Executive Summary
To provide an overview of the purpose and progress of the Gateways and Corridors Programme, implementing the new 24 Hour Repair Promise; and to inform of the enhanced Highways Asset management initiative currently being implemented using the Department for Transport sponsored Highways Maintenance Efficiency Programme (HMEP) guidance and toolkit designed to maximise returns from highways investment.

This will lead to improved overall carriageway condition; increased residual life for carriageways not requiring full reconstruction; reduced need for unplanned maintenance works enabling more targeted use of limited revenue funds; and increased confidence and knowledge of expected and planned highway condition outcomes for the public and members due to overall planned asset management over longer periods of time.

Recommendations
To note the purpose and progress of the Gateways and Corridors Programme, and to note the application of the new asset management
principles which will be used to manage the entire highways asset holistically, to appropriate and agreed condition levels according to need, and allowing for available capital and revenue budgets. This will lead away from a reactive maintenance approach to a much more planned, targeted and proactive approach and a more cost effective outcome.
1. **Background**

1.1.1 In July 2013, a budget of £1,833,453 was approved to implement the Gateway Corridor Improvement Programme. The actual programme as detailed below was subsequently approved at a meeting of the CIPB and implementation is underway. The programme in Appendix A details the current progress position.

1.2 **24 Hour Repair Promise**

1.2.1 It is proposed to introduce a ‘24 Hour Repair Promise’ to Oldham’s priority network. This is an initiative proposed and led by Cllr McMahon, but to be implemented using a variety of strategies by Unity Partnership. It is envisaged that this promise will initially focus on the ‘Gateway Corridors’ that emanate from Oldham Town Centre. The roads identified as potential ‘Gateways or Corridors’ to be upgraded as part of the 24 Hour Repair Promise are as follows:

- A671 Rochdale Road / Oldham Road
- A663 Shaw Road / Milnrow Road
- A62 Oldham Road (P2 - M60 to Town Centre) - Gateway
- A672 Ripponden Road
- A627 Chadderton Way - Gateway
- A627 Ashton Road
- A62 Oldham Road (P1 - M60 to Boundary) - Gateway
- A669 Middleton Road
- A669 Lees Road / Oldham Road
- A62 Huddersfield Road

1.3 **Cost of achieving 24 Hour Repair Promise**

1.3.1 Using the carriageway condition data available from the 2012 Scanner Survey, sections of the ‘Gateway Corridors’ in the worst condition were identified. Combining this information with Coarse Visual Inspection (CVI) Surveys, Unity Partnership has identified the work required on each carriageway to achieve the ‘24 Hour Repair Promise’. The cost of upgrading all gateway corridor carriageways (kerb to kerb) would cost £3,766,789 if all carried out in their entirety this financial year.

1.3.2 The cost of providing this level of condition for the entire length of the ‘Gateway Corridors’ is too great for the existing highway budgets available to the council.

1.3.3 Unity Partnership has created a 5 year life cycle plan for the entire length of the potential Gateway Corridors which will achieve the improved standard required for the 24 Hour Repair Promise.

1.3.4 It must be noted that this will not be sufficient to introduce the same high aesthetic “end to end” and “kerb to kerb” treatment that is currently intended for the A62 from
Manchester to Oldham Town Centre and the A627 Chadderton Way on all routes. It will be a considerable improvement in the current overall condition of these routes such that the 24 Hour Repair Promise standard will be achieved on all routes as listed towards the end of the current financial year.

1.3.5 The A62 and A627 corridors have been selected to be designated "Gateways" and so will be treated to a higher aesthetic standard in excess of the 24 Hour Repair Promise which will include a “kerb to kerb “ surfacing treatment for their entire length.

1.3.6 The work to the Gateways will also include the rationalisation and painting of associated street furniture as far as possible as detailed Appendix B – Street Furniture Palette. This appendix comprises The Town Centre Palette which identifies the base standard for the Public Realm enhancement works currently taking place. However, each improvement zone within the Town Centre will be assessed independently as projects are individually developed. It also comprises the related Gateway Corridor Palette which includes those elements of the Town Centre palette that are relevant to be included on the Gateway Corridors to ensure there is consistency.

1.3.7 Appropriate signs and accompanying press coverage will promote this new “standard”, and the new approach that it heralds. An example of the proposed new signage is included within Appendix C, and may involve generally an additional sign plate erected below existing boundary signs.

1.3.8 All the measures described when implemented will lead to a significant reduction in the need for unplanned maintenance work interventions on these routes thus helping stressed revenue budgets.

2. Combination of the use of highways budgets together with the introduction of agreed condition standards

2.1.1 One of the main aspects of the new approach is to manage the combination of all highways budgets and various possible methods of highways repair / reconstruction to best target the areas actually needing intervention just before it is required, using a planned approach to maintain each highway or class of highway at an agreed condition standard. This agreed condition standard would be tempered according to the actual and likely available funding, whilst ensuring safety.

2.1.2 The 24 Hour Repair Promise standard as a whole is being achieved by using a combination of part of the remaining Highways Investment Programme budget and the Gateway / Corridor Improvement programme budget as approved at CIPB.

3. Selected interventions – Asset Management approach

3.1 Appropriate intervention selection

3.1.1 Three main intervention types are being used in combination where appropriate according to the particular defect and overall age and condition of the carriageway.
Any targeted areas that have deteriorated so far as to have no residual life, are being fully reconstructed using traditional and expensive materials such as Hot Rolled Asphalt. This is being funded using the actual Gateway Corridor budget.

3.1.2 Using the council’s recently purchased Jet Patcher machine (which has proved so cost effective in the remedying of unplanned defects such as potholes over the last year) to remove any carriageway defects prior to then overlaying using the cost effective Microasphalt method, allows the residual life of carriageways to be increased by up to 5 years. This method is being implemented as part of the HIP Year 4, and allows in some cases up to six times the area of highway to be treated as compared with more traditional materials. This can only be used where the carriageway has not yet failed overall and still has some residual life to be increased.

3.1.3 It is a preventative technique that is being used where possible to increase the residual life of carriageways thus reducing both the likelihood of the formation of potholes in the near future thus reducing the need for unplanned revenue expenditure, whilst also by increasing the residual life, decreasing and deferring the overall capital spend and allowing a planned approach to the next treatment required in say 5 years on that stretch of carriageway.

4. Gateway Corridor 5 Year Life Cycle Plan – 24 Hour Repair Promise Standard

4.1.1 The 5 Year Life Cycle Plan looks at the deterioration rates of the carriageway for the next 5 years and provides a recommended treatment at the forecasted intervention point.

4.1.2 Each year, on-going and appropriate interventions will be required to maintain this improved standard to ensure defects in the carriageway do not appear prior to the forecasted intervention date, thus ensuring that the need for unplanned revenue intervention e.g. potholes is kept to a minimum. This will enable a more targeted use of highways revenue funding as well, as more and more of the network is brought to an appropriate standard where the time to required interventions can be planned.

4.1.3 This does mean that the approach has to continue once it has started to build up the “momentum” of detailed data analysis and condition deterioration predictions, based on an increasing part of the network having a known and now manageable residual life based on the use of a whole range of possible cost effective interventions.

4.2 Year 1 Gateway Corridor Improvements – 24 Hour Repair Promise Standard
4.2.1 To upgrade the existing Gateway Corridor to 24 Hour Repair Promise Standard all existing paving failures will have to be removed in Year 1. It is also proposed to also refresh the Road Markings throughout the entire length of each corridor, unless not sensible to do so in Year 1, to ensure that no Road Marking maintenance is required and each corridor is as safe as possible and looks aesthetically pleasing.

4.3 Year by Year maintenance cost – maintenance of the 24 Hour Repair Promise Standard

4.3.1 To maintain the required higher standard of carriageway to continue the ‘24 Hour Repair Promise’ continual funding is required to ensure the recommended treatment at the forecasted intervention point and the recommended highway improvements are carried out in a proactive planned way anticipating the on-going deterioration of the routes. This is of course to be balanced against the very likely reduced unplanned revenue expenditure on these routes, and any maintenance actually required within the planned period should be minimal.

5. Future enhanced Asset Management approaches (HMEP) and further improvement initiatives

5.1 On-going planned initiatives – Highways Maintenance Efficiency Programme

5.1.1 Unity Partnership initially plan to manage the Gateway Corridors using a 5 year Life Cycle Plan but intend to develop this into a 20 year Life Cycle Plan to ensure the longest possible residual life is achieved for all resurfaced roads carried out under HIP, and now also the Gateway Corridor proposals.

5.1.2 The 20 Year Life Cycle Plan for the Gateway Corridors will be part of Unity Partnership’s plans for improved asset management. It is intended that this process will be implemented Borough wide as funds allow incorporating the on-going central government initiative Highways Maintenance Efficiency Programme (HMEP) life cycle costing exercise, which is sponsored by the Department for Transport.

5.1.3 The HMEP Toolkit is a lifecycle based planning tool that can be used to model future spending requirements to maintain a required/agreed level of condition, or to predict future condition if a set level of funding is required.

5.1.4 This data led approach when combined with close collaboration with key Council priorities has led to the development of the Gateways and Corridors Programme designed to enhance the condition of all the major strategic routes into the Borough - thus potentially increasing the reputation and regeneration of Oldham, whilst actually helping to control on-going unplanned revenue expenditure.

5.1.5 It is intended that the HMEP led approach will be used to plan the future asset management of the Borough’s highways to best utilise the available government capital funds, any Council Prudentially borrowed funds and available revenue highways funds.
5.2 Further Highways Improvement Initiatives

5.2.1 It is proposed that preservative treatments be included into the 5 / 20 year life cycle plan. This preservative treatment has been proven to double the residual life of the carriageway when applied at the correct intervention stages of the life cycle plan. Ongoing preservation will increase the residual life of the carriageway. The application of a preservative treatment at an average cost of £1.50m\(^2\) will remove the requirement of maintenance patching at an average cost of £17m\(^2\). This is a further possible intervention technique in addition to the Microasphalt overlay already mentioned, but to be used in different circumstances and at a much earlier point in the life cycle of a stretch of carriageway to be most effective.

5.2.2 Oldham Council and Unity Partnership continue to introduce and employ a number of initiatives and relationships in order to continue the improvement of the roads in the Borough:

- The Jet Patcher was introduced to reduce costs and significantly reduce potholes
- Unity Partnership’s involvement with the Transport Research Laboratory to lead and drive innovation in Oldham and lead Highways fora within GM, also promoting Oldham’s reputation
- The on-going Asset Protection Programme (coring of utility reinstatements) to help improve the condition and quality of reinstatements and therefore the Borough’s roads
- Use of HMEP led asset management in the implementation of significant town centre highways/public realm works related to Metrolink leading to a three standard agreed approach (Gold, Silver, Bronze) and therefore significantly reduce future unplanned highways revenue expenditure within the town centre as well as the Gateway Corridors
- Recent discussions with a representative from the Department for Transport (DfT) with Oldham and Unity highways officers resulted in him indicating that he was very impressed at the way Oldham and Unity are dealing with their enhanced highways expenditure and the way it is being used. This may help with capital funding and he indicated that Oldham / Unity should be getting some national recognition in his view.

5.2.3 All activity will be supported by a communications plan as attached at Appendix D.

6. Options/Alternatives

6.1.1 Option 1: Approve revised approaches outlined in the report.
6.1.2 Option 2: Not to approve the approaches outlined in the report.

7. Preferred Option

7.1.1 Option 1.
8. Consultation

8.1.1 N/A

9. Financial Implications

9.1 Capital Implications

9.1.1 The 2013/14 Transport Capital Programme includes £1,833k for the Gateway Corridor Improvement schemes, funded from Prudential Borrowing. 18 individual schemes are included within the programme encompassing, and works include resurfacing and the upgrading of street furniture.

9.1.2 The report details an option to continue improvements on these gateway corridors over 5 years, to enable the 24 Hour Repair Promise to be achieved. The estimated additional cost over these subsequent years is detailed in table 1 below.

9.2 Table 1 – Estimated capital cost of Gateway Corridor 5 Year Life Cycle Plan

<table>
<thead>
<tr>
<th></th>
<th>Year 1</th>
<th>Year 2</th>
<th>Year 3</th>
<th>Year 4</th>
<th>Year 5</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2013/14</td>
<td>2014/15</td>
<td>2015/16</td>
<td>2016/17</td>
<td>2017/18</td>
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<tr>
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<td>£'000s</td>
<td>£'000s</td>
<td>£'000s</td>
</tr>
<tr>
<td>Estimate cost of works to the Gateway Corridors</td>
<td>1,833</td>
<td>484</td>
<td>483</td>
<td>483</td>
<td>483</td>
</tr>
<tr>
<td>Funding</td>
<td>(1,833)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Prudential Borrowing</td>
<td>(1,833)</td>
<td></td>
<td>(1,000)</td>
<td>(1,000)</td>
<td>0</td>
</tr>
<tr>
<td>Reallocated capital resources</td>
<td>0</td>
<td>(1,000)</td>
<td>(1,000)</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Contingency available to support spending</td>
<td></td>
<td></td>
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</tbody>
</table>

9.2.1 The estimated future years costs are a best estimate at present, based on condition surveys undertaken in 2012. These figures are therefore likely to change once the work is estimated using the latest data.

9.2.2 The annual review of the capital programme has been examining the deployment of capital resources. It has identified a number of projects which it will recommend be decommissioned thus releasing resources for investment in Council capital priorities. One of the outcomes of the annual review will be the recommendation of £2m of the resources released by the decommissioning of schemes to the 24 Hour Repair Promise, recognising this is a Council capital priority. The phasing of the resource has been initially suggested as £1m in 2014/15 and £1m 2015/16 although this can be changed to align to spending plans. Subject therefore to formal approval of the funding, the full programme of investment can be undertaken (leaving a contingency
of £66k to support additional requirements). The resources will be included in the Transport Capital programme to fund these works if the 5 year Life cycle Plan is adopted.

9.2.3 The proposed 20 year Life Cycle Plan is in the early stages of discussion. The cost of the proposal cannot therefore be estimated at this time. Consideration will need to be given to the financial implications of the proposal and the available resources in future years.

(S Alam / Anne Ryans)

9.3 Revenue Implications

9.3.1 The cost to complete repairs within the ‘24 Hour Repair Promise’ will be met within existing Highway Operations budgets. It is not anticipated that the promise will cause a budgetary pressure for Highways Operations in its initial years, as the roads will be at a high standard needing little maintenance.

9.3.2 Highways Operations will need to monitor the impact of this and ensure resources are managed to bring the service in on budget.

9.3.3 It is estimated that the street furniture which is included in with the scheme will need repainting every five years at a cost of £90k.

9.3.4 Responsibility for street furniture falls under the Commercial Services Assets division, no revenue budget provision has been identified for this therefore there will be an additional revenue budget pressure of £90k in 2018/19 and every 5 years going forward. (S Alam / Mike Ward)

10. Legal Services Comments

10.1.1 Under section 41 of the Highways Act 1980 the Council has a duty to maintain highways maintainable at the public expense within the Borough. The standard of maintenance for a particular highway depends on a number of factors including the character of the highway and the traffic which is reasonably to be expected to use it and the standard of maintenance appropriate for a highway of that character and used by such traffic. (A Evans)

11. Cooperative Agenda

11.1.1 In respect to resurfacing there are no Co-operative issues or opportunities arising and the proposals are in line with the Council’s Ethical Framework.

12. Human Resources Comments

12.1.1 N/A
13. Risk Assessments

13.1.1 N/A

14. IT Implications

14.1.1 N/A

15. Property Implications

15.1.1 N/A

16. Procurement Implications

16.1.1 N/A

17. Environmental and Health & Safety Implications

17.1.1 All Health & Safety implications will be identified in the Pre-Construction information Report which will be submitted to the particular appropriate contractor on award of contract.

17.1.2 During the resurfacing all Temporary Traffic Management will be designed to meet Disability Discrimination Act requirements.

18. Equality, community cohesion and crime implications

18.1.1 N/A

19. Equality Impact Assessment Completed?

19.1.1 N/A

20. Key Decision

20.1.1 Yes

21. Key Decision Reference
21.1.1 NEIG-20-13

22. Background Papers

22.1.1 N/A

23. Appendices

23.1.1 Appendices A – Gateway Corridor Programme
23.1.2 Appendices B – Street Furniture Palette (Town Centre Palette & Gateway Corridor Palette)
23.1.3 Appendices C – 24 Hour Route Priority signing
23.1.4 Appendices D – Communications Plan
# Town Centre Palette *

*Excluding the Street Furniture put in by TfGM as part of Metrolink Route enhancements

## Stainless Steel/Grey
- Pedestrian Finger posts
- Pedestrian Way-finding Monoliths

## Black
- Traffic Signs (poles and back of sign plates) including direction signing and parking restrictions
- Traffic signal poles
- Traffic signal control boxes
- Feeder pillars
- Freestanding Advertising Plinths
- Tree Floor Plates

## Black/Gold Detail
- Large planting tubs (excluding tree planters along Metrolink Route)
- Planting tubs mounted on pedestrian guardrails
- Bins (excluding bins along Metrolink route – these are recycling bins and coloured nickel silver)

## Green/Gold Detail
- Benches (excluding benches along Metrolink route)
- Pedestrian Guardrail
- Parapets on Oldham Way
- Parapets on subway at Clegg Street
- Steps (hand rails)
- Lighting Columns
- Bollards
- CCTV poles
- Ornate railings
- Metrolink OLE poles
- Alleygates
- Railings St Mary's Way/Market Hall Car park
- Tree Guards

Car Park Ticket Machines – As the manufacturer provides
Bus Stop poles – TFGM to use Stainless Steel
Gateway Corridor Palette

### Green/Gold Detail

<table>
<thead>
<tr>
<th>Item</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pedestrian Guardrail</td>
</tr>
<tr>
<td>Lighting Columns</td>
</tr>
<tr>
<td>Bollards</td>
</tr>
<tr>
<td>Safety Barrier</td>
</tr>
</tbody>
</table>
23.4 Appendix C

24hr Route Priority Signing Appendix

Each of the nine 24hr priority routes has been surveyed and the existing Ward Boundary signs have been measured for the additional 24hr PR signs to be attached. The following image is potentially what the boundary signs will look like following the addition of the new sign.

![Image of boundary signs](image.png)

The works involved to erect the new sign plate on the existing boundary assemblies is relatively minor. Eighteen of the twenty five surveyed signs should require no amendments to mount the new sign as shown above. The plate will be attached to the existing poles with the standard clips and straps. The remaining signs will just need minor amendments such as extension poles adding to the top of the existing poles to enable the current signs to be moved upwards to allow for the new sign to be attached below with adequate clearance where required.
23.5 Appendix D

Value for Money Campaign - Highways

Communicating the value that residents get for their council tax is one of the key strands of the council’s Communications Strategy.

As part of this work we will shortly be launching a Value for Money Campaign which aims to communicate the breadth of council services to residents. The campaign will be phased with the first phase focusing on our clean, green and safe services including highways, gritting, street cleaning and waste collection.

Highways will be the major focus of the first campaign phase (January to April 2013) which will include outdoor and media advertising, however, messaging about Highways services will be delivered consistently throughout the year via social media and press.

Research

The Local Government Association’s Reputation Guide lists perception of Value for Money as the most significant driver of overall resident satisfaction with the council. In Oldham 47% of residents agree that the council offers good value for money compared to 51% nationally.

Satisfaction with a number of key council services are also major drivers of satisfaction – these are mainly clean, green and safe services like street cleaning, bin collections, community safety and highways. In Oldham:

- Satisfaction with bins and recycling is 85% (1% above average)
- Satisfaction with street cleaning is 69% (7% below average)
- Satisfaction with road maintenance is 29% and pavement maintenance is 47% (11% and 8% below average)
- Satisfaction with gritting is 58%
- Satisfaction with parks, open spaces and play areas is 68%
- Satisfaction with sports and leisure is 65% (same as national average)
- Satisfaction with library services is 60% (11% below average)

Another key river of overall satisfaction is whether residents feel informed about the services and benefits the council provides. In Oldham only 43% feel informed against a national average of 65%.

Objectives

To raise awareness of the breadth of services delivered by Oldham Council resulting in:

- 3% increase in overall satisfaction with the council (64% - 67%) by December 2014
- 5% increase in perceptions of value for money (47% - 52%) by December 2014
To help achieve this we aim to deliver:

- **5% increase in satisfaction with road maintenance (22% - 27%) by December 2014**
- **5% increase in satisfaction with pavement maintenance (47% - 52%) by December 2014**
- **3% increase in satisfaction with street cleaning (69% - 72%) by December 2014**
- Maintain 85% satisfaction with bin collections and recycling
- Maintain 65% satisfaction with sport and leisure services
- **5% increase in satisfaction with library services (60% - 65%) by December 2014**

**Strategy**

To meet the objectives set we will take a three step approach.

1. Communicate the breadth of council services and benefits consistently across all communication and marketing channels focusing activity in phase 1 on services most likely to improve overall perceptions of VFM with Highways as the priority:
   - Highways and gritting
   - Street cleaning and environmental enforcement
   - Waste and recycling
   - Parks, play areas and open spaces

2. Improve the quality of communication between services and services users where possible by reviewing current communication processes. This could include improving:
   - Letters
   - Emails
   - Call Centre Scripts
   - Staff training

3. Improve communication between services and key stakeholders, including:
   - Councillor briefings
   - Internal Communication
   - Attendance at key meetings
Implementation

Overall Value for Money Campaign

- **Outdoor Advertising**

  The campaign will include advertising at a number of key billboard sites, bus stops, supermarkets and petrol stations and parking tickets.

- **Media**

  As well as regular press releases outlining activity in the key value for money services we will use advertising in local newspapers and radio stations.

- **Digital and Social Media**

  Alongside regular updates to our existing social media channels we will create a Tumblr blog to showcase the day to day work of council services. This blog will include day-in-the-life features, videos, case studies and before and after photo shoots to highlight the breadth of work carried out on a day to day basis.

- **Publications**

  We will use our key council publications to share key messages and campaign materials including Borough Life and our Council Tax Booklet.

Highways Specific Activity

Reviewing stakeholder communications to introduce;

- Regular councillor briefings highlighting monthly work of the team and upcoming projects and programmes
- Regular meetings with key stakeholder groups including taxi drivers and cycling groups to share key positive messages and upcoming projects and programmes

Reviewing current communications with service users to;

- Ensure those who report highways defects receive updates on the defects they've reported with clear information about timescales for repair and reasons for any delays

Highways key messages

- Our Highways team work seven days a week to keep the Borough moving.
- They work hard fixing potholes, repairing roads and pavements and replacing road markings and signage across Oldham’s 817 kilometres of carriageway
- Last year fixed more than 4,500 potholes and repaired more than 27,000 square metres of highway.
• Oldham Council has invested £10 million over the last four years to fix potholes and improve the road system.
• This year we’re investing another £2 million – including buying new machines that are making repairs quicker and less expensive than ever before.
• We have invested in a new Jet patcher - using this equipment the team can fix up to 150 square metres of road a day compared to less than 30 square metres when repaired by hand. It also cuts the cost of repairing potholes from an average of £18 to just £8 per repair – providing real value for money.

Did you know that every week the Highways team also:
• Carry out footpath/road repair work to more than 1,700 square metres of footpath/roads
• Clean more than 1,000 gullies
• Repair more than 150 square metres of masonry

Evaluation

The success of this campaign will be monitored through:
• Six monthly tracker survey results (Dec 2013, July 2014 and December 2014)
• Visits to blog / engagement levels on social media
• Media scores linked to VFM stories