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1 Summary of Current Status

1.1 Current Issues

The footway, footpath and cycleway asset in roads terms is one of the most valuable road infrastructure asset groups. It has been estimated that it would cost £216m to replace this asset type with an equivalent modern network. In the last 2 financial years an average of £2m was invested on maintenance of the footway, footpath and cycleway network. This expenditure has bought an approximate 25 km of new surface per year. Using this average figure the surface of this asset type is treated once every 100 years.

Currently course visual condition surveys are undertaken on an ad-hoc basis, feedback from safety inspections and general enquiries from various bodies helps inform our investment strategy for this asset type. It is our intention to better assess investment need in this area but this is affected by the lack of detailed asset inventory and condition data. Discussions between SCOTS and Ordinance Survey (OS) are currently ongoing to agree the method of data collection for this asset. It is hoped that the outcome of these discussions is that OS will start collection Footway, footpath and cycleway data in a polygon format which will allow local roads authorities to determine the actual extent of this network. (IA1)

1.2 Current Strategies

‘Delivering Best Value in Highway Maintenance – Road and Footway Hierarchy’ (19 November 2003 and the ‘Winter Service Policy and Procedures 2012/13’ are the current Council approved strategies that are associated with this asset type. The former relates to reactive maintenance based on a targeted regime of safety inspections being undertaken and the latter determines the level of winter service attributed to footways based on a prioritised intervention standard. Production of an infrastructure renewal programme is currently based on local knowledge and engineering judgement as described above.

2 The Asset: Physical Parameters

The footway, footpath and cycleway network in North Lanarkshire has been developed over many years. A small number of these assets have been constructed within the last 20 to 30 years and all were constructed to the design standards current at that time. Many of these assets have evolved over time and some are taking vehicle loadings that they were not designed to take due to the increase in car ownership and the competition for car parking space that was not considered at the time when older developments were constructed. Some of this network has been built on poor ground and or has a poor pavement construction depth and type. Many are affected by root
penetration and disruption from adjacent landscaped areas which have matured over the years. As a consequence they require frequent maintenance.

Many of these assets built in North Lanarkshire were built in the 1960s some of these have had only essential maintenance carried out over the years and a growing number of them will be in need of significant treatment over the coming years.

2.1 Inventory

The footway, footpath and cycleway network within North Lanarkshire Council is comprised of:

Footway – a pavement for pedestrian use that are adjacent to road carriageways or road carriageway verges.

Footpath – a pavement for pedestrian use remote from the road carriageway.

Cycleway – a pavement for use by cyclists and pedestrians remote from the road carriageway.

<table>
<thead>
<tr>
<th>Pavement Type</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Footway</td>
<td>2000</td>
</tr>
<tr>
<td>Footpath</td>
<td>500</td>
</tr>
<tr>
<td>Cycleway</td>
<td>10</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>2510</strong></td>
</tr>
</tbody>
</table>

The footway figures above have been estimated on the basis that every urban road carriageway has an adjacent footway on either side. Footpath lengths are based on a historical survey and Cycleway lengths are based on known information.

2.2 Asset Register

Since footways are associated with carriageways North Lanarkshire Council’s List of Roads contains some but not a significant amount of detail for footways. Public footpaths and cycleway infrastructure asset registers do not currently exist, however plans are available that identify a significant part of these networks. Discussions with OS are currently taking place to capture this detail.

Further data collection of these asset types will be collected by staff during their normal working routine, however, the type of data collected and how this will be stored has still to be established. It is considered that the requirement to collect data needs to be based on the principle that the cost of collection, maintaining and updating this data has some tangible benefit to the Council on a short or long term basis. The Council’s first exercise will be to establish data needs. (IA2)
Currently the UK Pavement Management System (UKPMS) software package has not been developed fully to allow it to be used as a fully functional asset management system and therefore its use as a data management system is currently under review. The Roads Management System (RMS) could be developed further to enable it to be utilised as a fully functional asset management tool in the future.

2.3 Asset Growth

Since footways have traditionally been adopted as part of the road carriageway accurate records of the change in size of the footway networks over the last 5 years are not available. Footpaths and Cycle ways are adopted individually and paper records will exist of their adoption. These records are however not held in a central location and therefore a figure for the growth of these networks is not currently available. Carriageway adoption records indicate a growth of roughly 10km per annum, substantially built up residential areas. This would suggest that the average annual growth of the footway network would be 20km, however footpath growth will be significant less. Cycleway growth has been significant over the last 5 years due to policies promoted by the Council to encourage multi-modal travel creating an additional length of 10km in this asset group.

Additional growth is expected to be comprised mainly of new housing developments and some industrial developments. The growth pattern has slowed considerably recently due to the current economic downturn. There are no major footway, footpath and cycleway construction works identified at this time.

3  Service Expectations

3.1 Customer Perceptions

North Lanarkshire Council has carried out four residents’ surveys since 1999. The main aims are to seek resident’s views about the importance and quality of key public services; the quality of the service they get when they contact us or make a compliant; and how they think a range of key issues affecting the local area are being tackled.

Footways / paths and for the first time the winter service scored high in importance with the residents. This would suggest that residents would support greater investment in the footway / path infrastructure to achieve a higher quality provision.

The Council has been operating a customer services and contact management system since April 2000. The RMS system records all the salient information with regard to an enquiry and sends out automated responses to inform the enquirer of the status of their enquiry and updates this
information, through automated responses as the enquiry changes status resulting in a notice of completion.

3.2 Utility Activity

Utility activity has a major effect on the maintenance and management of footways / paths. Openings damage the structural integrity of the asset and allow the ingress of water that can soften the foundation above which the footway / path sits. The New Roads and Street Works Act (1991) and the associated codes along with The Transport (Scotland) Act 2005 act as a framework within which the activities of utility should be monitored, co-ordinated and controlled. Unfortunately the level of noncompliance with regard to the standard of their reinstatements is still high. The Road Works Commissioner, the post of which was established through the latter act, has powers to impose sanctions on utilities that continue to fail to meet reinstatement standards. He is currently considering the use of these powers.

3.3 Co-ordination of Works

The Roads Authorities and Utilities Committee (Scotland) [acronym ‘RAUC(S)’] provides, at a national level, coordination and an overview of activities carried out on roads under the ‘Street Works’ element of the New Roads & Street Works Act 1991 (NRSWA) as amended by the Transport (Scotland) Act 2005.

RAUC(S) comprises representatives of the Roads Authorities including Transport Scotland as RA for Trunk Roads and of the Scottish Joint Utility Group together with representatives of the Scottish Government as legislature.

All road works are registered in the national database register for road works, Symology. This database was promoted nationally by The Scottish Road Works Commissioner to assist with the co-ordination of road works. He utilises the data from this database to monitor both utility authorities and roads authorities’ compliance with the aforementioned legislation. He has powers to fine those authorities that persistently fail to meet legislative requirements.

3.4 Amenity Value Considerations

North Lanarkshire Council do not at present have a formal policy in regard to construction or material standards for differing amenity areas, there is an informal adhoc recognition that town centre areas may be of a higher standard than other areas.

There has been some attempt to improve consistency between design specifications in recognition that they impact heavily on the maintenance requirements and costs in the medium to long term.
4 Management Practices

4.1 Policies

The management of this asset is governed by the following council policies:

- Winter Maintenance Policy and Procedures Policy (Policy updated annually)
- Road and Footway Inspection Policy (Delivering Best Value in Highway Maintenance Road and Footway Hierarchy, 19 November 2003)
- Maintenance of Footpaths (7 December 2005)

It is recognised the inspection policy requires to be updated and extended to fully meet the requirements of this asset management plan. (IA3)

4.2 Inspection Regime

4.2.1 Safety Inspections

Safety inspections are designed to identify all defects likely to create a danger to the network users. The table below details the frequency with which these inspection are undertaken. The frequency of inspection is related to the hierarchy shown in Table 1.

<table>
<thead>
<tr>
<th>Cat.</th>
<th>Hierarchy Description</th>
<th>Description</th>
<th>Frequency</th>
<th>Method</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Prestige Walking Zones</td>
<td>Town Centres</td>
<td>Weekly</td>
<td>Walked</td>
</tr>
<tr>
<td>2</td>
<td>Primary Walking Routes</td>
<td>Local Shopping Area and main access routes to Town Centres.</td>
<td>Monthly</td>
<td>Walked</td>
</tr>
<tr>
<td>3</td>
<td>Main Link Footways / Footpaths</td>
<td>Main urban long distance routes serving towns</td>
<td>Monthly</td>
<td>Walked</td>
</tr>
<tr>
<td>4</td>
<td>Link Footway / Footpaths</td>
<td>Footways /paths linking urban areas or busy rural routes.</td>
<td>Monthly</td>
<td>Walked</td>
</tr>
<tr>
<td>5</td>
<td>Local Access Footway/Footpath</td>
<td>Residential Housing Estates</td>
<td>Annually</td>
<td>Walked</td>
</tr>
</tbody>
</table>

4.2.2 Public Utility Inspections

Public Utility inspections are currently undertaken by dedicated inspectors used for this specific purpose.
4.2.3 Reactive Inspections

Reactive inspections are undertaken when a defect is reported by a member the public or from another source, e.g. the police. Reactive inspections are records in the same ways as safety inspections. Third party enquiries can be notify to the council by the following means:

- Website
- Contact Centre
- Writing
- Email
- Phone
- Personal contact at council office
- Via their local councillor

4.2.4 Development Site Inspections

Roads inspectors also visit developments sites where new roads are being constructed which may be adopted in the future by the Council. The inspector is responsible for checking the quality of work and that materials used are compliant with the Council’s specification.

4.2.5 Road Inspectors

Inspections are undertaken by a team of road inspectors split into public utility inspectors and area inspectors. The public utility inspectors are split into two teams, one team looking after the northern area of North Lanarkshire and the second looking after the southern area of North Lanarkshire. The remaining inspectors are split up into areas that reflect the boundaries of the Local Area Partnerships. The inspectors have been trained to undertake various duties which include: General and Safety Inspection, supervision of all types of works undertaken on the network, creation and issue of works instructions to make repairs and measurement of completed works. The inspectors have had HAUC accredited training for the supervision of road works and training on the electronic Roads Works Register for the coordination of all works on the public road network. They have also received training on the electronic Roads Maintenance System which they use to record enquiries and to instruct reactive maintenance works.

4.2.6 Inspection Records

Inspections are currently recorded on a safety inspection record sheet. This sheet is currently stored in a different electronic format depending on the practice adopted by the local area office undertaking the inspection. In the future these inspections will be recorded on hand held electronic data capture devices based on predetermined routes. The data will be downloaded into the Roads Maintenance System which has the added benefit of being on a GIS platform. The development of this inspection regime may take a number of years to implement. (IA4)

The inspection records provide a valuable resource in enabling maintenance works to be planned. They also form the basis of the council defence against 3rd party liability claims.
4.3 Condition Assessment

At present the asset condition is assessed through visual inspection by inspectors and roads and Transportation officers. It is recognised that a more systematic and objective approach to assessing the asset condition is required and this will be developed over the coming years. (IA5)

4.4 Construction/Asset Acquisition

New assets are typically acquired from either adoption or from taking over improvement works completed by contractors on behalf of the council. Typically adoption processes will be well detailed however similar formality does not always exist in relation to new improvement schemes.

At present long term costs of new works are not assessed and the ongoing maintenance liability is not included within the design calculations or added to the service plan. This could lead to the addition of new assets that have overly onerous ongoing maintenance requirements.

As part of the handover of the asset all known information is supplied to the council for analysing and storing. The new asset is only adopted by the Council if it meets the required specification. The above information allows the Asset Manager to link the new asset with others with similar attributes which leads to an allocated maintenance strategy and a corresponding life cycle plan for the remainder of its life.

A formal process is required for ensuring that all newly acquired infrastructure assets are fully integrated into the developed asset management plan. (IA6)

4.5 Routine Maintenance

Routine maintenance works are undertaken on behalf of the Council by its partners Amey Public Services (APS). APS can also be given a proportion of capital schemes if they are proven to be best value to the Council for that work type and they are allowed on tender lists for all other works, which are competitively tendered. APS are bound by a contractual requirement to complete works within timescales set by the Council. Generally inspectors identify and instruct routine works but other Roads and Transportation officers also have the authority to instruct works. Instructions are categorise as follows:-
### Table 4.5 Categorisation of Instructions

<table>
<thead>
<tr>
<th>Cat.</th>
<th>Description</th>
<th>Action</th>
<th>Response</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Emergency</td>
<td>Hazardous defect</td>
<td>Instruction raised immediately (within normal working hours).</td>
<td>Make safe within 1 1/2 Hours.</td>
</tr>
<tr>
<td>2. Emergency</td>
<td>Hazardous defect</td>
<td>Instruction raised immediately (out with normal working hours).</td>
<td>Make safe within 2 Hours.</td>
</tr>
<tr>
<td>3. Urgent</td>
<td>Defect if left untreated could become a hazard</td>
<td>Instruction raised to make necessary repair.</td>
<td>Works to be completed within 5 working days.</td>
</tr>
<tr>
<td>4. Priority</td>
<td>Defect needs repaired but does not require urgent attention.</td>
<td>Instruction raised to make necessary repair.</td>
<td>Works to be completed within 20 working days.</td>
</tr>
<tr>
<td>5. Routine</td>
<td>Defect needs repaired but does not require priority attention.</td>
<td>Instruction raised to make necessary repair.</td>
<td>Works to be completed within 55 working days.</td>
</tr>
<tr>
<td>6. Unspecified</td>
<td>Infrastructure renewal / repair programme.</td>
<td>Instruction raised to undertake works or works included in a Capital programme.</td>
<td>Annual programme of infrastructure renewal / repair Created.</td>
</tr>
<tr>
<td></td>
<td>Cyclic maintenance</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Monitoring of the APS compliance with the above noted timescales is undertaken.

### 4.6 Planned Maintenance: Renewals

The identification of potential maintenance and improvement schemes are first short listed from reports based on a visual inspection undertaken by inspectors when carrying out there normal duties. These reports are then used by technical staff to further refine potential schemes for inclusion in an annual programme of works. Estimated costs are determined before the works are committed to a works programme for inclusion in competitively tendered contracts.

These reports are generally anecdotal and an objective, consistent and recorded approach to gathering this information will be developed in the future, which will include greater guidance on intervention criteria and prioritisation. (IA7)

The Council’s policy, ‘Maintenance of Footpaths’ (07 December 2005), does provide guidance on appropriate treatments for footpaths based on their category and on an assessment of risk to the Council. Further development of the Whole Life Cost principle mentioned in this policy will be
undertaken in future years. This policy also requires to be extended to cover other preventative treatments that are currently utilised on footways, footpaths and cycle ways, such as, slurry sealing and surface dressing. (IA8)

4.7 Disposal

The disposal of footway, footpath or cycle way assets is relatively rare from the perspective of a council disposing of an entire section of footway, footpath or cycleway. However there have been a few occasions where the enforced redundancy of a length of footway, footpath or cycleway has resulted in a ‘stopping up’ order being invoked with the land associated with the redundancy reverting to the responsibility of the land owner, which may or may not be the Council.

5 Investment

5.1 Historical Investment

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>3rd party claims</td>
<td>£k</td>
<td>£k</td>
<td>£k</td>
<td>£k</td>
<td>£k</td>
</tr>
<tr>
<td>Projected Total</td>
<td>79</td>
<td>68</td>
<td>175</td>
<td>273</td>
<td></td>
</tr>
<tr>
<td>Currently paid out</td>
<td>14</td>
<td>0</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Reactive maintenance: Emergency</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Routine maintenance: non Emergency</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Planned maintenance: asset renewals – resurfacing - Preventative</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Planned maintenance: asset renewals – structural maintenance: (Overlay and reconstruction) Corrective</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

*This value includes both corrective and preventative treatments.

** Since it is often difficult to extract footway / footpath costs from contracts also containing carriageway works in some instance this footway / path figure has been estimated.
5.2 Output from Investment

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of 3rd party claims</td>
<td>79</td>
<td>68</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Financial Forecast for Expenditure on Claims</td>
<td>£174,721</td>
<td>£273,053</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>No. of Category 1 Defects</td>
<td>274</td>
<td>282</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cost of Repair of Category 1 Defects</td>
<td>£62,294</td>
<td>£38,361</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>% of Footway / path Resurfaced</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1.6</td>
</tr>
</tbody>
</table>

5.3 Forecasting Financial needs

Sample surveys of footway condition have been undertaken as part of the roads asset management plan development and these indicates that a £2m investment is required to make good defects that could result in pedestrian injuries and claims. As with the refurbishment of carriageways this programme of works would normally consist of shared revenue and capital funding. However with the savings identified and removed from the revenue budgets all footway works will require to be funded from capital. Traditionally footway / footpath investment was at a level of one third of carriageway investment. See appendix G for more detail.

5.4 Valuation

An assessment based on the estimated length and width of the footway, footpath and cycleway within North Lanarkshire, as reported in section 1 above, has calculated a gross replacement cost for these assets of approximately £216 Million.

6. Forward Works Programme

6.1 Existing Programmes

An annual 12 month programme of footway, footpath and cycleway works is produced each year based on the available budgets, with a list of possible schemes held on file within area offices for
future programmes of work. There are no long term programmes for footway, footpath and cycleway maintenance works in place at present.

6.2 Programme Coordination

The application of asset management theology and the development of lifecycle planning in particular will provide the ideal opportunity for greater co-ordination through the co-ordination of programmes over a longer period.

6.3 Option Appraisal

The identification of the appropriate treatment required at an individual location is based at present on the engineering judgement of the responsible officer.

Budget allocation against different work streams is mainly based on historical investment as it is considered that these allocations have over time proved to maintain the asset at a steady state. A recent assessment process has been adopted for this asset type based on a condition rating 1 to 4, with 1 being the best condition and 4 being the worst condition. The results of this evaluation were as follows: Condition 1 46.8%; Condition 2 38.9%; Condition 3 13.1% Condition4 1.2%. Condition surveys will be essential to develop an option appraisal process along with the following considerations:-

- Different available maintenance treatment options
- Maintenance or asset improvement works
- Routine maintenance or planned renewals
- Asset options against 'non asset options' e.g. demand management
- Preventative maintenance as opposed to corrective maintenance activities
- Renewal of asset components or full asset replacement

7 Risk

Risk management is a systematic approach to identifying and dealing with the risks that threaten our plans and projects and impact upon the continuation of service delivery.

The Council's Strategy for Risk management commits us to the 'intelligent management of risk'. That means trying to understand the likelihood and impact of future events be they favourable or
unfavourable, in order to maximise future performance. Risk management is about understanding the things that could help or hinder us in trying to deliver our objectives. This comes down to four very simple questions:

- What’s the worst that could happen to us?
- What’s the likelihood of it happening?
- What would be the impact if it did? and
- What can we do about it (how can we prevent it from happening or what can we put in place to manage it if it should?)

North Lanarkshire Council has developed a risk management framework the purpose of which is to define in a controlled way how risks and opportunities are managed. It sets the context in which risks are identified, assessed, managed, controlled, scored and suggests actions required to minimise the residual risk where appropriate. See appendix H for details.

8 Works Delivery and Procurement

North Lanarkshire Council have, since December 2000, been operating a term Road Maintenance Contract (RMC) with initially partners Amey Roads North Lanarkshire (ARNL) and then, following retendering of the contract in December 2010, Amey Public Services (APS). This current public private partnership contract was let for a ten and a half year period with a potential 3 year extension, based on performance. APS are allocated 90% of the roads revenue budget and undertake reactive, cyclic and some planned works as instructed and directed by the Council. The remaining 10% of the Council’s revenue budget is delivered by private contractors through competitive tendering that acts as a market testing comparison for the RMC.

Roads infrastructure renewal is generally undertaken through the Council’s road capital budget. APS received a proportion of this budget as of right if they are proven to be best value to deliver footway / paths treatments. The remaining capital budget funds other competitively tendered works and APS are automatically included on tender list for this type of work.

The Council operates a List of Contractors for the procurement of road works and all contractors on this list have been pre-vetted for competence before being included on the list. Vetting includes checks on quality, financial, environmental and health and safety statements provided by the contractor. Site audits are also undertaken if a contractor on the list is awarded a contract to verify that their practice and policy are the same. Contractors can be suspended or removed from the list if they fail to meet the necessary criteria following submission of an appropriate improvement plan. Therefore treatment types and processes, which are decided by the Roads engineering staff, are procured through competitive tendering of contracts awarded on a lowest cost basis.
9 Performance Measurement

SCOTS and ASPSE have now developed national performance indicators applicable to the footway, footpath or cycleway asset and the Council has recently returned their indicators for comparison with other authorities.

10 Future Strategies

Documenting a lifecycle plan should enable the evolution strategies for the management of the asset. Focusing on better long term outcomes may identify a need to invest in different treatments or in different parts of the asset.

11 Action Plan

<table>
<thead>
<tr>
<th>Number</th>
<th>Action</th>
<th>Proposed Implementation Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>IA1</td>
<td>Determine scope of inventory data collection required for RAMP and action recommendations.</td>
<td>Await response from OS about utilising polygons to capture data. Next meeting is in November 2012</td>
</tr>
<tr>
<td>IA2</td>
<td>Identify data requirements for storage and retrieval. Define a process for collection and updating data.</td>
<td>Await response from IA1</td>
</tr>
<tr>
<td>IA3</td>
<td>Update and extend inspection policy including listing assets by hierarchy. Implement policy.</td>
<td>Inspection policy to be reviewed by 31.03.13. Implementation to follow shortly thereafter.</td>
</tr>
<tr>
<td>IA4</td>
<td>Develop an inspection regime based on a GIS platform.</td>
<td>31.03.13</td>
</tr>
<tr>
<td>IA5</td>
<td>Develop a process to obtain an objective condition assessment of the asset.</td>
<td>31.03.13</td>
</tr>
<tr>
<td>IA6</td>
<td>Update process for adopting and recording new assets.</td>
<td>31.03.13</td>
</tr>
<tr>
<td>IA7</td>
<td>Develop an option appraisal and treatment policy.</td>
<td>31.03.13</td>
</tr>
</tbody>
</table>