allocate £530,000 for **environmental schemes**, including schemes developed from the Strategic Environmental Assessment.
- 10.47** An allocation of £2.45 million is proposed for **minor schemes** and village initiatives. This includes local traffic management schemes and, although these schemes are quite small, they are rooted in community interests and can be effective at tackling localised problems.
- 10.48** A provisional allocation of £3.9 million is proposed for **street lighting column replacement**, rising to a maximum of £4.9 million if full reward funding is received. This allocation will need to be reviewed following the outcome of a proposed Private Finance Initiative bid to fund column replacement.

Shape of programme

10.49 Table 10.49 shows the principal components of the programme:

Table 10.49: Components of the programme

Category	Principal elements	Funding (£million)
Safety	<ul style="list-style-type: none"> • Casualty reduction • Safer Routes to Schools 	18.53
Congestion	<ul style="list-style-type: none"> • Access to Gosport • Other capacity improvements • Passenger transport infrastructure • Quality Bus Partnerships information • Winchester park and ride 	19.055
Access	<ul style="list-style-type: none"> • Access plans and air quality • Pedestrian bridges/severance • Countryside access (statutory Rights of Way Improvement Plan) • Community transport • Personal security/community safety initiative 	15.366
Others	<ul style="list-style-type: none"> • Transfer to maintenance • Innovation and monitoring • Developing major schemes • Environment • Minor schemes – rural partnerships etc • Street lighting columns 	9.79
Total		62.741

10.50 The externally funded programme of approximately £38 million over the five years will be a combination of site specific and more general investment projects.

10.51 Table 10.51 gives more detail on the timing of the LTP integrated transport investment:

Table 10.51: Local Transport Plan – capital integrated transport programme

Category	2006/07 £ million	2007/08 £ million	2008/09 £ million	2009/10 £ million	2010/11 £ million	Total £ million
Safety						
Casualty reduction	2.850	2.780	2.400	2.800	2.700	13.530
Safer Routes to Schools	1.000	1.000	1.000	1.000	1.000	5.000
Congestion						
Access to Gosport	0	0.492	1.008	1.000	1.500	4.000
Other capacity improvements	0.050	0.700	0.850	1.150	0.150	2.900
Passenger transport infrastructure	2.710	1.480	0.585	0.940	0.160	5.875
Quality Bus Partnerships – information	0.180	0.200	0.200	0.200	0.200	0.980
Winchester park and ride	0	0.400	3.200	1.000	0.700	5.300
Accessibility						
Access plans and air quality	2.836	2.014	1.135	1.680	1.970	9.635
Pedestrian bridges/severance	0.450	0.275	0.050	0.366	2.560	3.701
Countryside access (statutory Rights of Way Improvement Plan)	0.140	0.220	0.110	0.230	0.200	0.900
Community transport	0.450	0.250	0.050	0.150	0.050	0.950
Personal security/community safety initiative	0.050	0.060	0.010	0.050	0.010	0.180
Air quality						
Air quality management	Included in accessibility (above)					
Others						
Innovation and monitoring	0.420	0.430	0.360	0.390	0.310	*1.910
Developing major schemes	0.200	0.200	0.200	0.200	0.200	1.000
Environment	0.250	0.130	0	0.050	0.100	0.530
Minor schemes – rural partnerships etc	1.020	0.570	0.286	0.474	0.100	2.450
Street lighting columns	0.700	0.800	0.800	0.800	0.800	3.900
Total	13.306	12.001	12.244	12.480	12.710	62.741

* This is predominantly revenue funding released by transferring LTP integrated transport capital to maintenance and transferring revenue from maintenance to transport studies.

Possible reward funding programme

- 10.52** The LTP has been based on the ‘planning guidance’ total of £62.741 million. This section explains how the County Council would use additional reward funding of up to 25% over the four years of the LTP period after 2006/07.
- 10.53** The ‘reserve’ allocations identified in table 10.55, exemplify the programmes that could be funded using up to the £12.350 million that could potentially be received as reward for performance. Further details of the types of scheme to be taken forward are also given in paragraphs 10.26 – 10.48. If successful this would then allow schemes from this list to be entered into the capital programme.
- 10.54** It is considered to be very unlikely that the County Council would receive the full £12.350 million that is theoretically possible as reward funding. It is not yet clear whether the Government will make reward funding available at 25%.
- 10.55** Even at these levels of funding, it has not been possible to fund all the schemes and programmes that would be desirable or which have been identified through the consultation process. Such schemes and programmes could be funded through developer contributions, deferred to the third LTP period (2011 to 2016) or come forward if other schemes are removed from the second LTP capital programme or receive developer funding.

Table 10.55: Possible allocation of reward funding

Category	2006/07 £ million
Safety	
Casualty reduction	0.250
Safer Routes to Schools	1.000
Congestion	
Other capacity improvements	1.000
Passenger transport infrastructure	2.000
Accessibility	
Access plans and air quality	5.700
Countryside access (statutory Rights of Way Improvement Plan)	0.500
Others	
Environment	0.200
Minor schemes – rural partnerships etc	0.700
Street lighting columns	1.000
Total	12.350

Maintenance and bridges programme

10.56 This programme totals £78.8 million from the LTP and £191.900 million from local (ie Hampshire County Council) resources. Investment will be focussed on improving carriageway and footway conditions in line with Best Value Performance Indicators. The investment programme is likely to be affected by the draft Transport Asset Management Plan (appended to the LTP) which involves a reappraisal of long-term investment plans and a whole life costing approach.

Table 10.56: Maintenance and bridges programme

	(£ million)				
	06/07	07/08	08/09	09/10	10/11
Five year capital LTP allocation	15.000	14.900	15.600	16.400	17.200
Assumed five year revenue funding	36.500	37.400	38.400	39.300	40.300
Total	51.500	52.300	54.000	55.700	57.500
Structural bridge maintenance	3.500	3.500	3.800	3.900	4.000
Major structural refurbishment schemes	2.750	1.500	1.500	1.500	2.300
Planned principal road structural maintenance	2.900	3.000	3.000	3.100	3.200
Planned non-principal road structural maintenance	13.150	14.500	15.300	16.200	16.500
Unplanned structural maintenance	5.600	5.600	5.700	5.700	5.800
Routine maintenance	4.500	4.600	4.600	4.700	4.700
Street lighting	8.600	8.800	9.000	9.200	9.400
Aids to movement	3.200	3.300	3.400	3.500	3.600
Environmental	3.400	3.500	3.600	3.700	3.800
Winter maintenance	2.300	2.300	2.300	2.300	2.300
Miscellaneous: IT systems, condition surveys, depots	1.600	1.700	1.800	1.900	1.900
Total	51.500	52.300	54.000	55.700	57.500

10.57 Table 10.56 does not include the proposed transfer of £3.9 million from the integrated transport budget to the maintenance budget for street lighting column replacement discussed earlier in paragraph 10.8. All figures have been rounded and include fees as appropriate.

10.58 This programme demonstrates the way the County Council manages its maintenance budget ie it does not separately identify the use made of the LTP allocation but rather manages the resources from different sources as one budget.

Revenue programmes

10.59 The County Council currently (2006/07) supports transport directly through its revenue budget to the level of £78.86 million as set out in the table 10.59:

Table 10.59: Revenue programmes 2006/07

	£ million
Highways/roads (structural)	26.06
Highways/roads (routine)	29.81
Traffic management and road safety	4.52
Transport planning, policy and strategy	7.65
Parking services	0.49
Public transport	10.33
Total	78.86

All figures are net expenditure and include apportionment of capital charges to the value of £28.9 million.

- 10.60** The totals shown in table 10.59 include support for bus services, community transport and public transport coordination. It also includes as road safety education and training and school crossing patrols, monitoring of traffic including CCTV cameras and the operation of area traffic control centres.
- 10.61** In addition to these totals, the County Council provides school transport and specialised social services transport.
- 10.62** It is anticipated that revenue support will continue broadly at the same level through the five year LTP period although funding will be affected by two processes:
- Efficiency savings where the County Council will be looking to maximise value for money for services including innovative techniques and new technology as appropriate (including Gershon efficiencies). An example of this is the community transport taxi share initiative, see chapter 5 (paragraph 5.90). Similar to a bus service, taxi share operates to a timetable. However, people must pre-book if they wish to travel, if no bookings are taken the service does not operate and the County Council incurs no expense.
 - Asset management particularly the draft Transport Asset Management Plan and corporate financial planning and prioritisation.

Partnership working and external funding

- 10.63** The County Council has a long record of partnership working particularly in innovative programmes such as ROMANSE. The expertise and investment derived through such European Union supported projects has proved invaluable.
- 10.64** There has also been a long-running practice of co-funding capital and revenue projects with transport operators, district councils and, latterly, businesses and other agencies on improvements associated with travel planning and access to employment. An initiative currently under development is the Blackwater Valley Travelcard. This is a partnership between local bus operators and Hampshire and Surrey County Councils. The County Council is seeking to expand these programmes that meet both transport and wider policy objectives.
- 10.65** The County Council has an externally funded capital programme currently spending £6 million per year across the county, largely through developers' contributions. The projects range from improvements directly concerned with access to the site of the planning application to more general contributions to the transport needs of the area. These reflect the impact of that development the transport network. Travel planning and infrastructure associated with the promotion of sustainable transport and reducing travel needs is now an important aspect of the development control process.
- 10.66** Some projects are partly funded from developers' contributions or other external funding and partly funded from the LTP.

Programme management and value for money

- 10.67** The County Council is most concerned with making best use of its funding and achieving good results in terms of value for money.
- 10.68** Benefits for schemes are traditionally measured in terms of cost savings for travellers and non-users or accident savings. More recently, as specific performance indicators are required in LTPs, contribution to targets has become an important criteria.
- 10.69** The County Council is seeking to maximise the value of its investments by appraising each potential scheme against criteria reflecting its long-term corporate objectives as well as the four shared priorities of congestion, access, air quality and safety.
- 10.70** At the same time as assessing each scheme, the top-down resource allocation protocol that reserves county-wide programme allocations for casualty reduction and Safer Routes to School etc maintains the shape of the investment programme. Area transport strategies then advise the County Council on local priorities within the overall policy framework.

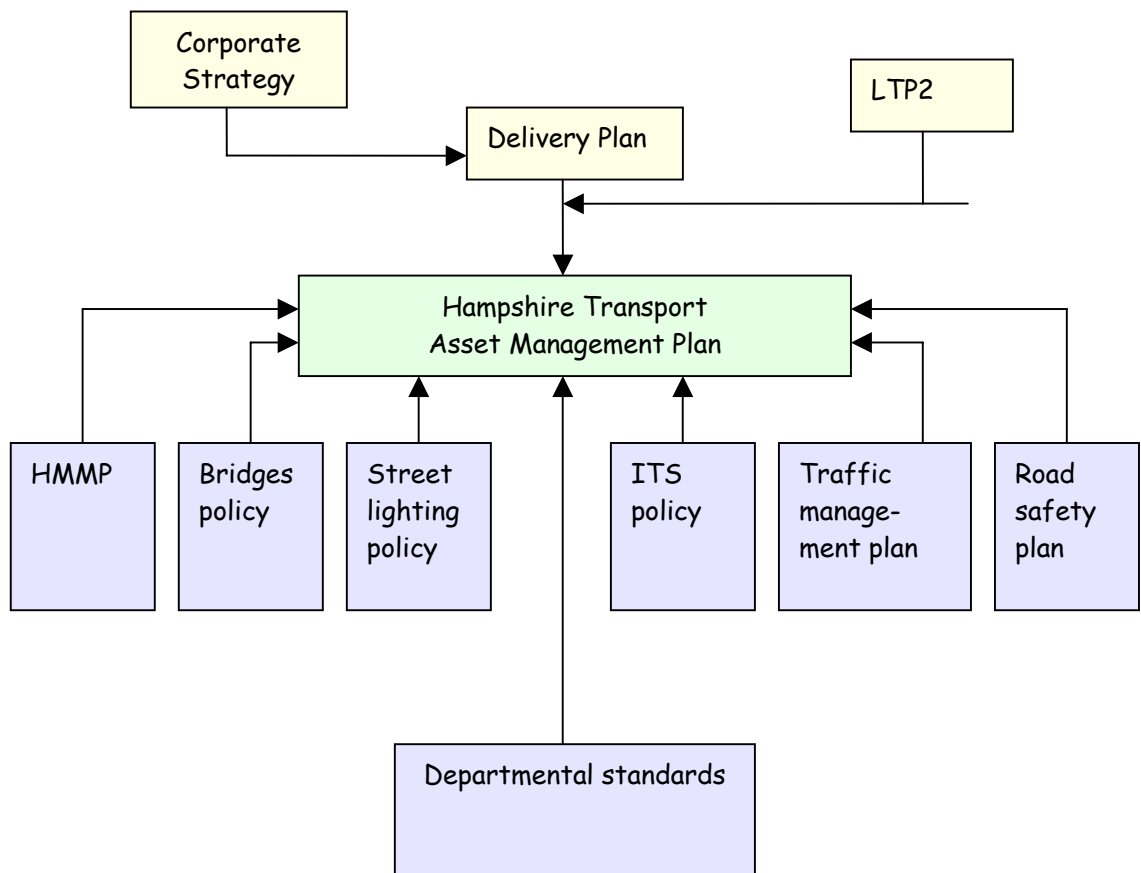
- 10.71** Each scheme will be appraised at an early stage of its development in terms of its accordance with policy and benefits (as discussed in the previous paragraphs) in relation to cost.
- 10.72** The County Council is also reviewing its procurement procedures as part of its efficiency review to reduce the proportion of fees associated with scheme preparation. Innovative partnership and contract arrangements are also being pursued .
- 10.73** As with targets (described in chapter 11), the investment programmes will be reviewed regularly through officers' working groups across different departments where appropriate and also through Member scrutiny committees. These review procedures will be consistent with the draft Transport Asset Management Plan and the budgets (both capital and revenue) examined by the Traffic Manager Board to ensure that appropriate attention is being given to the Network Management Duty.
- 10.74** Similar arrangements will apply to ensure the approach and performance are consistent with the best value improvement plan, other corporate performance assessments and action plans of community strategies and key stakeholders.

Draft Hampshire Transport Asset Management Plan (HTAMP)

Asset management overview

- 10.75** Transport Asset Management Planning is central to achieving policy objectives set out within this LTP. The Transport Asset Management Planning process will enable management of the asset in a more informed way. It will facilitate better decision-making by supplementing instinctive judgement and supposition with analysis to better understand the relationship between levels of service, cost and performance.
- 10.76** Hampshire County Council welcomes the national move towards Transport Asset Management Planning and is committed to developing the process. The draft Transport Asset Management Plan forms an integral part of this LTP and is included as one of the appendices.
- 10.77** The draft HTAMP is the first step towards full asset management for the transportation service and will follow the national guidance: 'The County Surveyors Society Highway Asset Management Framework' published in June 2004.
- 10.78** This LTP has informed the draft HTAMP and will define the strategies, objectives and plans to ensure the optimum use of the asset and value for money. The asset is considered to include both the physical highway infrastructure and the use of the transportation network. Inputs to the draft HTAMP are shown in figure 10.78.

Figure 10.78: Inputs to the draft Hampshire Transport Asset Management Plan



- 10.79** The County Council has appointed specialist consultants to advise on and assist with the preparation of the draft HTAMP and help to develop a culture of asset management throughout the organisation. The final HTAMP will be published 2006 and will contain clear strategies and a timeframe for implementation of the action plan measures within it.
- 10.80** In line with the national guidance, the County Council has completed key stages in the process development of transport asset management by comparing current practises with desired levels of service. A gap analysis has been undertaken to identify the areas of improvement and is included within the draft HTAMP and its action plan.
- 10.81** It is too early in the process to be definitive about the areas of transport asset management that need to be developed further. Preliminary findings show core aspects of the transportation service are already delivered in accordance with sound asset management principles. There is also a systematic approach to highway maintenance.

- 10.82** Areas of asset management that have been identified for further work include the requirements for resource accounting and asset valuation. These have already been identified as key developments and national studies that are underway are helping to steer the County Council in this respect.
- 10.83** Other key areas that have been identified for further work and development within the draft HTAMP include the management of data, inventory information, risk management, whole life costing, life cycle planning and performance monitoring. This work is planned to be completed over the LTP plan period.

Life cycle planning

- 10.84** Maintaining the fabric of the highways and structures in Hampshire is central to achieving wider transport strategies and add to the quality of life in Hampshire by meeting accessibility, road safety and economic prosperity objectives.
- 10.85** Public consultations, including regular MORI surveys place a high importance on keeping the roads and footways in good order. This is reinforced by the high number of public enquiries received concerning the condition of the network.
- 10.86** The County Council's highway maintenance strategy, policies and procedures already deliver a responsive and a consistent service to all highway users in the county. It is planned to develop the whole process further by embracing the principles of asset management to achieve best value. The concept of life cycle planning for discrete network assets such as street lighting, bridges, roads and intelligent transport systems is being developed to provide long-term management strategies linked to targeted condition trajectories, levels of service and funding options.
- 10.87** Highway maintenance issues are not considered in isolation but are inclusive of wider transportation strategies. Maintenance related projects are combined with highway safety initiatives and other community and transportation projects to maximise the potential for an holistic approach to budget allocation and programming.

Network plans

- 10.88** Under the auspices of the Traffic Management Act 2004, and linked to transport asset management planning, a network plan will be developed and included within the draft HTAMP. The network plan will:
- Outline how road space and the use of the network may be optimised in planned and unplanned situations.
 - Develop contingency plans and agreed diversionary routes, including cross-boundary arrangements.

- Develop and describe control measures to manage and coordinate highway works and those carried out by Statutory Undertakers and the occupation of the road by other users (skips, scaffolding).
- Outline how the County Council will disseminate information about traffic flows and congestion on the network at both the operational level and to assist the travelling public.
- This will be coordinated with the route hierarchy in chapter 4 (paragraphs 4.41 to 4.43).
- Develop a congestion hierarchy linked to the existing concepts of traffic sensitive streets under the New Roads and Street Works Act 1991, to assist with the coordination of activities on the highway to optimise road space.

Current practises

Existing maintenance strategy

10.89 The County Council has a statutory duty to maintain the highway network in a safe condition. From this requirement, objectives, strategies and plans have been formed to ensure that the legal obligations are undertaken cost effectively.

10.90 The core policy and strategy documents for highway maintenance are:

- The Highway Maintenance Management Plan (HMMP) which is linked to the national Code of Practice Delivering Best Value in Highway Maintenance.
- The County Council's street lighting policy, which includes the National Codes of Practice.
- Bridges and Structures Policy which is limited to the Code of Practice for Bridge Maintenance.

10.91 All these documents can be viewed online at www.hants.gov.uk/highways. These documents are linked to service delivery plans for the department and corporate plans of the County Council.

10.92 The highway maintenance asset management strategy can be summarised as follows:

- To provide a clear statement of highway maintenance policies and procedures.
- To provide a defined network which is categorised to meet the reasonable demands of all highway users.

- To maintain a systematic approach to decision-making within a consistent framework of policies, standards and procedures.
- To provide a uniform and common basis for assessing the maintenance need and resource requirements.
- To assist in the effective allocation of resources.
- To regularly review policies, procedures and monitor the effectiveness of maintenance programmes.
- To embrace the best value and asset management philosophy for highway maintenance.

Revenue and capital maintenance funding

10.93 A systematic approach to the management of highway activities is well established in Hampshire. This ensures that the asset is maintained in accordance with prioritised needs to achieve value for money.

- Condition assessment using mechanical techniques such as deflectograph, SCRIM, and Gripstester.
- Visual condition assessments including CVI/DVI and the in-house HTAMP system.
- Structures – principal, general and superficial inspections. The principal inspections include reassessment of load carrying, if the bridge condition has deteriorated.
- Street lighting inspections.
- Regular contact with parish and district councils, both formal and informal.

10.94 All these processes help to determine the formulation of highway maintenance programmes, prioritised according to the assessed condition, risk and matched to the budget available. Although whole life costing and life cycle planning have been used to determine the mandatory targets and trajectories, these concepts are being developed further and included in the draft HTAMP action plan. This will support works programming processes based on optimised treatments and interventions.

10.95 Hampshire County Council's maintenance strategy aims at providing a balanced approach to ensure the following categories of planned structural maintenance programmes do not constrain revenue funded maintenance streams, which maintain the day to day needs of the network.

- **Preventative maintenance** – Surface dressing and minor structural repairs, bridge painting.

- **Intervention maintenance** – Overlays and resurfacing to intercept critical condition, bridge waterproofing and other items identified from bridge inspections.
 - **Strengthening maintenance** – Rejuvenation of roads beyond critical life, strengthening and replacement of bridges.
 - **Improvement** – Upgrading of structural elements not to current standards and considered a risk.
- 10.96** Good housekeeping, efficient maintenance of drainage systems, routine patching programmes, maintenance of street furniture/street lighting, robust inspection systems, good data management, and accommodating new technologies are all essential to a cost-effective maintenance strategy.
- 10.97** Revenue funding is presently assessed on need, meeting the cost of maintaining inventory items or historic allocations based on carriageway length. The draft HTAMP will lead to changes in the way budget allocations are made.
- 10.98** Intelligent transport systems (ITS) are essential to manage traffic effectively, maximise network capacity and with technological advances their use is set to increase. The life span of such equipment varies considerably (5-20 year range). Obsolescence because of technological advancement is a particular issue with this type of equipment. Life cycle planning and investment decisions will address this issue.
- 10.99** An annual regime of inspection of the hardware is in place and service contracts for the inspection and installation are in place. The management strategy of ITS forms part of the draft HTAMP.
- 10.100** All street lighting maintenance is currently funded from revenue sources. This LTP is proposing to commit £3.9 million capital to fund street lighting column replacement over the five years.

Procurement

- 10.101** The Gershon report highlights efficiencies that may be achieved by improved procurement methods and strategies. The County Council is actively engaged in this aspect at a local and regional level and is developing the concepts further. Significantly, some of the themes put forward by the Gershon report are already in place in Hampshire.
- 10.102** The Term Maintenance Contract for Highway Maintenance, in its third year of operation, is a performance related contract with partnering between both parties being integral to the contract.

- 10.103** A wider concept of joint working is being explored for 2008 when the contract is due to be re-tendered. The current contract for the supply, installation and maintenance of traffic control and associated equipment came into force in July 2003, and has an emphasis on partnering. Under this contract the contractor's performance is measured against locally developed performance indicators.
- 10.104** The street lighting maintenance contract with Southern Electric Contracting Limited (SEC) is now in its fourth year. Working together, the two parties have committed to a Pathfinder project using the Department for Trade and Industry (DTI) Construction Excellence, Construction Lean Improvement Programme (CLIP) to maximise efficient service delivery, featuring in the national DTI publication. CLIP is a lean processing methodology which has been widely used in the automotive industry to identify wastage time in the manufacturing process. The aim with CLIP is to reduce or eliminate as much waste as is possible, and thereby improving the process and reducing costs.
- 10.105** This process was applied to street lighting across the whole range of the service, resulting in a revised structure to operate the future state with staff from both Hampshire County Council and SEC being located in the same operating centre.
- 10.106** The early results have been encouraging with improved performance levels for Hampshire County Council and commercial stability for the contractor.
- 10.107** Partnership working with the Term Maintenance contractor and Statutory Undertakers is in place and being developed to promote further a sustainable approach to construction and transportation projects.
- 10.108** Challenging recycling targets have been set and achieved with plans to use the waste products from the County Council's household waste incinerators. The ash from the incinerator process forms the matrix of a specially formulated cold lay bituminous foam mix material for road construction. Currently 40,000 tonnes are being recycled which will increase to 150,000 tonnes over the plan period.
- 10.109** Sustainable working and a Sustainable Construction Framework is being implemented. Working with the partnering contractor, opportunities will continue to be developed to improve the recovery and recycling of ITS equipment.

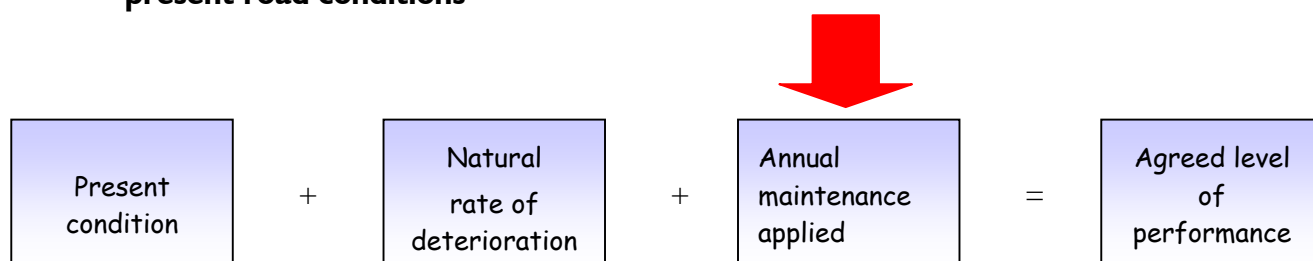
Data and processes

- 10.110** The management of data and processes using computer based systems is fundamental for effective asset management. The development of integrated inventory, inspection and maintenance modules linked to GIS based systems to view data interactively for business purposes and for public information is operational in some areas and expansion into other areas will be a key objective of the draft HTAMP. The County Council web site has been updated and will be refreshed to give up to date, publicly available information.

Capital maintenance programmes and planning

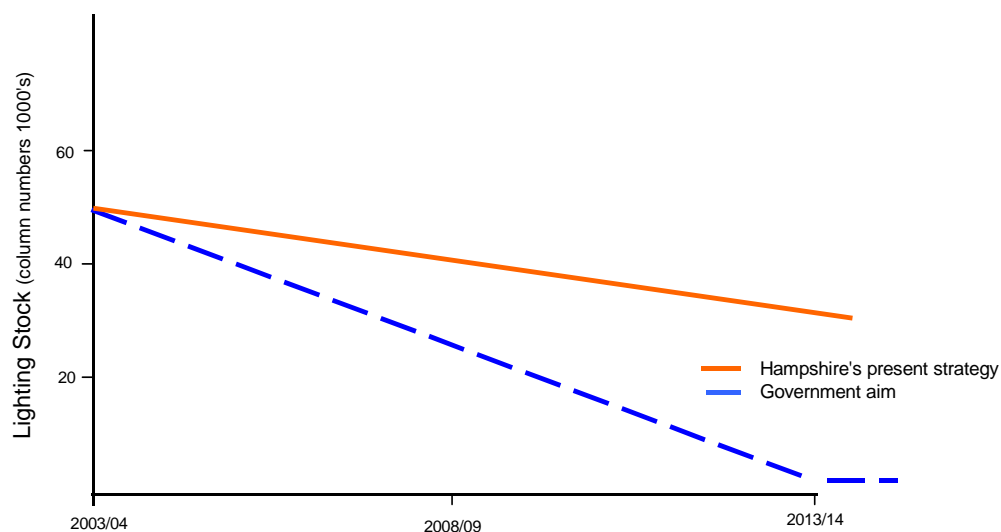
- 10.111** Encapsulated within the strategy is the need to produce targets for core maintenance elements. The LTP requirement to produce targets and trajectories for the national indicators, provides the framework for Hampshire County Council's structural condition targets and life cycle planning. The County Council is also developing local performance indicators for bridges and minor footways that will in time form part of the overall strategy.
- 10.112** The information from structural condition surveys is collated and supports the decision-making process for budget allocation. Mandatory targets and trajectories have been developed to achieve a ten year plan where the structural condition of the network will achieve an optimum and sustainable condition in that period. Maintenance funding needs for present road conditions are shown in figure 10.112:

Figure 10.112: Representation of the maintenance funding needs for present road conditions



- 10.113** Annual surveys will continue to provide useful information although targets will have to be reviewed as the Government implements changes to the methods of data collection and standards change.
- 10.114** The funding for street lighting column replacement is currently provided via the revenue budget but £3.9 million is proposed within this LTP to be allocated from capital funds. At present, approximately 1.5% of the lighting stock, where columns with visible structural defects (category 3 condition columns) are predominant, is replaced at a cost of approximately £1.7 million per year. Figure 10.114 shows the number of lighting columns in need of replacement.

Figure 10.114: Street lighting – number of lighting columns in need of replacement



- 10.115** Government aspirations to eliminate the backlog of lighting stock beyond 30 years by the end of the LTP period is not achievable within Hampshire County Council's current highway maintenance strategy and funding arrangements which are presently focussed on replacing those columns in the worst condition, category 3 columns.
- 10.116** The time taken to reduce the levels of ageing stock will inevitably mean more columns deteriorating to category 3, and pressure to put more funds into Hampshire's column replacement programme. It is intended that the development of the draft HTAMP will identify targets and trajectories that accommodate a sustainable column replacement programme.

Measurement and review

- 10.117 Public surveys and consultation:** A three year cycle of MORI surveys is conducted for the whole service provided by the County Council, as well as a specific survey and opinion poll on highway management and maintenance services. The information is being used to help the development of policies, initiatives and works programmes.
- 10.118 National best value bench marking scheme:** This scheme collects data relating to highway maintenance practises and services to provide a basis for comparing the performance of peer group local authorities. Hampshire County Council is an active member of the group.

- 10.119 Highway works benchmarking club:** This club (of which the County Council was a founder member) collects Key Performance Indicators in line with Appendix E (G5) of the Code of Practice Delivering Best Value in Highway Maintenance and facilitates benchmarking between authorities. The indicators are also used to manage the Term Maintenance contract and are applied in Hampshire jointly between the County Council and the Term Maintenance contractor to set targets and interventions to improve the delivery of the contract.
- 10.120 Regional and local indicators:** Local indicators have been developed to help measure and manage the business. Examples include the monitoring of utility company performance relating to reinstatement operations and the monitoring of the winter time weather forecast from the supplier.
- 10.121 South East Counties Service Improvement Group:** This regional group has been formed for the last five years to benchmark a range of highway services and share and develop best practice. The County Council is actively involved in all the theme groups, including the South East Area Bridge Improvement Group.

The challenges

- 10.122** Setting and achieving targets for all aspects of the asset is seen as a long-term challenge. Many of the non-mandatory targets will be developed as part of the gap analysis process and as the life cycle planning evolves. Good quality life cycle plans will require good quality data that is well maintained.
- 10.123** The mandatory performance targets for both carriageways and footways use condition measures that are changing to provide more robust information. During the life of this plan some of the methods of measurement will be changed. It is therefore difficult to base long-term targets and annual trajectories on such a measuring tool and at the same time, make sure these targets are coordinated with asset management and life cycle aspirations across the network. The challenge is to ensure that a coordinated approach is achieved within the time frame while maintaining performance for the mandatory indicators.
- 10.124** Maintenance strategies and recent condition surveys have provided the starting point for defining mandatory targets and trajectories and will continue to be used as the draft HTAMP is developed. Continual measurement will provide a control to review and reallocate maintenance resources and provide information to reassess maintenance strategies as appropriate to achieve the set targets.
- 10.125** Developing a new asset management concept and challenging existing practise, whilst maintaining performance targets is regarded as a major challenge. There is concern however that mandatory targets which measure achievement based on surface condition alone can provide misleading information. The County Council will not abandon sound engineering principles to achieve targets and trajectories. The draft HTAMP and future Annual Progress Reports will set down the principles for redefining targets, whilst maintaining the structural integrity of the network.

10.126 A number of variables within the equation provide the biggest risk to achieving the targets.

- Competing local budget pressures.
- Abnormal weather conditions (floods in 2000/01 and drought in 2003).
- Variable survey results, continually changing methods to collection.
- Lack of historical data.

10.127 These compound to make achieving the targets a challenge. Hampshire County Council believes the targets that have been set are challenging but there is flexibility to enhance them.