Wiltshire Council

Where everybody matters

AGENDA

Meeting: Environment Select Committee

Place: Kennet Room - County Hall, Trowbridge BA14 8JN

Date: Tuesday 14 April 2015

Time: <u>10.30 am</u>

Please direct any enquiries on this Agenda to Elizabeth Beale, of Democratic Services, County Hall, Bythesea Road, Trowbridge, direct line 01225 718214 or email elizabeth.beale@wiltshire.gov.uk

Press enquiries to Communications on direct lines (01225) 713114/713115.

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Membership:

Cllr Brian Dalton   Cllr Ian McLennan
Cllr Dennis Drewett   Cllr Christopher Newbury
Cllr Peter Edge   Cllr Linda Packard
Cllr Peter Evans   Cllr James Sheppard
Cllr Jose Green   Cllr Tony Trotman
Cllr Jacqui Lay   Cllr Bridget Wayman
Cllr Magnus Macdonald

Substitutes:

Cllr Rosemary Brown   Cllr Bob Jones MBE
Cllr Trevor Carbin   Cllr Jeff Osborn
Cllr Terry Chivers   Cllr Ricky Rogers
Cllr Tony Deane   Cllr Ian Tomes
Cllr Nick Fogg MBE   Cllr Ian West
Cllr Mike Hewitt   Cllr Philip Whalley
Cllr George Jeans

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AGENDA

1   **Apologies**

To receive any apologies or substitutions for the meeting.

2   **Minutes of the Previous Meeting** *(Pages 7 - 14)*

To confirm and sign the minutes of the Environment Select Committee meeting held on 17 February 2015.

3   **Declarations of Interest**

To receive any declarations of disclosable interests or dispensations granted by the Standards Committee.

4   **Chairman's Announcements** *(Pages 15 - 22)*

To receive the following announcements through the Chairman:

- One Card for Wiltshire;

- An update on community resilience workshops and emergency planning;

- An update on the Energy Resilience Board and the Wiltshire Energy Resilience Plan.

5   **Public Participation**

The Council welcomes contributions from members of the public.

Statements

If you would like to make a statement at this meeting on any item on this agenda, please register to do so **at least 10 minutes prior to the meeting**. Up to 3 speakers are permitted to speak for up to 3 minutes each on any agenda item. Please contact the officer named above for any further clarification.

Questions

To receive any questions from members of the public or members of the Council received in accordance with the constitution. Those wishing to ask questions are required to give notice of any such questions in writing to the officer named above **no later than 5pm on 7 April**. Please contact the officer named on the first page of this agenda for further advice. Questions may be asked without notice if the Chairman decides that the matter is urgent.

Details of any questions received will be circulated to Committee members prior to the meeting and made available at the meeting and on the Council's website.

6   **Draft Highways Asset Management Policy and Strategy** *(Pages 23 - 62)*

Investing in highways is a key priority for Wiltshire Council. On 22 October 2013 Cabinet considered a programme of investment in road maintenance to improve the condition of the highways network in Wiltshire and agreed to increase investment to £21 million annually for six years from 2014/15, with Area Boards helping to identify local priorities for treatment. The Environment Select Committee welcomed the decision to include Area Boards in identifying areas of work required within their Community Areas and now receives a report on the ongoing road resurfacing programme and involvement of Area Boards in the process.

The report also includes the draft Highways Asset Management Policy and Strategy for contributions by the Committee prior to consideration by Cabinet on 19 May 2015. The draft Highways Asset Management Policy and Strategy has been prepared following new asset management guidance from the Highways Maintenance Efficiency Programme and a recommendation from the Department for Transport that authorities adopt an asset management approach.

The Council has applied the principles of asset management to the maintenance of the highways network for many years. This involves taking into account the lifecycle of the assets and monitoring performance of the intervention and investment strategies, with the objective of minimising expenditure while providing the required performance. However there is now a need to formalise this approach and adopt a policy and strategy in accordance with the latest code of practice on asset management.

The Committee is requested to comment upon the draft Highways Asset Management Policy and Strategy and consider the recommendations in the report.

7   **Recyclable Waste**

7a   **Waste Task Group Final Report**

On 28 October 2014 the Environment Select Committee agreed that communications to householders regarding waste and recycling was a work priority and resolved to reconvene the Waste Task Group to review this area.

The Waste Task Group met on four occasions and, following an update to this Committee in February, the Task Group has drafted its final recommendations.

The Committee is requested to consider the report of the Waste Task

Group, endorse its recommendations and refer the item to the Cabinet member for response.

7b **Recycling Performance**

As a supplement to the Task Group report the Committee receives an update on the latest performance figures for recycling

The Committee is asked to note the update in advance of a report to Committee examining the implications of the new waste contracts for recycling services and performance at a later date.

8 **Task Group Updates** *(Pages 75 - 76)*

The Committee is asked to noted the written updates on Environment Select Committee Task Group activity and consider any recommendations arising.

9 **Forward Work Programme** *(Pages 77 - 78)*

To note and receive updates on the progress of items on the forward work programme. A copy of the Overview and Scrutiny Forward Work Programme for the Environment Select Committee is attached for reference.

To receive an update on the potential line of work of a Core Strategy and Neighbourhood Planning Task Group.

Public Transport

Members will recall that the budget for 2015/16 includes strategic savings of £0.5m to result from a complete review and transformation of public transport in the County. During the debate on the budget proposal the Cabinet Member invited early engagement by overview and scrutiny in order to provide positive challenge during the review period. The Management Committee, in recognising the cross-cutting nature of the review, agreed that a joint task group with representation from all of the select committees be established with the Environment Select Committee taking the lead.

Matthew Croston, Programme Officer, will make a presentation to the Committee outlining the scope and timetable for the review to date including effective scrutiny engagement. The planned approach to the review needs to be agreed by the end of the month before moving on to data gathering, evaluation and consultation. On that basis, it is proposed that initial scrutiny engagement to look more closely at the scope and approach to the review will need to be in the form of a rapid scrutiny exercise with participation from the Chair and Vice Chairs of all the Select Committees. From that point, the usual process of seeking expressions of interest from all non-executive councillors in order to form the longer-term task group and potential scrutiny representative appointment to the Project Board will be undertaken.

The Committee is asked to endorse the above approach to scrutiny engagement in the review of Public Transport.

10   **Urgent Items**

Any other items of business which the Chairman agrees to consider as a matter of urgency.

11   **Date of Next Meeting**

To confirm the date of the next scheduled meeting as 9 June 2015.

Wiltshire Council
Where everybody matters

ENVIRONMENT SELECT COMMITTEE

MINUTES OF THE ENVIRONMENT SELECT COMMITTEE MEETING HELD ON 17 FEBRUARY 2015 AT KENNET ROOM - COUNTY HALL, TROWBRIDGE BA14 8JN.

Present:

Cllr Brian Dalton, Cllr Tony Deane (Substitute), Cllr Dennis Drewett, Cllr Peter Edge (Chairman), Cllr Jose Green, Cllr Jacqui Lay, Cllr Magnus Macdonald, Cllr Ian McLennan, Cllr Christopher Newbury, Cllr Linda Packard, Cllr Tony Trotman and Cllr Bridget Wayman (Vice Chairman)

Also Present:

Cllr Simon Killane, Cllr Mark Packard, Cllr Toby Sturgis, Cllr John Thomson, Cllr Philip Whitehead and Cllr Jerry Wickham

1   Apologies

Apologies for absence were received from Cllr James Sheppard and Cllr Peter Evans who was substituted by Cllr Tony Deane.

2   Minutes of the Previous Meeting

Resolved:

To confirm as a true and correct record the minutes of the meeting held on 9 December 2014.

3   Declarations of Interest

There were no declarations of interest.

4   Chairman's Announcements

Attention was drawn to the written announcements in the agenda pack.

The Chairman highlighted key points from the update on flood preparations across the county and requested details of community areas which had attended Community Resilience Workshops and the timescales for supporting areas to develop Emergency Plans to be circulated to Members.

An update was provided on the Gypsy and Traveller Development Plan Document which was currently in the evidence gathering and informal consultation stage.

It was noted the Chairman and Vice- Chairman of Scrutiny Committees and the Chairman of Task Groups were expected to attend relevant Cabinet meetings. Other members of the Committee may be called upon to attend Cabinet when necessary.

5   **Public Participation**

There was no public participation.

6   **Car Parking Review**

6a   **Highways and Transport- Car Parking Strategy report**

From 27 October 2014 to 19 January 2015 the Council had consulted on a draft revised Wiltshire Local Transport Plan (LTP) Car Parking Strategy. A sample of the initial results of the consultation was contained in the report available to the Committee. Using the consultation feedback, a set of recommended charges for each settlement was being developed to be proposed to Cabinet. It was explained that a review of car parking strategy was required every five years to assess if it met needs in Wiltshire.

Matthew Croston, Project Officer, provided an overview of the consultation process which involved workshops, review trials, assets reviews and questionnaires, receiving over 5,000 responses. Richard Mortimer, Parking Services Manager, advised review trials had triggered increased use of those car parks involved in the trials and, through assets reviews, twenty car parks in county had been identified as a drain on resources. One possibility for car park management would be for communities to take on the car parks themselves. 'Free parking' was a popular alternative, dialogue with the public and parish/town councils to discuss how it could be delivered financially would begin in March 2015.

Cllr Mark Packard, the Chairman of the Car Parking Review Task Group, expressed confidence in the review. The Task Group considered experimentation in car parking charges necessary, in addition to expanding the ability to pay for parking by phone. The Committee recommended mobile phone applications should be made increasingly user friendly to assist those hesitant to use this technology.

The Committee agreed dialogue with the community was needed to organise the funding of free parking. On-street parking was highlighted as a

continuing issue and it was noted that enforcement against illegal parking was a Police matter. Members expressed satisfaction with the review process and considered the reasons for varying levels of response across the different community areas. The Committee recommended graphs in the report be alphabetized for ease of comparison by Cabinet Members.

The Committee reflected on the effect that co-joined leases had on the Council's ability to charge for car parking and commented this was an important consideration. Division members from the Salisbury area requested to be involved in examination of Salisbury's Park and Ride scheme and expressed support for engaging with train companies and for the development of a metro line for the city. Officers confirmed there would be a strategy to manage transport demands in Salisbury however this was a separate piece of work. Members agreed that parking charges should not be increased to a high level to deter use of the car and some Members considered whether all areas in Wiltshire should be subject to the same charges and whether the reductions in charges would go far enough. Councillors described the benefits pay-on-exit parking could bring and were advised this would be in place in new multi-storey car parks. It was agreed that where free parking was in place in towns it should be promoted to encourage visitors. The Committee was advised that information on all car parks and permits would be in the full report for Cabinet and details of revenue from parking penalties was available on the Wiltshire Council website.

Resolved:

To note the initial results of the public consultation and express satisfaction in the review.

To endorse the proposed approach to revising the Wiltshire LTP Car Parking Strategy with the following key comments:
- **Smart technology should be promoted to pay for car parking and should be made increasingly user-friendly;**
- **Where there were options for hour/s of free parking this needed to be backed at a local level and promoted.**
- **The effect of co-joined leases of car parks should be investigated.**

6b   Car Parking Review Task Group report

A report from the Car Parking Review Task Group was available to the Committee which set out the Task Group's position having considered the

consultation responses received and the proposals made as to amending the current car parking strategy.

The Committee considered the report and it was acknowledged that the recommendation to promote pay by phone systems may not have been compatible with providing alternative methods for those unable to use the technology.

Resolved:

To endorse the following recommendations:

1. **That the use of automated pay by phone systems be made more attractive by ensuring the same charges are levied irrespective of the method of payment; for example they should be no surcharge on payments made using the automated phone service.**
2. **Increased pressure should be levied on mobile phone companies to ensure that better mobile phone signals are achieved across the County's car parking areas.**
3. **That the use of smart card technology be investigated.**
4. **Additional consideration should be made as to educating members of the public who do not have the skills to use cashless technologies and ensure that alternative provisions are made for where this is not possible with due care and attention.**
5. **That Council officers should continue their efforts to maximize use of Car Parks when they are less well used. This would be by means of cheaper or free periods when revenue has been proven not to be affected. Consultation responses were keen to encourage this sort of experimentation.**
6. **The current Park & Ride scheme in Salisbury should encourage out of town city workers to use this service with a more attractive offering.**
7. **The Council should be prepared to enter into discussions with Shopping Centre owners (in addition to Town and Parish Councils) to take over Council Car Parks.**
8. **The issues of coach parking and residential parking provision need to be considered as part of an overall parking management strategy.**
9. **That towns and parishes are actively given the opportunity to take on assets or top-up funding to enable reduced charges; and that they are properly supported in making any such decision through the provision of real and accurate information.**

7   **The Wiltshire Core Strategy**

Alistair Cunningham, Associate Director for Economy and Planning, advised on the development of Neighbourhood Plans across Wiltshire, the Wiltshire Core Strategy and future Scrutiny involvement in developing the Strategy.

Development Plan Documents (DPDs) would be used to find sites for an additional 5,000 homes, ensure a five year land supply and defend against inappropriate development in the county. It was confirmed the current settlement boundaries were effective, but were in the process of being updated. Consultation on the boundaries would run from 23 February- 31 March 2015. Chippenham DPD was being revisited and, provided no fundamental concerns were raised, would go directly to Council following consultation with Cabinet members. Proposals for Gypsy Site Allocations were expected to be developed by May 2015.

It was established that groups organising Neighbourhood Plans would be supported by officers, however some areas would be sufficiently protected by the Core Strategy therefore may not warrant a Neighbourhood Plan. It was suggested the Committee could contribute to the overview and scrutiny of the neighbourhood planning process following the adoption of the first Neighbourhood Plan, by examining how the process had been supported.

The Committee thanked Alistair Cunningham and his team for their hard work in delivering the Core Strategy. Questions were raised over the meaning of a reference to the provision of 'at least 42,000' new homes under DPD site allocations . The officer confirmed the authority had a duty to provide at least that number but this phrasing allowed flexibility to permit sustainable development where supported locally. The officer proposed that from May 2015 the Committee could examine the methodology behind allocating sites for development. It was verified that Members would be contacted for feedback in relation to site allocations in their division, and Councillors agreed local residents should also be involved. Councillors discussed that in some areas of the county it was difficult to allocate sites for new developments.

Cllr Trotman thanked Mr Cunningham for his attendance at Calne Area Board and questioned the progress of the Community Infrastructure Levy (CIL). A consultation on the levying of CIL was expected at the end of February, followed by the Inspector's response in early March. A recommendation to Council was expected for May 2015.

Mr Cunningham apologised for a clash between a meeting for local stakeholders on the Wiltshire Housing Site Allocations DPD and Southern Area Planning Committee, he would make every effort to arrange a new meeting to discuss sites in the south of the county. It was confirmed that 'saved policies' were included in the Core Strategy and the Strategic Housing Land Availability Assessment (SHLAA) was a constantly updated document.

Resolved:

1) **To note the update from the Associate Director for Economy and Planning**

2) **To agree that a Task Group be established, in the future, on the Wiltshire Core Strategy with the potential remit to examine the process supporting Neighborhood Plans.**

8   **Executive Member responses**

The Committee heard a response from Cllr John Thomson to recommendations endorsed by the Committee at its last meeting on 9 December 2014 following a report from the 20mph Policy Task Group. It was noted a report on 20mph policy outside of schools would be available to the Committee in due course.

The Committee received a response from Cllr Toby Sturgis to recommendations endorsed by the Committee at its last meeting following a report from the Adoptable Estates Task Group. It was confirmed a review of adoptable estates would be organized once the Task Group evidence and further evidence had been submitted and reviewed.

Resolved:

To note the Executive Member responses.

9   **Task Group Update**

A written update on the Waste Task Group and the Highways and Streetscene (BBLP) Task Group were available in the agenda pack.

The Waste Task Group would next meet on 2 March 2015 and it was suggested the Task Group could progress to examine the £2.5m overspend in the Waste service.

Dr Carlton Brand, Corporate Director, expressed support for the BBLP Task Group to examine community services before the grass cutting season began. Members expressed disappointment in BBLP issues remaining and were encouraged to report them; the Chairman advised an investigation into BBLP processes to explore why work was not being undertaken would be prioritized in theTask Group's Forward Work Programme. Members would receive confirmation of the details of the next meeting of the BBLP Task Group.

Resolved:

1) **To note the updates from the Task Groups.**

2) **To agree that a revised remit for the existing Waste Task Group be scoped to allow examination of the Waste overspend.**

10   **Forward Work Programme**

It was confirmed that 'Community Transport' had been agreed by the Overview and Scrutiny Management Committee as a joint topic of work for all select committees.

Resolved:

To note the progress of items on the Forward Work Programme.

11   **Urgent Items**

There were no urgent items.

12   **Date of Next Meeting**

The next ordinary of the Committee would be held on 14 April 2015.

(Duration of meeting: 10.30 am - 1.10 pm)

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Chairman's Announcement

Subject	One Card for Transport in Wiltshire

Summary of announcement:

One Card for Transport in Wiltshire was raised at the last Full Council meeting on 29 July 2014.

The Environment Select Committee was updated at its October meeting that following on from Full Council a subsequent meeting was held by Cllr John Thomson and Cllr Philip Whitehead with Cllr Magnus Macdonald, Cllr Jon Hubbard and Ram Banerjee (Transaxiom).

A request for information was made by Ram Banerjee to understand the demand and transaction numbers involved in the 'One Card for Wiltshire' scheme. This information was supplied by Cllr Philip Whitehead and a further meeting was arranged for Cllrs John Thomson, Philip Whitehead, Jon Hubbard and Magnus Macdonald together with Parvis Khansari, Associate Director for Highways on 28 October to consider the initial proposals from Transaxiom.

The proposal by Transaxiom was subject of a detailed discussion between Parvis Khansari and the company. It was decided that the Council needed to do further work to scope its requirements for One Card and hence was not in a position to start developing the new payment system at the time. One Card for Wiltshire has been incorporated into the wider Efficient Payments programme. A paper is planned to go to CLT in March that proposes the scope of work and agreement to establish this programme.

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Chairman's Announcement

Subject	Emergency Planning Resilience and Response Review of Community Resilience

1. Introduction

During the flooding on 2013/2014 Wiltshire Council found that communities with flood plans were more resilient. They were less reliant on assistance from public services, gave good welfare to their most vulnerable residents, were easily contactable, and were able to provide good intelligence and information.

Before 2014, community resilience had been undertaken by different teams in an uncoordinated way, with the Emergency Planning, Drainage and Highways Teams all approaching individual Parish Councils to complete an array of emergency, flood and snow plans.

A new approach was trialled in 2014/15, with multi-agency workshops delivered to the Parish and Town councils by Community Area Boards. Attendees were provided with information on how to prepare a community plan, and also information on risks including flood, snow, public health and how best to work with the emergency services.

2. Project Outline

AIM: To increase the resilience of communities by supporting Parish and Town Councils to create local emergency plans.

OBJECTIVES: Deliver multi-agency workshops for community area boards. Provide a toolkit for creating emergency plans, which take into account the key risks that affect particular communities.

MEASURE OF SUCCESS: Increase in the number of updated and completed community plans.

3. Summary of progress in 2014/15

Workshops Completed:

Area Board	Total Parish Councils In the Area	Number of Parish Councils Attended	Feedback (Will improve community resilience)
Chippenham	16	9	100%
Royal Wootton Bassett and Cricklade	12	7	100%
Malmesbury	21	9	96%
Bradford on Avon	8	3	75%
Amesbury	22	11	100%
South Wiltshire	16	9	100%

Chairman's Announcement

Warminster and Melksham workshops are planned to take place in June 2015. A further 4 workshops will be programmed during the year.

4. Next steps

Based on feedback received from parishes, there are a number of barriers to community resilience plans being completed in a timely manner. The following changes are proposed:

4.1 Different levels of plans
Parish and town councils vary in size and complexity. Therefore, a single comprehensive template can appear unrealistic and daunting. Therefore, a staged approach is proposed:

Templates that are simpler and that can be tailored to the community, with awards:
Bronze – key contact details, rest centre and a method to contact the vulnerable.
Silver – to include a list of key risks, key assets, and contacts for wardens.
Gold – Full template completed covering flood/snow/power outages/public health/etc.

4.2 Greater levels of support
There has been feedback that some parish and town councils require more resources to complete emergency plans. Therefore, we propose to introduce post-workshop support from the drainage team, emergency weather team, and by recruiting Emergency Planning interns.

5. Conclusion

Parish and Town councils have told us that they value the multi-agency workshops that have been run in the past 12 months. However, the stated aim of raising resilience will not be met until more parish and town councils have emergency plans in place. Therefore, simple steps have been taken in year two of this programme to try and increase the number of councils that will be able to complete and share their plans.

Chairman's Announcement

Subject	Wiltshire Energy Resilience Plan and Proposed Energy Resilience Board

Background

Following the resolution by Council on 21 October 2014, to report on progress in engaging with public and private sector partners to determine the viability of establishing a Wiltshire Energy Resilience Board, and to recommend a way forward on this matter, a report is being taken to Cabinet on 21 April.

The council is currently developing an Energy Resilience Plan (ERP) for the county which sets out its approach to maximising energy resilience in Wiltshire. Part of the development of the plan is an engagement programme with communities and local businesses through the area boards. As of 21 April 2015, fifteen interactive presentations highlighting local achievements and the local opportunities through the development of the Energy Resilience Plan will have been given to the Area Boards. In February 2015, the draft Energy Resilience Plan and the engagement plan for external stakeholders was agreed by the Energy, Change and Opportunity (ECO) Board. It was agreed that the businesses, agencies, groups and public bodies listed in Appendix 1 provided a broad representation and geographical range for developing the Plan.

The ERP incorporates two action plans previously established by the ECO strategy (low carbon transition and renewable energy), and will cover outward-facing activities within four action areas:
- renewable and low carbon energy,
- energy efficiency,
- sustainable transport and
- affordable warmth.

The plan aims to identify and address the current opportunities and barriers to developing energy resilience within Wiltshire i.e. securing efficient, affordable and sustainable energy. For the actions identified, there is an emphasis on capturing the wider benefits of the low carbon transition for businesses and communities.

The actions defined will be short to medium term i.e. up to 3 years, and the intention is to produce a flexible plan which can be periodically reviewed and updated.

Stakeholder engagement

External stakeholder engagement was completed between February and April. This has involved gaining input from the public sector, local businesses, community energy groups and third sector organisations. The engagement meetings have provided an opportunity to capture the activity already happening in the county and enable it to be reflected in the emerging ERP.

Those stakeholders approached to contribute have been selected because of the energy intensive nature of their operations, their specialist role within the energy sector and/or role in developing sustainable energy projects. An attempt has been made to get a representative spread of businesses across the county. In total, 26 organisations were contacted; resulting in 14 meetings and a further 4 interested parties. Those who have been successfully engaged are included in Appendix 1.

Chairman's Announcement

Through these conversations, consideration has been given to the priorities and challenges of the county's larger energy users and those engaged in the energy sector. Using the draft energy resilience plan as a framework, discussions have focused on capturing existing plans and best practice from the stakeholder organisations and identifying opportunities for future work and collaboration. It has also provided the opportunity to test the appetite for a cross-sector board for energy issues.

Proposal for an Energy Resilience Board

The consistent response from asking the question, "Would you be interested in being part of a Wiltshire Energy Resilience Board?" has been an enthusiasm and interest for learning from others on this topic, coupled with a concern about the number of boards already in existence.

Public sector partners have varying levels of experience in implementing energy management programmes and the benefit of sharing knowledge between organisations has been acknowledged. The council is well placed, through the experience gained with its own carbon management plan and invest to save programme, to facilitate this knowledge exchange. Some energy forums are already in existence, for example, Salisbury NHS Trust attend a specialist health sector forum for facilities managers in the south west.

Business sector stakeholders generally had well advanced energy reduction plans and had explored a number of options for reducing costs in the past. There was an interest from the sector to participate in ongoing communications about energy resilience and share best practice. Opportunities for business to business knowledge exchange in particular were welcomed; in some cases this may be extended to a mentoring role for those SME businesses without an internal resource for energy management. The sector experiences challenges around finding trusted and experienced consultants and contractors with which to progress low carbon projects.

A number of the businesses have utilised support organisations and initiatives to engage externally on energy issues e.g. West of England Carbon Challenge. There is however a time constraint which often prevents participation in these kinds of activities.

Opportunities were also identified to share the council's experience of low carbon projects with the community sector. There was also an interest from groups as to how the council can facilitate greater community energy activity at a practical and policy level. The role the council can have in this regard will be considered by the ECO board in October.

Through the discussions, it has become clear that there is a real appetite for businesses, public bodies and organisations to play their part in Wiltshire's low carbon future and engage with the ERP. There is a desire to ensure that ongoing communications will disseminate information efficiently, promote ongoing engagement and not replicate existing activities. There is an opportunity to set up a mechanism for engaging partners on the topic of Energy Resilience as part of developing the first Wiltshire Energy Resilience Plan, and partners are enthusiastic. However, due to resource implications, a standalone Board does not appear to be the preferred mechanism, and therefore existing partnerships could be used instead.

It will be proposed to Cabinet that the Wiltshire Assembly hold a meeting on the theme of Energy Resilience within the next twelve months, to bring partners together, make connections and exchange learning. As part of this meeting, partners will

agree a light touch approach to keeping in contact, either virtually or through an annual event.

Development of the ERP

A vision and broad aims have been set and shared with stakeholders to support communication and engagement with the plan. Alongside this, the available data and research have been collated to set the current context and gain a better understanding of energy resilience in Wiltshire.

Internal stakeholders have been consulted to capture their existing work plans where relevant. The majority of work streams within the affordable warmth and sustainable transport areas will be led by the public health and sustainable transport teams respectively. Consultation with these teams will continue as the format and content of the plan is finalised.

The green economy team has been engaged in mapping out existing work streams and identifying areas for development, where significant policy drivers, barriers/opportunities and potential funding sources are known. The ERP outline is currently being refined into action plans. Considered alongside this will be low carbon innovation opportunities, which could link into the developing ESIF programme.

The action plans comprising the ERP will provide a description of each measure/project, timescale, ownership, identified resources and measures of success or milestones.

Timescales

Activity	By when?
Complete stakeholder engagement	end of April
Action plans drafted	end of April
Supporting content drafted	end of May
Consultation on draft	end of July
Document amended in light of consultation	end of September
Adoption by ECO Board	October

Chairman's Announcement

Appendix 1: Partners consulted February-April 2015

Public sector:
- Salisbury NHS foundation Trust
- Wiltshire Police (PCC)

Private sector:
- Dyson Ltd (Malmesbury)
- IXYS (Chippenham)
- Wavin Ltd (Chippenham)
- Green Square housing (Chippenham)
- Good Energy Ltd (Chippenham)
- Apetito Ltd   (Trowbridge)
- Aster Housing (Devizes)
- Chemring countermeasures (nr Amesbury)
- Dstl   (Porton Down)
- Nicholas & Harris (Salisbury) tba
- SSE

Community sector:
- Kennet Community Energy
- Wiltshire Community Land Trust

Wiltshire Council

Environment Select Committee
14 April 2015

Cabinet
19 May 2015

Subject:	**Highways Asset Management Policy and Strategy**
Cabinet Member:	**Councillor Philip Whitehead – Cabinet Member for Highways and Transport**
Key Decision:	**Yes**

Executive Summary

The 'Local Highways Investment Fund 2014 – 2020' provides the opportunity to address the long standing under investment in highways maintenance, which has been a problem nationally for many years. The significant investment of £21 million annually for six years by Wiltshire Council will see a substantial improvement in road and footway conditions.

The first year of the increased investment has been in 2014/15, and a good start has been made to improve the condition of the county's roads. It has been possible to deliver most of the 2014/15 road surfacing programme, with 85% of the schemes identified at the start of the year delivered. 15% of the initially proposed sites have had to be deferred to 2015/16 because of public utilities work and other difficulties, especially with regard to access to the sites and availability of diversion routes.

In addition to the 184 sites included in the initial 2014/15 programme, a further 53 sites were treated following flooding and winter damage, with another 4 sites currently being programmed for implementation.

The initial list of proposed sites to be treated in 2014/15 was issued to the Area Board early in 2014, and there was the opportunity to comment on the lists and to suggest amendments and substitutions. Generally, the lists of sites were approved by the Area Boards with only minor amendments being made to the programme.

In May 2013 the government funded Highways Maintenance Efficiency Programme (HMEP) published new asset management guidance. The guidance provides advice on implementing asset management, and makes a series of recommendations to achieve the benefits of asset management.

The DfT is keen that authorities adopt an asset management approach and is encouraging adoption by including an incentive in the allocation of maintenance funding.

A draft Wiltshire Asset Management Policy and Strategy has been prepared for adoption. The details for the plans will be subject to further development in accordance with the policy and strategy.

Proposals

It is recommended that:

(i)   The good progress on implementing the first year of the 'Local Highways Investment Fund 2014 – 2020' is noted, and the involvement of the Area Boards in identifying local priorities is welcomed.

(ii)   The Wiltshire Asset Management Policy and Strategy should be adopted to help guide the delivery of asset management principles with regard to highway infrastructure.

(iii)   Authority should be delegated to Philip Whitehead, Cabinet Member for Highways and Transport and Parvis Khansari, Associate Director for Highways and Transport to approve revisions of the Highways Asset Management Policy and Strategy and the emerging detailed plans.

Reason for Proposal

The condition of the county's roads is important to the public. This is demonstrated by the results of the Council's People's Voice and the National Highways and Transportation (NHT) surveys, which both indicate low levels of public satisfaction with road conditions. In the Council's consultations on budget setting, expenditure on roads is the service where the public consistently wish to see more spent.

The highway network forms the Council's largest asset, and it is important that it is maintained in the most cost-effective way in order to show value for money. This includes the use of asset management and whole life costing approaches to inform investment decisions.

The use of asset management principles has been applied for many years in Wiltshire to ensure appropriate investment with longer term planning. The adoption of the proposed policy and strategy will help formalise that process.

Dr. Carlton Brand
Corporate Director

Wiltshire Council

Environment Select Committee
14 April 2015

Cabinet
19 May 2015

Subject:	**Highways Asset Management Policy and Strategy**
Cabinet Member:	**Councillor Philip Whitehead – Cabinet Member for Highways and Transport**
Key Decision:	**Yes**

Purpose of Report

1. To provide an update on progress of implementing the 'Local Highways Investment Fund 2014 – 2020', and to adopt the Wiltshire Highways Asset Management Policy and Strategy.

Relevance to the Council's Business Plan

2. The proposals meet three priorities of the Council's Business Plan:

   - Outcome 2 – People in Wiltshire work together to solve problems locally and participate in decisions that affect them
   - Outcome 3 – People in Wiltshire have a high quality environment
   - Outcome 6 – People are as protected from harm as possible and feel safe

Background

3. The highway network in Wiltshire comprises 4,400 kilometres of road, 3.9 million square metres of footway, 981 bridges and over 40,000 street lights. The replacement value of the roads alone is £4.5 billion, and it would cost over £330 million to resurface all of the roads, with additional costs to repair structural damage.

4. The condition of the county's roads is important to the public. This is demonstrated by the results of the Council's People's Voice and the National Highways and Transportation (NHT) surveys, which indicate low levels of public satisfaction with road conditions. In the Council's consultations on budget setting, expenditure on roads is the service where the public consistently wish to see more spent. The public also expect Wiltshire's transport system to continue to meet the needs of local residents and businesses and promote sustainable transport in the larger settlements and along Wiltshire's main commuting corridors.

5. On 22 October 2013 Cabinet considered a report on options to increase investment in highways maintenance. It was agreed to increase highway maintenance funding to £21 million for six years, starting in 2014/15. This was

CM09637/ESC

subsequently included in the Council's future budget, and forms the basis of the 'Local Highways Investment Fund 2014 – 2020'.

6.   The Council has applied the principles of asset management to the maintenance of the highway network for many years. This involves taking into account the lifecycle of the assets and monitoring performance of the intervention and investment strategies, with the objective of minimising expenditure while providing the required performance. There is a need to formalise this approach and adopt a policy and strategy in accordance with the latest code of practice on asset management.

Main Considerations for the Council

Local Highways Investment Fund 2014 – 2020

7.   The 'Local Highways Investment Fund 2014 – 2020' provides the opportunity to address the long standing under investment in highways maintenance, which has been a problem nationally for many years. The significant investment of £21 million annually for six years by this Council will see a substantial improvement in road and footway conditions.

8.   The first year of the increased investment has been in 2014/15, and a good start has been made to improve the condition of the county's roads. The increase in funding has required additional resources to be mobilised by the Council's contractor Balfour Beatty Living Places (BBLP) and the Council's consultant, Atkins, who carry out the design and supervision of the works.

9.   It has been possible to deliver nearly the entire 2014/15 programme, with 85% of the schemes identified at the start of the year delivered already. 15% of the sites had to be deferred to 2015/16 because of public utilities work and other difficulties with regard to access to the sites and availability of diversion routes.

10.   In addition to the 184 sites included in the initial programme a further 53 sites have been treated because of flooding and winter damage, with a further 4 being programmed. The list of additional sites is included as **Appendix 1** of this report.

Resource and delivery implications

11.   Expenditure on highway maintenance is increasing nationally, with funding increases from DfT through the maintenance block, and specific funding for repairs especially in the south west following the flooding in early 2014. Capital expenditure on new roads and development has also increased with the improving economy.

12.   All this work is increased demand for limited resources. Quarry capacity, vehicle and plant availability, and obtaining a skilled workforce are becoming a challenge. The Council has an established supply chain through its long-term contracts, which have the benefit of being flexible enough to meet the demand, but in some cases it has been difficult to meet the ambitious programme of work.

13.   The Highways Agency and public utilities have also had large programmes of work this year, which in some cases have had serious implications for the

programming of proposed resurfacing, resulting in schemes having to be reprogrammed or curtailed. In general, where schemes have had to be delayed, they are being reprogrammed for the next year.

14. The scale of the Council's proposed programme of works and its complexity has lead to some issues with regard to advance signing, diversion routes, and advance notification to residents and businesses. The contractor has worked hard to address these issues and improve delivery. As the year has progressed delivery has improved as more resources are deployed. More work has been carried out later in the year than is desirable, but fortunately the weather has been generally favourable.

15. The extensive damage to the road network because of the flooding resulted in £3 million additional funding from DfT repairs. The funding was welcome but did not reflect the full cost of damage to the county's roads. Additional repair and resurfacing work has had to be programmed into the already extensive programme of works.

Area Board Involvement

16. The initial list of sites to be treated in 2014/15 was issued to the Area Board in early 2014, and an opportunity was provided to comment on the lists and suggest amendments and substitutions. The initial list was based on the road condition using technical survey data and local knowledge of the staff to identify the priority sites. An indication of potential sites for the remaining five years of the investment programme was also provided to aid consideration of sites.

17. Where sites were suggested to be added to the list it was indicated that these would be considered, but with the budget fully committed it would depend on other sites being delayed, and there could be no guarantee that additional sites could be added in the current year. Where schemes were suggested as substitutions for schemes on the list, it was possible to accommodate these requests.

18. Generally, the lists of sites were approved by the Area Boards with only minor amendments. Individual members, town and parish councils often had their own priorities, but it was important that they identify those which the Area Board as whole considered the priorities. In the 2014/15 programme there were six changes requested. Two were for additional sites to be included, which because of the particular circumstances it was possible to bring forward, and four were for changes to identified sites, with substitutions suggested. There were also a number of comments about sites for future treatment which were considered for the 2015/16 programme.

19. The Area Boards had some slightly different approaches to the review of potential sites, with most involving the Community Area Transport Groups (CATGs) in the process, and others considering the matter at the Area Board meetings. As the process continues through the remaining years of the investment programme, the Boards will be encouraged to take a longer term view and consider in advance what the local priorities are so that these can be developed with the Local Highways teams.

Future Years Major Maintenance Site Lists

20. The intention is to continue to issue the proposed list of sites to the Area Boards for review annually. The identification of sites for skid resistance treatment in accordance with the Council's Skid Resistance Policy has to remain the priority for safety reasons, but there is still scope to address local priorities within the programme.

21. The carriageway condition and skid resistance survey results are usually available towards the end of the summer, and there then has to be a detailed assessment of sites. This means that scheme lists cannot be prepared in detail until December or January, giving little time before work starts on the next year's programme in April.

22. It would therefore be helpful for members, town and parish councils to consider any local priorities or sites of concern at the earliest opportunity so that these can be considered as necessary. The information can be provided to the local Highway Engineer for early assessment for potential inclusion in future programmes.

Timing and Programming of Work

23. The programming of works is left as far as possible to the contractor to determine the most efficient way to do the works. In some cases local events, availability of diversion routes and other works on the network may dictate when particular works can be carried out. In the case of major works in particularly traffic sensitive areas, consultations are undertaken in advance with the local communities and businesses to identify the appropriate timing and phasing of works.

24. The scale of the works being undertaken and the large number of sites being treated means that some changes to the programme of works are inevitable, but the intention is to give as much warning of proposed works as possible. Consideration is being given to methods of providing better advanced information on proposed works, but this is likely to be a challenge in view of the continuous changes resulting from weather and other factors affecting delivery.

25. The Wiltshire Council website Roadworks page provides the best up-to-date information on roadworks in the county as it also includes public utilities and other work on the network. An interactive map can be viewed at: http://www.wiltshire.gov.uk/parkingtransportandstreets/roadshighwaysstreetcare/roadsandtraffic/roadworks.htm

Potholes and Defect Repairs

26. The repair of potholes and carriageway defects proved to be a particular challenge during 2014. The flooding and continuing wet weather caused extensive damage to already weak areas of carriageway. Additional resources were committed to addressing the problem, but with widespread damage it was necessary to prioritise those sites with serious safety issues, and some of the other sites took significantly longer to repair than would otherwise have been the case.

27.   The backlog of repairs has reduced significantly in recent months, and the programming of work by the contractor is improving. The processes for identifying defects, inspecting and repairing are the subject of a systems thinking review, and improvements are being developed on the basis of the success of the My Wiltshire website and app. However, there will be a need to continue to deploy considerable resources to deal with defects in the short term. In the longer term the significant investment programme will improve the resilience of the network and should reduce the need for reactive works.

Asset Management Policy and Strategy

28.   In 2005 the then Wiltshire County Council (WCC) developed a Transport Asset Management Plan (TAMP) in order to improve the management of its transport infrastructure, including the county's roads, bridges, street lighting and transport related assets. The Council was assisted by its consulting engineers Mouchel and their specialist sub-consultants.

29.   The TAMP summarised the current position with regard to asset management, and followed a gap analysis of asset information and management procedures. It was prepared in accordance the then current Codes of Practice, particularly 'Well-Maintained Highways, July 2005'. For some assets such as carriageways there was good information available on the scale of the asset and its conditions as a result of many years of technical surveys. However, for some assets, such as drainage, there was less information on the extent of the asset and its condition.

30.   The information collected in connection with the preparation of the TAMP has proved helpful over the years in understanding the assets and the investment needed in order to keep them in appropriate condition. The review of processes has informed decision making on roads, bridges and related infrastructure, including the development of the 'Local Highways Investment Fund 2014 – 2020'.

31.   In May 2013 the Highways Maintenance Efficiency Programme (HMEP) published new asset management guidance. The guidance provides advice on implementing asset management, and makes a series of recommendations to achieve the benefits of asset management. The DfT is keen that authorities adopt an asset management approach and are encouraging adoption by including an incentive in the allocation of maintenance funding.

32.   Draft Highways Asset Management Policy and Strategy (**Appendices 2 and 3**) have been developed in accordance with the current guidance. Further work will be required to prepare detailed plans for the various asset types, but there would be benefits in adopting the policy and strategy at the earliest stage in order to demonstrate the adaptation of these principles.

33.   The policy and strategy are relevant for the highways and related infrastructure, including carriageways, footways and cycleways, structures, drainage, street lighting and traffic signals.

34. The DFT is expecting to see increased adaptation of asset management principles by local highway authorities, and future funding is likely to become dependent on demonstrating progress in this area. Therefore, it is important that this Council is seen to adopt this approach. These will be living documents which will be developed as knowledge and understanding of the assets increases.

Safeguarding Implications

35. None.

Public Health Implications

36. The condition of roads and related infrastructure can have serious safety implications, especially with regard to skid resistance and condition of highways and the contribution they can make to reducing accidents. Structures, signs and street lighting needs to be kept in good condition in order to protect the public and those maintaining the assets.

37. The investment through the 'Local Highways Investment Fund 2014 – 2020' will provide a highway network in better condition and with potentially improved safety. Having a strategy to appropriately maintain the highway assets should help reduce traffic accidents and vehicle collisions.

Corporate Procurement Implications

38. There are no procurement implications at this stage.

Equalities Impact of the Proposal

39. The improved maintenance of the highway network and its management using sound asset management principles should benefit all road users, including public transport, cyclists and pedestrians.

Environmental and Climate Change Considerations

40. The effects of climate change are likely to have significant effects on the highway network as was seen in the flooding of 2014, and the consequent damage to the roads, footways and drainage systems. Having robust maintenance strategies to improve the condition of the network will help build resilience into the infrastructure.

41. Where possible, suitable materials arising from road resurfacing schemes are recycled. Large quantities of road planings are used on rights of way to repair damage, and is also used on county farms or provided to community groups.

42. The presence of tar bound materials in older carriageways is causing problems as it has to be disposed of as contaminated waste, with consequent cost implications. Options for in-situ and other recycling options are being examined in order to make better use of this material.

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Risk Assessment

43. The investment in planned maintenance of the highway infrastructure and the establishment of formalised asset management policies will help reduce the risk of incidents and claims.

44. There is a risk that the current increase in construction activity in both the public and private sectors will result in insufficient resources being available to deliver the extensive road surfacing and asset management strategies currently proposed. This could delay delivery or reduce the volume of work it will be feasible to deliver. Processes are currently in place to deliver the maintenance programme and the situation will continue to be monitored.

Risks that may arise if the proposed decision and related work is not taken

45. There is a risk of increased accidents, claims and public dissatisfaction if the programme of highway maintenance is not delivered, or is delayed. The principles of asset management have been followed by this Council for many years, but there would be benefits in adopting the policy and strategy in order to demonstrate best practise.

46. There is a serious risk that DfT funding will become increasingly dependent on demonstrating the application of good practise and asset management principles. Failure to do so is likely to result in reduced funding in future years.

Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

47. There are no significant risks associated with adopting the proposed highway asset management policy and strategy, but it will be important to ensure that they are implemented effectively. Processes are currently in place with Service Delivery Teams covering the various highway services, and these are the appropriate groups to continue to manage the process. They include representatives from the Council, consultants and contractors involved in delivering the services, and report to the Contract Management Meeting comprising senior managers from those organisations.

Financial Implications

48. The highway network forms the Council's largest asset, and it is important that it is maintained in the most cost-effective way in order to show value for money. This included the use of whole life costing approach to inform investment decisions.

49. The use of asset management principles has been applied for many years in Wiltshire to ensure appropriate investment with longer term planning. The adoption of the proposed policy and strategy will help formalise that process.

50.   The increasing drive for asset management from DfT will mean that failure to demonstrate the application of this approach will result in reduced funding from central government. An increasing proportion of available funding will be potentially withheld as an incentive. It is therefore important to have a formalised adoption of the policy and strategy.

Legal Implications

51.   There are a number of duties imposed on the Council as a highways authority. There is the common law duty to maintain the highway network including related infrastructure. The duty to maintain includes a duty to maintain the highway drainage system in order to keep the highway free from flooding. Section 41 of the Highways Act 1980 ('the 1980 Act') imposes a statutory duty on the highway authority to take such care in all the circumstances as is reasonably required to ensure the highway is not dangerous for traffic. Section 130 of the 1980 Act imposes a general statutory duty for a highway authority to assert and protect the rights of the public to use and enjoy the highway. To fulfil this duty the highway authority has a responsibility to remove encroachments and obstructions (which would include flooding) of the highway. The current investment programme and proposed policy and strategy will help the Council to meet its duties.

Options Considered

52.   There is a need to continue to apply asset management principles to the highway network in order to keep the network in good condition and to ensure value for money from maintenance work. Not formally adopting a policy and strategy would result in reduced funding from DfT in future years.

Conclusions

53.   The 'Local Highways Investment Fund 2014 – 2020' provides the opportunity to address the long standing under investment in highways maintenance, which has been a problem nationally for many years. The significant investment of £21 million annually for six years by Wiltshire Council will see a substantial improvement in road and footway conditions.

54.   Good progress has been made in delivering the 2014/15 programme of highway maintenance and has included the involvement of the Area Boards to help set local priorities. It is intended that this process should continue in future years.

55.   The highway network forms the Council's largest asset, and it is important that it is maintained in the most cost-effective way in order to show value for money. This includes the use of whole life costing approaches to inform investment decisions. The use of asset management principles has been applied for many years in Wiltshire to ensure appropriate investment with longer term planning. The adoption of the proposed policy and strategy will help formalise that process.

Parvis Khansari
Associate Director Highways and Transport

Report Author:
Peter Binley
Head of Highways Asset Management and Commissioning
April 2015

Background Papers

The following documents have been relied on in the preparation of this report:

None

Appendices

Appendix 1 – List of additional road surfacing sites 2015/16
Appendix 2 – Wiltshire Highways Asset Management Policy
Appendix 3 – Wiltshire Highways Asset Management Strategy

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ADDITIONAL SURFACING SITES ADDED TO THE 2014/15 PROGRAMME

Site location	Area (m²)
High Street, Great Bedwyn	1511
Westfield Road, Trowbridge	60
Groveley Lane, Geat Wishford	6587
Fowlswick Lane, Kington St Michael	3000
Salisbury, St Marks Ave	794
Woodmand, Holt	355
Spout Lane, Seend, Devizes	2133
Parks Copse, East Stowell	278
Brookside, Crudwell	510
West Grimstead, near Railway Bridgecrockford	347
Cherry Orchard, Lower Wraxall	540
Marsh Road, Rowde	1724
Ashley Close, BOA	544
C8 Alton Priors	706
Park Road, Trowbridge	251
Slip Road South Side	369
Newton Lane Whiteparish	280
A342 Everleigh	3113
Chocolate Poodle Cheverall Rd & A360 Junction	313
Yatesbury jct with A4	499
High St, Rowde- Entr to church	113
Ancaster Close, Trowbridge	960

Site location	Area (m²)
Cranmore Close, Trowbridge	1,898
Barnack Close, Trowbridge	997
Ketton Close Trowbridge	1,362
C415 Marlborough Road RWB	1,216
Winterslow, Porton	12,137
Greengate Road, Wedhampton	2,800
The Hill, Little Somerford	851
Wilcot Huish	4,810
Stones Lane, Cricklane	159
Ashley Rd, BOA	182
Wootton Rivers	3,480
Truckle Barn Hill Rd, North Wraxall	4,719
Crossing Lane, Upper Minety	3,500
Primrose Lane, Redlynch	951
Box Hill, Drewett's Mill	1,800
Barnetts Hill, Box	523
Love Lane, Box Hill	350
Doctor Hill Triangle, Box	50
Cokers Lane, Kilmington	1,297
Farm Lane east off B3092 Stourton	2,118
Sherfield English Rd, Landford	640
A36 Split to New Road, Landford	764
Elm Hill, Warminster	1,754
George St, Warminster	1,187
Tidworth Rd/Church St Collingbourne Ducis	976
A338 btw Collingbourne Ducis and jct A342	1,215

Site location	Area (m²)
Rushall Drove, Rushall	916
Old Road, Alderbury, Salisbury	304
Beech Road, Rudloe	2,772
Folkestone Road, Salisbury	885
20-30 Wessex Road, Salisbury	497
Old Blandford Road, Salisbury	1,302
Black Dog Bridge, Braydon	300
Slodbrook Lane, Mere	3,084
Bishops Close, Mere	599

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Wiltshire Highways Asset Management Policy

DRAFT – April 2015

Wiltshire Council
Where everybody matters

Wiltshire Highway Asset Management Policy

Introduction

The highway network, roads, bridges and related infrastructure represents the Council's largest and most valuable public asset, with a replacement value of over £5 billion. The effective and efficient management of this infrastructure is considered to be a key factor in the ability of the Council to deliver its services.

The Council's Business Plan 2013 – 2017 sets out the vision to create stronger and more resilient communities will continue to underpin our work and provide a clear focus to the actions we take. The priorities are:

  • To protect those who are most vulnerable

  • To boost the local economy – creating and safeguarding jobs

  • To support and empower communities to do more for themselves.

The key actions to help deliver the three priorities in the Business Plan include investing additional money 2014 – 2017 to reduce the historic backlog in highways maintenance, and to stimulate economic growth in areas such as tourism, and create additional jobs in partnership with the Local Enterprise Partnership.

Policy

The proposed Highways asset Management Policy is:

Wiltshire Council is committed to adopting the principles of asset management, and will take a long term view when making maintenance and investment decisions. The asset management approach will deliver value for money and maximise the benefits for future prosperity by ensuring the right investment decisions are made. It will assist in targeting resources and managing risks associated with the statutory duties to maintain the highway infrastructure.

Consultation and Engagement

In preparing the policy the views of the public as expressed in the Wiltshire People's Voice, National Highways and Transportation surveys and other consultations, including for the Local Transport Plan, have been taken into account.

Road maintenance is a high priority for the residents and businesses in Wiltshire. The proposed Policy will be considered by the Environment Select Committee on 14th April 2015, and reviewed at the Cabinet meeting on 19th May 2015.

This policy will be made available on the Council's website, and will be reviewed from time to time as necessary and in 2017.

Wiltshire Highways Asset Management Strategy

Draft – April 2015

Wiltshire Council
Where everybody matters

Wiltshire Highways Asset Management Strategy

Contents

1.   Introduction

The Importance of Highway Infrastructure to Wiltshire

The local highway network is vital to providing connectivity for businesses and communities; effective maintenance to ensure its availability is essential to the economic development of an area. Wiltshire recognises the importance of maintaining and managing its highway network effectively. Doing so encourages economic development, ensures the public can safely use and enjoy the highway and contributes to the achievement of its corporate goals.

A well maintained highway network provides access for business and communities, as well as contributing to the area's local character. The importance of highway infrastructure cannot be understated. It is Wiltshire's most valuable asset, and its lack of availability causes considerable impact to communities, as evidenced by the disruption caused during the winter of 2013/14, when heavy rainfall and high groundwater caused some local roads in the county to be closed.

Wiltshire is committed to the good management of the highway asset, and has been working on implementing asset management principles for a number of years already. The recent severe weather experienced in Wiltshire has meant an increased focus on emergency repairs to guarantee the safety of road users. The effects of the severe weather are being addressed, and Wiltshire will continue to apply preventative asset management practices, leading to more effective management of the network.

Contribution of Highways to Economic Growth and Transport Objectives

Economic growth in the region will be driven by new employment opportunities and housing development, however without delivering improvements to infrastructure it will not be possible for Wiltshire to unlock this growth.

The Local Transport Plan and the Infrastructure Delivery Plan describe Wiltshire's key opportunities to support growth, and the transport challenges in the region. These will enable the following objectives of Wiltshire's Core Strategy:

- The creation of homes and jobs at the principal settlements
- Sustainable development and enhancing services and facilities at market towns
- Safeguarding the role of local service centres
- Improving employment opportunities, services and facilities at large and small villages

Prioritisation of critical and essential infrastructure projects will be undertaken by the Council and will be informed by the principles of the Core Strategy. Reduced funding

opportunities directly from central government will lead to those priorities also being rehearsed as part of Swindon and Wiltshire Local Enterprise Partnership's (SWLEP) Strategic Economic Plan (SEP) and Local Growth Fund (LGF) submissions and the Council's Community Infrastructure Levy receipts.

It is essential that new infrastructure that supports Wiltshire's ambitions can be maintained to the appropriate standard in the future and that existing highway infrastructure is maintained to similar standard.

A well maintained network that supports transport objectives

The SWLEP's SEP sets out its Vision, where by 2026, their ambition is that:

"Our transport network is a resilient, affordable, accessible and efficient system, and is a key enabler of economic growth."

It is a key driver supporting the SWLEP's aim to enable the delivery of: 40,600 jobs, 31,200 homes and 318ha of employment land. (estimating that the programme could add over £3 billion in GVA.

A reliable and effective highway network is clearly essential to bringing economic growth, which is supported by the local strategic transport objectives set out in Wiltshire's Local Transport Plan.

A well maintained network has a significant contribution towards meeting these objectives, which can be achieved through setting a series of asset management objectives. Asset management objectives are summarised in the table below, which shows how each contributes to one or more transport objectives.

Asset management objective		LTP3 Objective
To improve the condition and resilience of the highway network and minimise the risk of failure of parts of the network	SO1	To support and help improve the vitality, viability and resilience of Wiltshire's economy and market towns.
	SO6	To make the best use of the existing infrastructure through effective design, management and maintenance.
	SO16	To improve the resilience of the transport system to impacts such as adverse weather, climate change and peak oil.
	SO8	To improve safety for all road users and to reduce the number of casualties on Wiltshire's roads.
Minimise the impact of road works by ensuring works are planned and carried out at an optimal time.	SO4	To minimise traffic delays and disruption and improve journey time reliability on key routes.
	SO18	To enhance the journey experience of transport users.
To support public transport and sustainable transport alternatives by ensuring a well maintained and available network	SO2	To provide, support and/or promote a choice of sustainable transport alternatives including walking, cycling, buses and rail.
	SO5	To improve sustainable access to a full range of opportunities particularly for those people without access to a car.
	SO13	To reduce the need to travel, particularly by private car.
	SO14	To promote travel modes that are beneficial to health.
	SO15	To reduce barriers to transport and access for people with disabilities and mobility impairment.
	SO17	To improve sustainable access to Wiltshire's countryside and provide a more useable public rights of way network.
To effectively plan for the maintenance of new infrastructure required to support growth in a targeted manner	SO12	To support planned growth in Wiltshire and ensure that new developments adequately provide for their sustainable transport requirements and mitigate their traffic impacts.
	SO7	To enhance Wiltshire's public realm and streetscene.
To minimise the effects of noise and air pollution by effectively maintaining the highway network.	SO3	To reduce the impact of traffic on people's quality of life and Wiltshire's built and natural environment.
	SO10	To encourage the efficient and sustainable distribution of freight in Wiltshire.
	SO11	To reduce the level of air pollutant and climate change emissions from transport
	SO9	To reduce the impact of traffic speeds in towns and villages.

Importance of Investment

It is important that Wiltshire sets out a strategy to maintain its infrastructure in the future, to ensure it supports these transport objectives. Maintaining the network in a safe and serviceable condition is also key to support the growth ambition of Wiltshire and the needs of local residents and businesses.

Providing adequate funding to ensure a well maintained road network is a critical challenge not only for the Government but also for Wiltshire itself. There is a high public expectation that roads should be safe, reliable and comfortable to travel on. This expectation is set against a background of reducing public spending and aging infrastructure requiring more maintenance. At the same time, traffic on the road network has been increasing and there is an environment of severe and unpredictable weather that has potential to cause further damage to the road network.

Wiltshire is aware of the funding gap between the total cost of infrastructure to support growth and the amount of available funding, and has established that Community Infrastructure Levy (CIL) contributions can help meet the funding gap, but not completely bridge it. In addition to obtaining more funding, adopting an asset management approach is essential to maintain the network in a way that delivers maximum efficiency and value for money over the long term.

2. Asset Management Principles and Framework

Asset Management Policy

Wiltshire's Asset Management Policy is a high level document which establishes the Council's commitment to Infrastructure Asset Management and demonstrates how an Asset Management approach aligns with the authority's corporate vision and strategic objectives. The policy also summarises the principles adopted in applying asset management to achieve Wiltshire's strategic objectives.

The proposed Highways asset Management Policy is:

> *Wiltshire Council is committed to adopting the principles of asset management, and will take a long term view when making maintenance and investment decisions. The asset management approach will deliver value for money and maximise the benefits for future prosperity by ensuring the right investment decisions are made. It will assist in targeting resources and managing risks associated with the statutory duties to maintain the highway infrastructure.*

The Asset Management Strategy sets out how the Asset Management Policy will be delivered. This is informed by adoption of asset management principles, understanding asset management as part of a framework with local and national influences, and establishing specific performance standards which align to the strategic LTP objectives.

Highways Asset Management Framework

The Highway Infrastructure Asset Management Guidance published by UKRLG sets out a framework which describes all asset management activities and processes that are necessary to develop, document, implement and continually improve asset management practices. These activities and the approach to their delivery should be clearly documented and accessible to relevant stakeholders, but the guidance recognises that individual authorities will need to be flexible in the application of the framework to accommodate their own requirements.

The Highway Infrastructure Asset Management Guidance recommends that the framework is developed by individual highway authorities to meet their needs, aspirations and their starting point on the asset management journey.

The Asset Management Framework illustrated below can be used to understand the context of asset management practices in Wiltshire.

CONTEXT		
Corporate Vision: *Wiltshire Core Strategy*	Local Transport Policy: *Local Transport Plan 2011 - 2016*	Stakeholder Expectations: *NHT customer surveys and People's Voice (amongst others)*
Network Resilience *Wiltshire is flooding prone – challenge to achieving a resilient network*	Political Commitment *Wiltshire has the political support to engage in efficient asset management*	Financial *Additional funding of £6m/yr for Lifecycle Planning schemes*

PLANNING
Asset Management Policy: Incorporating principles and vision Asset Management Strategy: Long-term approach, objectives, outcomes Hierarchy: a road hierarchy specific to Wiltshire's needs is currently in use, but may need to be amended to better reflect Wiltshire's current requirements. Data: routine data collection for all assets, including a rolling programme of carriageway, drainage, footways and visual inspections of street lighting Lifecycle Planning: carried out analysis and secured additional funding for pavements Levels of service: setting performance standards will be a priority for Wiltshire

ENABLERS
Leadership & Organisation: political commitment, delivery contract with Balfour Beatty Asset Management Systems: use of WDM asset management system Innovation: new materials and technology in pavement maintenance

DELIVERY
Transport Asset Management Plan 2011 *Infrastructure Delivery Plan 2011 – 2016* Delivery of Projects Delivery of Routine Maintenance Activities Improvement plans for asset management delivery Communication Strategy

Performance Standards

Performance standards should be set out as part of the asset management strategy, as a means of understanding whether the asset management objectives are being met. Stating performance standards improves clarity for stakeholders and establishes a link between the strategic objectives and the desired outcomes of the asset management strategy.

Setting the right performance standards is always a balance of often conflicting issues. At one level, the optimum target might be described as the one that requires the least cost to maintain in terms of performance over a period of time. Where the optimum target is not met, the incidence of unplanned and reactive maintenance increases which is ultimately more costly as well as more disruptive to road users. However, setting optimum performance targets should be balanced against the reality of funding pressures and user expectations. In this context it is important to understand which performance targets are affordable and would be required to ensure that the road network serves its core function of enabling economic growth.

User preferences should also be taken into account when developing performance standards. In Wiltshire, recent results from the National Highways and Transportation (NHT) customer survey show that the condition of roads is both the item that is "most important to users" and the aspect "in most need of improvement". The data indicates a strong preference for improvement in carriageway (road) condition. This is consistent with the results of the Council's most recent "What matters to you" survey (May 2014), which highlighted road and pavement repairs as the issue most in need of improvement according to respondents.

Setting performance standards for asset management in Wiltshire is considered a priority. These will be established by taking into consideration the current condition of the network, available funding and user preferences.

3.   Strategy for Main Asset Groups

The Existing Highway Asset and Asset Hierarchy

The highway asset is made up of the following assets:

- Carriageways (roads)
- Footways and Cycleways
- Structures
- Drainage
- Lighting
- Signs and Street Furniture
- Traffic Control and Information Systems

Customer satisfaction scores with regards to highway maintenance and carriageway condition are below average in comparison to scores from other county councils. Customer preferences indicate that managing the condition of the carriageway assets is a priority, as it is perceived as being the asset with most need for improvement and in more need of attention. This has been acknowledged in creating this Strategy for each asset as outlined below.

For each asset, a brief description of the condition of the asset is provided, followed a statement of the desired outcome this strategy seeks to achieve (which is aligned to the overall objectives). The maintenance approach required to deliver each outcome is then described.

The key current condition of the network is summarised in the table below:

Asset Group	Condition
Carriageways	The vast majority of carriageways are considered to be in good condition. Approximately 2% of the network is considered to be in poor condition, i.e. in need of intervention.
Footways and Cycleways	Awaiting completion of condition survey in 2016.
Structures	213 structures (mostly on A and B roads) have been brought up to an appropriate standard since 2000. 54 structures (on C roads and unclassified roads) are still sub-standard and will be treated in future.
Drainage	Collecting data on drainage assets is ongoing.
Street Lighting	Approximately 6,500 concrete columns in Wiltshire are at the end of their design life.
Traffic signals and information systems	Approximately 180 sites. 25% are older than 20 years, and 50% are older than 15 years, with many features obsolete. Prioritisation programme being developed. Urban Traffic Control System in Salisbury must be replaced by 2018.

In the application of the strategy it is important to recognise that the failure of certain routes and infrastructure would have a greater impact on Wiltshire's economy and communities than the failure of others. Developing an asset hierarchy will help identify critical highway infrastructure which forms a crucial part of the highway network, and whose management may need to be prioritised over that of other routes where the impact of non-availability is significantly lower. Developing and applying an asset hierarchy can help address this issue, and ensure the needs, priorities and actual use of each road in the network is considered when developing a maintenance strategy.

Currently Wiltshire manages the carriageways asset according to a hierarchy broadly based on road classification, and further divided by urban/rural road type as outlined in the table below:

Hierarchy Group & Name		Description
AR	Rural A-roads	Routes for fast moving long distance traffic with little frontage access or pedestrian traffic. Speed limits are usually in excess of 40 mph and there are few junctions. Pedestrian crossings are either segregated or controlled and parked vehicles are generally prohibited.
AU	Urban A-roads	Routes for fast moving long distance traffic in urban areas. Speed limits are usually in excess of 40 mph. Pedestrian crossings are either segregated or controlled and parked vehicles are generally prohibited.
BR	Rural B-roads	These roads link the larger villages and HGV generators to the Strategic and Main Distributor Network.
BU	Urban B-roads	These roads link the larger villages and HGV generators to the Strategic and Main Distributor Network. In built up areas these roads have 30 mph speed limits and very high levels of pedestrian activity with some crossing facilities including zebra crossings. On-street parking is generally unrestricted except for safety reasons
CR	Rural C-roads	These roads link the smaller villages to the distributor roads. They are of varying width and not always capable of carrying two way traffic.
CU	Urban C-roads	These roads link the smaller villages to the distributor roads. They are of varying width and not always capable of carrying two way traffic. In urban areas they are residential or industrial interconnecting roads with 30 mph speed limits random pedestrian movements and uncontrolled parking
UR	Unclassified rural roads	These roads serve small settlements and provide access to individual properties and land. They are often only single lane width and unsuitable for HGVs.
UU	Unclassified urban roads	These roads serve small settlements and provide access to individual properties and land. They are often only single lane width and unsuitable for HGVs. In urban areas they are often residential loop roads or cul-de-sacs.

While this hierarchy is a useful starting point, it is worth noting road classification should not be used as the sole basis for developing a hierarchy, as there may be differences between the classification of the road and its function or its criticality. A more granular hierarchy based on road use would enable asset managers to make better decisions regarding the asset.

Carriageways

Carriageways (roads) are the asset group in greatest need of attention and the desired outcome of this strategy is to improve their overall condition. The strategy targets increased investment in order to arrest the progressive deterioration, and improve carriageway conditions.

Work has been undertaken using the HMEP carriageway lifecycle planning toolkit to model the condition of the carriageway asset under different funding scenarios and maintenance strategies. The analysis investigated possible means to improve the overall condition of the carriageway, particularly focusing on improving those carriageway sections in "poor" or "very poor" condition.

Currently local access roads and urban link roads have the greatest percentage of sections in worse than "poor" condition, but the analysis showed application of moderate or thick overlays/inlays would significantly improve the condition of carriageways in these groups. While these groups showed the most improvement, it is worth noting that the analysis did not exclusively focus on treating those sections in poor or very poor condition, but also considered how preventative treatments could be used to preserve those sections of the network already in a good condition.

Maintaining carriageways in a safe condition is one of Wiltshire's strategic objectives. Wiltshire Council has a detailed SCRIM Policy and maintenance programme, which targets those sites in the county with poor skid resistance. Survey results are used to produce a prioritised programme which takes into account the number of accidents, skid deficiency, speed environment, investigatory level and road hierarchy.

Due to the current state of the network, a two phase strategy is required to meet the asset management objectives set out above. In the short term (2015/16), the strategy will be to ensure the network is maintained in a safe condition. The focus will be on repairing the damage caused by the severe weather during the winter of 2013/14. While significant work has already been undertaken to address this damage, some routes still require repairs. In the short term Wiltshire will therefore respond to customer needs by adopting a worst first approach.

In the medium term (2016 and beyond) Wiltshire will establish an approach to improve long term performance, adopting preventative maintenance treatments, which when applied at the optimum time can provide significantly better value than reconstruction.

The investment in highway maintenance through the Council's Local Highways Investment Fund 2014 – 2020 is helping improve the resilience of the network to the effects of climate change as a result of increased incidents of flooding and extreme weather. It should reduce the damage from flooding and make it possible to effect repairs quickly if the extreme weather lasts for extended periods.

By adopting this approach Wiltshire Council's understanding of long term performance of the network will improve, which in the longer term will provide greater investment certainty, and ensure greater value for money and efficiency in investment decisions.

Desired Outcome: to deliver a sustainable improvement in overall condition.

- £21m funding annually has been approved to support investment in carriageway maintenance
- Maintenance strategies such as moderate or thick overlay will be used to improve the condition of sections of the network which are currently in worse than "poor" condition. These treatments will be carried out on all road types, but the greatest improvements are expected to occur on local access roads and urban link roads
- Preventative maintenance treatments will be applied in other locations to inhibit the deterioration of sections which are currently in a better condition.

Approach - In the short term (2015/16) repairs will be carried out to ensure the network is maintained in a safe condition. In the longer term, a preventative approach will be adopted. This means investing a greater proportion of the available budget to treat roads in the early stages of deterioration. A preventative approach targets assets that are not currently in need of full structural renewal and proposes to extend the assets whole life by arresting/delaying deterioration.

Footways and Cycleways

Condition surveys of the council's footways and cycleways are underway and the entire asset will have been surveyed by 2016. Footways and cycleways are vital to supporting sustainable travel alternatives, and hence the strategy will involve prioritising those footways and cycleways which are in poor condition but have high levels of use.

In the absence of full survey coverage current practice is to carry preventative maintenance on those footways and cycleways which are adjacent to main carriageway works. A visual inspection and a qualitative assessment of usage is carried out to inform this decision. While not optimal, in the absence of data this approach minimises the impact of road closures on the public and can lead to cost efficiencies.

Once footway and cycleway surveys are complete, Wiltshire will develop a process to make best use of this data and sustainably improve the condition of high use footways and cycleways by developing a yearly planned maintenance programme.

Desired outcome: to make best use of the footway survey data and improve condition of high use footways and cycleways.

Approach – The current approach based on visual inspection and assessment of maintenance need is to be retained until the data from the condition surveys becomes available. Once survey coverage is complete a yearly maintenance programme will be established to improve the condition of higher use footways and cycleways. For those footways of lower use, a regime of routine maintenance to address localised defect repair will be adopted.

Structures

Bridges and other highway structures constitute a vital part of Wiltshire's infrastructure, providing essential links in the network. Their maintenance and upkeep is of importance as very often highway structures represent a single point of failure, i.e. failure of one of these structures may cause a whole route to be closed and diverted. Maintenance can involve repairing damage to the structure, preventative work to slow down deterioration (such as painting), or improving the structure to meet current traffic demands (for example strengthening structures so they can safely carry higher vehicle loads). Regular inspections are essential to detect damage and deterioration and ensure the best maintenance treatments are selected.

In Wiltshire during standard structural inspections all structural elements are examined and their condition is assessed, providing a condition score. The score for all elements is then used to calculate the overall Bridge Condition Index (BCI). The information contained in structural inspection reports is examined by the Principal Engineer to determine the programme of maintenance to be followed. The reports are stored in the council's structures database (Exor), which allows inspection information to be queried easily.

In addition to the routine maintenance described above, a programme of strengthening and major maintenance is also underway. The purpose of this programme is to ensure all bridges in Wiltshire can safely carry current vehicle loads. At the beginning of the programme all structures in need of major maintenance were prioritised according to road type, establishing a hierarchy for intervention. Since 2000 a total of 213 structures (mostly on A and B roads) have undergone reconstruction, strengthening, monitoring, or alternatively have been demolished, protected, or a weight limit has been placed on them. A total of 54 structures (on C roads and unclassified roads) are still sub-standard and will be treated in future.

Desired outcome: to meet statutory duties and maintain safe structures by undertaking routine maintenance and continuing with the present strengthening programme.

Approach – Inspection of structures will be the basis for understanding the maintenance needs of Wiltshire's structures. Data from inspections currently informs the repairs necessary to particular structures, and their priority for inclusion in the maintenance programme. The current bridge strengthening programme will also be retained, with bridges on heavily used routes being prioritised over others.

Drainage

The main function of the drainage asset is to allow water to be removed from the carriageway to outfalls or watercourses, thereby removing standing water from the carriageway and allowing vehicles use it safely. Wiltshire Council is currently carrying out an extensive survey of the drainage asset by means of CCTV inspections. While no specific programme of drainage improvements exists, Wiltshire Council ensures that when carrying out works on highway assets, the condition of drainage in the area is evaluated and improved where appropriate.

Desired outcome: keep the asset in a serviceable condition by undertaking routine maintenance, and complete the drainage surveys.

Approach – Wiltshire will continue to undertake routine maintenance of the drainage asset (such as cleaning gullies) to comply with statutory obligations, and will improve drainage in locations where improvements would improve safety or significantly reduce flood risk.

Street Lighting

Street lighting is an important highway asset, contributing to public amenity and safety. Its efficient operation and maintenance will allow Wiltshire to provide adequate lighting for roads and footpaths and ensure lighting columns are maintained in a safe condition.

Currently Wiltshire Council operates a three year routine maintenance cycle, with all columns in the County being inspected and the lamps changed and cleaned at least once every three years. In addition, every six years (i.e. one out of every two cycles) an electrical test is undertaken. This maintenance cycle aims to minimise non-routine visits and improve the efficient operation of the asset by replacing old lamps with models which are more energy efficient.

Since Wiltshire is a rural county it is not feasible to implement a routine inspection regime for street lighting over and above the routine maintenance cycle described above. However, night scout patrols are currently in operation, allowing faults to be identified and logged into the lighting management system. Non-routine maintenance

is carried out to correct these faults and others which are noted during routine maintenance.

In addition to these maintenance activities, discrete projects to replace old lighting columns are also undertaken. These projects are carried out at specific locations where columns may be at the end of their life or where access for maintenance may be problematic. Replacing the columns at these locations with newer equipment minimises the risk of failure and the occurrence of non-routine faults.

Wiltshire Council is introducing a programme of measures to reduce energy consumption and the Council's carbon footprint by the introduction of part night lighting where appropriate and more efficient equipment as opportunities arise.

The challenge for Wiltshire Council, as for many Local Authorities, is to manage the lighting asset as a large proportion of it comes to the end of its life. Approximately 6,500 concrete columns in Wiltshire are at the end of their design life and will be in need of replacement in coming years. Wiltshire will use non-destructive testing for steel lighting columns which are at the end of their design life. This testing will help determine whether columns need to be replaced before they reach failure, and hence will minimise risk to the public and contribute to effective management of the asset.

Desired outcome: to ensure the safety of the public, reduce energy consumption, and improve the ease of routine maintenance for the existing asset.

Approach – Routine inspection, testing and maintenance is vital to the safe operation of the asset and will continue to be undertaken. To improve efficiency Wiltshire will explore methods to reduce energy consumption and the use of lamps which can sustain longer periods between inspections, adapting the inspection frequency accordingly and therefore minimising routine maintenance costs.

Traffic Signals

Traffic signals are an important asset on the highway network, and their correct operation is essential to regulate traffic flows and ensure the safety of drivers and pedestrians. As with street lighting, managing the maintenance and renewals of the traffic signal stock in Wiltshire is challenging due to budget constraints and the age of the asset.

A maintenance contract is currently in place for traffic signals and vehicle-activated signs, which includes an annual inspection and lamp change with some electrical testing.

In addition to these maintenance activities, a yearly refurbishment programme is also produced. This programme aims to replace signals at specific locations (mostly pedestrian crossings due to budget constraints). The sites are selected based on age and local knowledge.

Given the challenges of effectively managing an ever-growing and aging stock with limited budget, Wiltshire Council has recognised the need for a step change in the

management of traffic signals. The intention is to move towards an asset management approach, where priorities for investment are established based on age, asset hierarchy and technology obsolescence/reliability. This approach aims to manage risk effectively while still recognising budget pressures. Following this process will allow funding applications for specific sites to be well evidenced, and ensure that the sites in most need of refurbishment are prioritised.

An additional challenge for Wiltshire Council is that BT is planning to withdraw analogue private circuits by 2018, meaning the current Salisbury UTC/SCOOT system will stop operating. Upgrading this system will therefore become critical, and several options are currently being considered, including connectivity using modern technologies such as wireless or cloud based systems.

Desired outcome: to maintain the traffic signal stock using an asset management approach with clear priorities, moving from reactive to preventative maintenance. In the medium term, improve the reliability and communication links with the signal stock through the use of targeted investment.

Approach – The current maintenance regime will continue to operate for routine activities, but an asset management approach will be used to establish a refurbishment programme, with the intention of increasing the proportion of preventative maintenance. Better use of inspection data will be made to select and prioritise refurbishment sites based on documented criteria such as age, asset hierarchy, technology obsolescence and reliability.

Capital Improvement and Road Safety Schemes

The Strategy supports the need to focus on improving road safety and encouraging growth through delivering appropriate improvement schemes. Whilst the Strategy does not directly cover these activities, it is intended to facilitate a joined up approach to the delivery of improvement and maintenance schemes. There is also an on-going requirement to understand the future maintenance implications of new capital schemes. Further efficiencies may be gained by adopting effective asset management to incorporate additional works to minimise whole life costs and future traffic disruption.

The Asset Management Strategy and associated long term delivery plans, will allow a more coordinated approach to the provision of Capital Improvement and highway maintenance schemes. This will ensure that maximum value is achieved from the various capital and revenue investments through the lifecycle of new and existing assets.

Sudden Asset Failures

Whilst the Strategy advocates a planned and risk based approach to Asset Management, there may be exceptional circumstances in which a particular asset fails rapidly - beyond prediction. In this event, planned activities will be reprioritised (using the principles contained within this Strategy) across all asset groups in order to facilitate the inclusion of additional schemes within the programme.

Planning Considerations

The Council understand the importance that growth and re-development has for the future of the local area and economy. However, there is a need to ensure that any new development or change of use promoted through the planning process fully consider the impact on the existing highway network and its future maintenance.

4. Knowledge and Information Management

Knowledge of the asset is used to describe the asset and its performance, and is essential to providing informed decision making and delivering an asset management approach. Data enables asset managers to understand the asset and drive continuous improvement.

Wiltshire Council carries out routine collection of data to understand the condition of the network and support the development of maintenance programmes. A quarter of the road network is surveyed every year using SCANNER, achieving complete network coverage every four years. In addition, county-wide footway and drainage condition surveys are undertaken, with footway data collection due for completion in 2016.

It is intended that the collection and updating of this data will continue, as it will support the asset management objectives of Wiltshire Council and will ensure that the outcomes for the individual asset strategies can be met.

The data gathered in these surveys, including details on inventory, asset location and performance, is recorded and stored in asset information databases. These provide a central repository for asset information which can be easily interrogated to obtain information necessary for the day to day management of the asset and to inform short and long term maintenance needs.

As part of the implementation of asset management, Wiltshire Council will consider the need to review current data collection techniques as well as the need for the development of an asset information strategy.

5. Best Practice

Wiltshire Council is committed to the development of good practice and benefits from lessons learnt at National, Regional and Local levels. Furthermore, Wiltshire Council is committed to the sharing of knowledge and experiences in implementing asset management with other Highway Authorities across the Country. To this end, officers from Wiltshire Council regularly present examples of good practice at national conferences and are members of several professional groups. Best practice examples include:

- Attendance at national and regional conferences;

- Membership of the CIPFA Highways Asset Management Planning Network;

- Taking part in webinars for local and national dissemination of knowledge;

- Chairing the ADEPT group Engineering Committee

In addition to the above, Wiltshire Council is committed to the long-term professional development of its officers, and to encouraging young people into engineering and asset management. Wiltshire Council ensures that its term maintenance consultants and contractors have appropriate staff training and development schemes.

6.   Performance Monitoring

Performance monitoring will involve regular examination of whether the implementation of asset management practices in Wiltshire Council is contributing to the fulfilment of the asset management objectives and to the successful management of the asset. Monitoring performance against these asset management objectives will allow Wiltshire Council to better understand progress already made towards managing the asset more efficiently, and where continuous improvement, or changes to current practice, may be required to do so more efficiently.

Performance management is usually carried out by selecting a number of measures which support the asset management objectives and performance standards of the asset management strategy, and measuring progress against each measure. Monitoring performance will only be effective if the appropriate measures are selected, and if the associated performance targets can be realistically achieved by implementing asset management best practice.

It is intended that performance standards should be developed and appropriate performance monitoring measures are selected to reflect these standards. Consideration will also be given to how the performance measures contribute to the overall asset management objectives.

7.   Strategy Review

This strategy will be reviewed and updated annually, with reviews to align with the new Infrastructure Delivery Plan and Local Transport Plan development. This process will be managed and implemented by Wiltshire Council officers.

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Wiltshire Council

Environment Select Committee

14 April 2015

Final Report of the Waste Task Group

Purpose

1. To present the findings and recommendations of the Waste Task Group for endorsement by the committee and referral to the Cabinet Member for response.

Background

2. On 28 October 2014 the Environment Select Committee agreed that communications to householders regarding waste and recycling was a work priority and resolved to reconvene the Waste Task Group to review this area.

3. This priority relates to the following aspiration in the council's Business Plan 2013-17:

    "We will increase recycling and reduce our carbon footprint – we will encourage waste prevention and re-use and reduce the carbon footprint of our buildings, fleet and street lighting and support our staff and schools to become more carbon efficient."

4. The task group adopted the following terms of reference:

    a) To investigate how improved communications with householders on the council's waste services may facilitate an improved rate of recycling (including garden waste);

    b) To investigate how to increase the awareness of the range of services and resources available to assist in achieving improved recycling rates; with clear information on how to access the available resources and services.

5. The task group met on four occasions between January and March 2015 with the following membership:

Cllr Pat Aves	Cllr Mollie Groom
Cllr Rosemary Brown	Cllr Jose Green (Chairman)
Cllr Peter Evans	Cllr Jacqui Lay

6. The task group received information from the following witnesses and is grateful for their input:

Tracy Carter	Associate Director for Waste and Environment
Alan Clarke	Communications Officer
Marc Cooper	Communications Officer
Donna Mountford	Communications Officer

Evidence

National and local context

7. For European Union (EU) member states the EU Landfill Directive (1999) set targets for the reduction of biodegradable waste sent to landfill as

   - By 2010, 75% of that sent in 1995
   - By 2013, 50% of that sent in 1995
   - By 2015, 35% of that sent in 1995

8. There is the potential for member states to be fined if they do not meet these targets. A fine imposed on the UK could be passed to local authorities at rate proportionate with their landfill performance in relation to targets. The Government has set local authorities the target of recycling or composting 33% of household waste by 2015. They are also targeted to recover value from two thirds of municipal waste by 2015, at least half of that through recycling and composting.

9. In Wiltshire the tonnage of materials being recycled, and rates of dry recycling and composting as a percentage of household waste, have increased overall during the last few years (Tables 1 and 2 below). In the last two years the tonnage of waste produced overall has also increased as the economy has strengthened and as the number of households in Wiltshire has grown.

Table 1 – Household Recycling and Composting Tonnages – Wiltshire					
	2010/11	2011/12	2012/13	2013/14	Q3 2014/15
Total tonnage	87,011	90,853	99,920	97,298	88,634

Does not include street sweepings, bulky recyclate or trade recyclate.

Table 2 – NI 192: Dry Recycling and Composting as Percentage of Household Waste – Wiltshire									
					2014/15				
	2010/11	2011/12	2012/13	2013/14	Q1	Q2	Q3	Q4	End of Year
Total	40.9%	46.9%	42.6%	44.1%	51.8%*	52.5%*	49.2%		50.2%
PI Target	40%	41.5%	45%	50%	50%				

*Recycling and composting of garden waste tends to decrease towards the end of the year.
Wiltshire Targets – 40% by 2010/11 and 50% by 2014 (Council Business Plan target)

10. The Standard Rate Landfill tax rises each year on an escalator that is set in the national budget. In 2010, the Chancellor stated that the tax would increase annually by £8 per tonne until 2014. For 2015, the rate has been increased in line with inflation, a rise of 3.25% to £82.60 per tonne.

Table 3 – Landfill Tax rates per tonne – standard waste									
2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
£21	£24	£32	£40	£48	£56	£64	£72	£80	£82.60

Waste management contracts

11. The council is procuring replacement contracts for some waste management services, which will come into effect in August 2017. This is the next opportunity for such alterations to the waste contract without the cost being prohibitively expensive. There will be a two-year mobilisation plan to ensure smooth transition to the new contract in 2017.

12. The specification for collection and management of dry recyclable materials will include collection plastic bottles, pots, tubs and trays. There is also an option to include collection and management of waxed cartons (for example, Tetrapaks). However, it was also reported that there is a threshold beyond which it will be difficult to keep increasing plastic recycling rates due to the declining plastics recycling market. The task group understands that new, unused plastics are currently cheaper than recycled plastics due to the low price of oil.

Household recycling centres (HRCs)

13. The council proposes to change the opening hours of its 11 household recycling centres (HRCs). The proposed changes will see at least one HRC open on all seven days in each of the four areas (north, east, south and west Wiltshire). All HRCs would be open on Saturday, Sunday, and Monday, which are the days when usage is at its highest, along with two additional week days. It is also proposed to reduce HRC opening hours to 10am to 4pm. The proposed changes are expected to come into operation on 8 June 2015.

Garden waste

14. Approximately 141,000 Wiltshire households have garden waste bins (this figure may be significantly more than the number actually used). As agreed by Full Council an annual charge of £40 per year will be introduced for the fortnightly collection of garden waste, with the new collections starting on 15 June. Free collections will continue until then and mid-year applications will be charged on a pro-rata basis. Although residents can sign up for the new collections at any time from 1 April they are being encouraged to sign up by 17 May to ensure continuity of service. For those households that cannot accommodate a wheeled bin, four garden waste bags (with the same total volume as a bin) can be provided for the same charge.

15. Residents who sign up for garden waste collections will be sent a sticker to place on their garden waste bin to identify which households have paid. Bins without a sticker will not be emptied. Residents who do not want to sign up can keep their bins in case they change their minds and to encourage continued use. A phased collection of unwanted bins is planned for late 2015.

16. Residents were sent their 2015 Council tax bills from 12 March and a flyer about the introduction of a charge for garden waste collections was included.

Food waste

17. Wiltshire Council work with Great Green Systems to offer subsidised food waste digesters to Wiltshire residents and help reduce the amount of food waste sent to landfill. Two food waste digesters are available, both of which take all cooked and uncooked food waste including meat, fish, bones, dairy products, vegetables and fruit:

    Green Cone
    The green cone can digest all cooked and uncooked food waste. Designed for a sunny position in a well-drained garden, the cone breaks down all food waste leaving only water, carbon dioxide and a tiny organic residue.

    Green Johanna
    This can digest both garden and all cooked and uncooked food waste and produces a quality compost. Designed for a shady position, the Green Johanna is a hot composter and therefore breaks down the waste quickly.

18. With food waste a further aim is to encourage people not to waste food unnecessarily rather than just adopt better methods of disposal. The task group discussed how this related to public health considerations around healthy eating and portion control.

Voluntary and Community Sector

19. Currently Wiltshire Wildlife Trust receive £110,000 per annum under the terms of a Joint Venture Agreement with the council, funding activities such as educational work in schools, pop-up shops, repair shops and compost and recycling champions. The task group understands that the council is currently working with the Trust to review its business plan.

Area Boards

20. Westbury Area Board will be running a series of events over the next 12 months to develop a toolkit for recycling and composting. The Area Board agreed to focus on recycling after the Joint Strategic Assessment showed that Westbury had one of the lowest recycling rates in Wiltshire. Subsequent work in this area has included a recycling awareness stall at Westbury's 2014 summer street fayre and a schools awareness programme on recycling.

Kerbside waste collection

21.   The task group are aware that some local authorities use decals (stickers) applied to bins as a way of communicating changes to waste collection arrangements and as reminders of good recycling practices. The task group was not able to establish the impact of these in terms of increasing recycling levels versus the cost of producing and applying the decals themselves. The potential benefits of decals may therefore need further consideration.

Council website

22.   The task group reviewed the current waste and recycling pages of the council website, which are now being redesigned as part of the first tranche of an overall redesign of the website. The new pages are due to go live in April or May. Details of the task group's conclusions are included under paragraph 34.

<u>**Conclusions**</u>

General

23.   Landfill Tax rates have increased year on year since its introduction and there may be a risk of financial penalties for local authorities who do not meet their recycling targets. The task group concludes that communications that increase recycling rates will be key in counterbalancing the increasing cost of putting waste into landfill, as well as in protecting the environment.

24.   Anecdotally there appears to be public awareness of the environmental benefits of recycling. However, the rising cost to the public purse of poor waste disposal practices is not promoted heavily. With the increasing financial pressures on all councils, it will be important to deliver clear messages to the public about the various benefits of disposing of their waste correctly. The approach should be varied to reflect the different mind-sets of residents and the different motivating factors. A dual approach would comprise;

- Positive messages that acknowledge, affirm and reinforce good practice (for example, celebrating Wiltshire recycling performance, perhaps by illustrating this in an engaging graphic form on the council website and at HRCs; and
- Harder messages that set out the costs and possible implications for poor disposal of waste.

25.   Broadly speaking some people are already pro-recycling, some may benefit from some additional encouragement and for some their current approach will be difficult to change. Certain customer groups have been cited as being particularly 'hard to reach' in terms of recycling. Those in the 18 to 35 year old age bracket and home leavers are identified as important groups to target.

26.   Desirable waste disposal practices must be quick, simple and convenient to ensure that those residents who want recycle can do so easily. To maximise

recycling rates, residents need to be provided with clear and accessible information explaining;

- The various bins and waste services available
- How the bins and services can be requested and details of any charges
- What kinds of waste should be placed in each bin or bag
- Up-to-date collection dates for every area
- Early and clear notice regarding forthcoming changes to waste collection services.

27. Kerbside collections is an area where good communications can help residents understand recycling arrangements, for example:

- Clarity about which plastics are recyclable and can be placed in the blue-lidded bins to reduce the risk of contamination.
- Ensuring clarity around what materials can be placed in the black box.
- Promoting the offer that a second blue-lidded bin and black box can be provided at no additional charge.
- Early information that plastics other than bottles will be kerbside recycled from 2017 as part of new waste contract.

28. However, the cost of publicity campaigns must be weighed against their likely impact. The task group have remained mindful of the financial constraints when considering possible new approaches to communications. Individual mailshots to residents are expensive and so existing channels must be used effectively, for example:

- Information sent with council tax bills (see paragraph 16)
- Your Wiltshire magazine (see paragraph 32)
- The council website (see paragraph 34);
- Area Boards and parish newsletters.

Household recycling centres (HRCs)

29. Given the proposed changes to HRC opening hours, their locations and opening hours must be widely communicated to avoid inconveniencing customers, reducing overall recycling rates and increasing incidences of fly-tipping by customers who would otherwise have used an HRC. Communicating successful prosecutions for fly-tipping may also help discourage it as an alternative to using an HRC or, where appropriate, garden waste bin.

Garden waste

30. Effective communications are required around the changes to garden waste collection to ensure:

- Residents who wish to continue using the service can do so;
- The service is promoted, reducing the risk of garden waste going into general waste bins and other disposal routes;

- The amount of garden waste being fly-tipped is minimised.

31. The task group concludes that the change to garden waste collections present a communications opportunity, not only to publicise the introduction of charging, but also to promote alternative options for the disposal of garden waste. For example, good gardening practice, guidance on composting, how to set up a community composting scheme and on the safe and legal use of bonfires.

32. The task group recommended that information about waste and recycling should be included in the Spring edition of the Your Wiltshire magazine and an article about new arrangements for garden waste collection was subsequently included.

Voluntary and Community Sector

33. The task group would welcome further information about how the Wiltshire Wildlife Trust uses the £110,000 funding provided by the council in terms of maximising recycling.

Council website and ICT

34. Following a presentation of the council's waste and recycling website pages, the task group identified that a number of improvements could be made to the overall appearance and presentation of information. A list of the task group's observations is provided below, including where issues have now been addressed in the redesigned webpages:

Issues with the existing waste and recycling webpages identified by the task group	How issues have been addressed in the redesign
The overall look of the homepage was too busy and the key information regarding Waste Collections and Recycling was too far down the page. The section on how to order additional recycling boxes could be made more prominent and simplified.	The redesign has focused on improving the user journey. The more popular sections have been made more prominent and will change in line with seasonal variations. The garden waste bin sign-up page is currently clearly accessible, for example. The previous webpages had too many levels of navigation, which sometimes made finding information complex. This has been simplified.
Overall the information on waste collections is clear and intuitive to use. However, • there has been a delay in getting the	Information about waste collection dates is now derived directly from the system used by the waste collection teams, improving accuracy.

revised 2014 Christmas Collections up on the website. This needs to be done much earlier. • There also needs to be a permanent and prominent piece of text that explains which Bank Holidays are affected by changed collections and those where collections remain the same.	Entering a postcode brings up a calendar showing all relevant waste collection dates. This calendar can be easily downloaded for printing.
The images used on the recycling pages are of commercial recycling skips. These need to be changed to better reflect kerbside recycling.	This is in progress. Designated officers within the Waste and Recycling team will be able to edit content without support from Communications, making it easier to amend.
The current council website is not configured to be viewed properly using mobiles and tablets.	The new webpages are mobile responsive. When they are loaded on a smartphone or other mobile device the content re-orders to fit the screen.
The benefits of recycling to the environment and to the public purse are not made clear.	This is recommended by the task group under Recommendation 1.
There is no information illustrating Wiltshire's recycling performance or progress against targets.	This is recommended by the task group under Recommendation 2.

35. The task group noted how QR (Quick Response) Codes can enable people to download information quickly by scanning the code with their smartphone. It was considered whether these should be included on council literature to download information about waste disposal, such as collection dates.

Proposal

36. To endorse the report of the Waste Task Group and refer it to the Cabinet Member for Strategic Planning, Development Management, Strategic Housing, Property and Waste for response at the Committee's next meeting.

Recommendations

That the Cabinet Member for Strategic Planning, Development Management, Strategic Housing, Property and Waste;

1. **Alongside the environmental benefits, considers promoting the financial benefits of reducing, reusing and recycling in council communications about waste and recycling.**

2. **Considers illustrating Wiltshire's recycling performance in an engaging graphic form on the council website and at HRCs.**

3. **In terms of kerbside collections, indicates how the following areas will be addressed:**
   - **Ensuring clarity around which plastics are recyclable and can be placed in the blue-lidded bins to avoid contamination;**
   - **Ensuring clarity around what recyclables can be placed in the black box;**
   - **Promotion of the council's offer of a second blue-lidded bin and black box at no additional charge to residents;**
   - **Early information that plastics other than bottles will be kerbside recycled from 2017 as part of new waste contract.**

4. **Investigates whether decals (stickers) applied to bins are a cost-effective method of communicating waste collection arrangements and good recycling practices.**

5. **Indicates how changes to garden waste collection arrangements will be:**
   - **Effectively communicated to residents; and**
   - **Used as an opportunity to provide information about alternative options for garden waste, for example, good garden practice, composting, household recycling centres and the safe and legal use of bonfires.**

6. **Considers increasing communications around successful prosecutions for fly-tipping.**

7. **Indicates how changes to HRC opening hours, their locations and opening hours will be widely communicated to avoid:**
   - **inconveniencing customers;**
   - **reducing overall recycling rates; and**
   - **increasing incidences of fly-tipping.**

8. **Provides further details of the recycling promotion work currently undertaken by Wiltshire Wildlife Trust under the joint venture agreement with the council and the implications for recycling of the Trust's business plan review.**

9. **Provides any further details of the initiative being run by Westbury Area Board to develop a toolkit for recycling and composting and how other area boards might be supported to take forward similar initiatives and increase local recycling rates.**

10. **Notes the task group's comments on the waste and recycling pages of the council website and the improvements being made in the redesign.**

Cllr Jose Green, Chairman of the Waste Task Group

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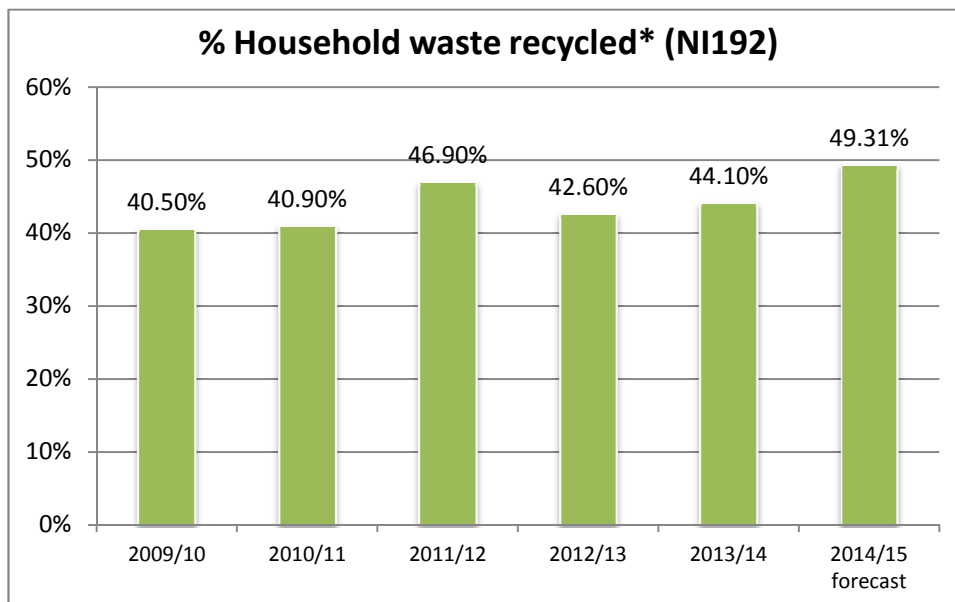

Appendices

None

Environment Select Committee
14 April 2015

Update on Recycling Performance

NI 192: Dry Recycling and Composting as Percentage of Household Waste

Recycled* - recycled, composted or re-used. The target for 2014-15 is 50%.

NI 191: Residual household waste per household

The cumulative figure to the end of January 2015 is 458.95 kgs/household. It is the quantity of waste collected per household (including at household recycling centres) after the removal of waste which has been re-used, recycled or composted. The total for 2013-14 was 595.9 kgs/household.

NI 192: Percentage of household waste sent for re-use, recycling and composting

The figures below set out performance to the end of January 2015.

Composting	25.5%
Recycling	24.7%
Total	50.2%

NI 193: Percentage of local authority collected waste which has been landfilled

This figure is 20% and includes waste collected by the council which is not household waste and household waste which could not be recycled or diverted to the energy from waste plant at Lakeside or the mechanical biological treatment plant at Westbury. The business plan target for 2014-15 is 25%.

Tracy Carter
Associate Director, Waste and Environment

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Task Group Updates: ESC 14 April 2015

Car Parking Review Task Group

The Car Parking Review Task Group presented a position statement at the last meeting having considered the consultation responses received and the proposals made as to amending the current car parking strategy. The Committee endorsed the recommendations contained in the report with an additional comment that the recommendation to promote pay by phone systems may not have been compatible with providing alternative methods for those unable to use the technology. The Car Parking Review Report completed by officers was presented to Cabinet on 17 March which included discussion on the following:

- Over 5,000 responses to the consultation were received
- Outline of the methodology used
- Engagement of the public and scrutiny
- how the review sought to deal with recent changes to Central Government policy and guidance;
- how initiatives could be trialled;
- how assets had been identified for possible review;
- the statutory process required for Traffic Regulation Orders (TROs);
- that the implementation of new technology should be gradual; and
- how the review benefited from considering the experience of other authorities.

Councillor John Walsh referred to the work of the Scrutiny Task Group and his own participation on the Review Project Board as the scrutiny representative. Councillor Mark Packard, Chair of the Task Group made reference to the key recommendations of the Task Group: that the use of cashless technologies is the way forward but this needs to be brought in at a sensible pace which is sensitive to the needs of the older population and those who do not possess the necessary skills to use such technologies. The use of paying by phone services was particularly highlighted, due to the fact that currently paying by phone incurs an additional charge which does not encourage its use.

Cabinet resolved to approve the revised Car Parking Strategy, a decision that the Task Group is in support of. It is recommended that the Task Group now wraps up.

BBLP Task Group

The Task Group met on 25 February and was provided with a presentation on BBLP's plans and resourcing for this year's grass cutting season, which begins in March, covering the following:

- Specifications
- Delivery programme / schedule

- Resources planned / resources actually in place
- Contingency plans

The key point to note was that the review of the service following the difficulties encountered in the last two seasons has lead to the subsequent actions:

- Audit of equipment and methodologies used, with input from the Landscape Group;
- Plant and equipment familiarisation sessions are being held for staff during the induction period;
- GPS technology has been installed in equipment to monitor productivity on a weekly basis;
- Subcontracts were not terminated at the end of last season so that they may be called upon as a third in line contingency;
- A joint presentation between BBLP and the Council will be made on an annual basis to towns and parishes;
- The County has been split into three geographical areas instead of two: the West is now its own geographical area as this is where the majority of problems were encountered previously;
- Additional managers have been included bring the total up from six to eight.

Following this meeting it has been confirmed that BBLP have entirely outsourced the grass cutting service to The Landscape Group for this season. The Task Group is due to meet again on 20 May to monitor performance to date.

Waste Task Group - Communications

The final report of this Task Group is included as a substantive item on this agenda.

Overview & Scrutiny Current Forward Work Plan

Environment Select Committee												
	October 2014	November 2014	December 2014	January 2015	February 2015	March 2015	April 2015	May 2015	June 2015	July 2015		
Review/Task Group					Council 24th	Cabinet 17th	Cabinet 21st	Council 12th Cabinet 19th	Cabinet 16th	Cabinet 21st Council 28th	**Officer**	**Status (inc date)**
Community Infrastructure Levy (CIL) Task Group			Report to Committee								KE	Task Group reconvened to consider access and recording of CIL monies gained and distribution of monies to towns and parishes without neighbourhood plans. Final Report for this work to ESC December 2014
Waste Task Group											ED	Task Group being reconvened to discuss communications to householders. Final report to Committee April 2015.
Adoptable Estates Task Group			Report to Committee								ED	Task Group reviewing systems and communications around planning processes. Report to Committee December 2014. Cabinet member response to committee Feb 2015.
Investing in Highways							Report to Committee				ED	Report to Committee April 2015
Car Parking Review			Review in Progress								ED	Task Group to meet again on 2 February to consider the public consultation responses and what will be presented to Cabinet in March, this will be reported to ESC 17 February. Final Report to Committee April 2015.
20 mph Policy			Report to Committee		Cabinet response 17 Feb						ED	Final report to Committee December 2014, cabinet member response to Committee 17 February.
Highways and Streetscene Contract BBLP											ED	Last met on 25 November 2014 to discuss Atkins' 2 year plan, next meeting is being scheduled for February 2015 to discuss BBLPs plans for community based services.
Neighbourhood Planning												Topic to be considered in 2015
Gypsy and Traveller Plan												Topic to be considered in 2015, as the plan becomes available
Business post adoption of the Core Strategy												Topic to be considered in 2015
Flood Plan Annual Report	Report to Committee										ED	Draft Flood Plan and Management Strategy to Committee October 2014 Flood Risk Management Strategy

Agenda Item 9