

Annual Local Authority Road Maintenance Survey

2018

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About the ALARM survey

Each year the Asphalt Industry Alliance (AIA) commissions an independent survey of local authority highway departments in England and Wales.

Its aim is to take a snapshot of the general condition of the local road network, based on information provided directly by those responsible for its maintenance, thus providing a means of tracking any improvement or deterioration. At the same time, questions are asked related to funding, the type of maintenance carried out and the issues affecting maintenance service levels, to help provide context to the results.

Questions in the survey relate predominantly to the maintenance of the carriageway itself – the road surface and structure – and only that part of the total highway maintenance budget which addresses the condition of the carriageway specifically. The total highway maintenance budget covers other significant areas of expenditure including structural work to bridges, street lighting, cyclical maintenance for example grasscutting, checking traffic signals and the replacement of street furniture, which are excluded from this survey.

This is the AIA's 23rd annual survey. Just over 60% of authorities responsible for roads in England and Wales responded and the report summarises the key findings.

The survey was carried out during December, January and February 2018. Unless otherwise stated, the findings are based on the financial year 2017/18. Where this information was unavailable, figures for the calendar year 2017 were requested.

There are four authorities in England, and one in London, which have Private Finance Initiative (PFI) contracts in place to fund and manage their highway maintenance programmes over a 25-year period. These are not included in the survey.

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The ALARM survey 2018 includes the findings of both quantitative and qualitative research. Submissions received have been extrapolated to represent the 114 local authorities in England without a PFI, 22 in Wales and 32 in London. The results have been collated, analysed and verified by an independent research company. ALARM survey reports from previous years can be accessed via our website www.asphaltuk.org. A broad range of other road-related statistics are collated on RoadFile: www.roadusers.org.uk

Acknowledging ALARM

The Asphalt Industry Alliance is happy for journalists, researchers, industry organisations, government departments and others to use and/or quote the findings of ALARM 2018. We do ask that it is acknowledged as your source – referencing it as the AIA's ALARM survey 2018 – both in main body copy and in any supplementary notes.

Please contact our press office on: 020 7222 0136 or email: info@asphaltuk.org if you have any queries about this.

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For further information about the ALARM survey contact:

AIA Press & Information Office, WestPoint, 78 Queens Road, Bristol BS8 1QU +44 (0)20 7222 0136 info@asphaltuk.org

- ♥ @AIA_Asphalt
- asphaltuk.org



Too little, too late?

Introduction by Rick Green, Chairman, Asphalt Industry Alliance

he most staggering finding from this year's ALARM survey has to be the sheer scale of local roads in England and Wales that need imminent repair. It's unfathomable to think that you could drive almost around the world on the length of local authority roads that could fail if they are not fixed in the next 12 months – but that is the reality.

It makes me question how we have arrived at this point and whether our local road network is ready to meet the changing needs of our economy in a post-Brexit world – a future also expected to include connected and autonomous vehicles, which will rely on roads that are fit for purpose.

There is no question that local roads are a vital asset, worth in the region of £400 billion, and that their condition supports both economic productivity and social connectivity. However, funding for their adequate maintenance has fallen short for so many years that the rate of deterioration continues to accelerate.

The DfT's local highway maintenance funding for English authorities is now

around £1.2 billion a year – the highest it's been in over a decade. Local authorities are also in receipt of other central government funds from devolution deals, local enterprise partnerships and the like, as well as funding from their own sources, including council reserves and borrowing. Despite all this, the total spend is still way short of the amount needed to halt the decline.

Local authorities have reported an increase in average highway maintenance budgets – up from £17.1 million in ALARM 2017 to £20.6 million – although looking back over the last decade, budgets have barely kept in line with inflation. This year's figures also hide a wide disparity between the winners and losers, with some councils spending £100 million and others less than £1 million.

But when it comes to road condition, it's hard to establish if the benefits of the reported increase in spending have yet to be felt or it's too little, too late, as one in five of our local roads is now classed as structurally poor, meaning they have less than five years' life remaining. Highway teams in England and Wales report that the gap between the funds they received in 2017/18 and the amount they actually needed to keep the carriageway in reasonable order is approaching £556 million – a shortfall of £3.3 million for every authority. And it would now take 14 years to get local roads back into a reasonable steady state, provided of course they had adequate funds and resources.

We accept that there is no magic wand to wave, nor is there a bottomless pot of money to tap into. There are difficult choices to be made at both local and national level but the government needs to provide adequate funding for a well maintained and safe local road network if it wants to support communities and drive economic growth.



Key facts 2017/18



Detailed key findings can be found on page 16.

NORTHERN COUNCILS RECEIVE A THIRD LESS THAN COUNCILS IN THE SOUTH

Highway maintenance budgets

ocal highway authorities in England and Wales, including London, are responsible for over 204,000 miles of roads. (Source: DfT, Road lengths in Great Britain, 2016). This represents 97% of the total road network and has a reported asset value of approximately £395 billion.

Highway maintenance is just one area of local authority responsibility and feedback suggests the proportion of total expenditure allocated to this sector in 2017/18 is 6.3% in England, 10.5% in London and 3.5% in Wales.

This is funded by central government – through Transport for London (TfL) in the capital and the Welsh Assembly Government (WAG) in Wales – as well as other local authority funding, including prudential borrowing, use of capital reserves and monies collected through parking charges, fines and other fees.

In England (excluding London) the reported average local authority budget for highway maintenance increased by 20% to £26.2 million (2016/17: £21.8m), 55% of which is funded by central government. This budget comes predominantly from the Department for Transport (DfT), which allocated £1.231 billion to local authority highway maintenance for 2017/18. DfT funding is split into several pots: some is needs-based, which is not ring-fenced, while others are incentive-based or bid-for funds, which are ring-fenced specifically for highway improvements.

Incentive-based funding was introduced in April 2016. To secure this element, which will represent a quarter of all DfT funding available to highway teams in England by the next (2018/19) financial year, local authorities must respond to an annual self-assessment questionnaire covering asset management, resilience, customer satisfaction, benchmarking and efficiency, and operational delivery.

Overall average highway maintenance

Budget 2017/18



Includes bridge maintenance and structural work, cyclical maintenance (such as sweeping, grass cutting, checking traffic signals and replacing street furniture) and maintaining street lighting



Local authority central and local **income streams**

Central government (DfT and other) v local authority (borrowing, reserves, other) (%)



The results determine which of three bands they are placed in – and therefore how much additional funding they can expect to receive – with band 1 at the lowest end and band 3 at the highest.

The approach aims to promote efficiency improvements and reward success. Local authorities still in band 1 in 2020/21 will receive no incentive funding at all and band 3 must be reached by 2018/19 if councils are to maintain 2015/16 DfT needs-based funding levels.

Responses show there has been another marked improvement in the number of local authorities placing themselves in the highest band, which has increased from 45% last year to 84% this. Qualitative research highlights that authorities are generally

DfT Incentive Fund

English authorities (excluding London)



supportive of this shift in allocating funds and efficiencies have been achieved as a result.

In addition, English authorities have received monies through 'top-up' sources such as the DfT's Pothole Action Fund, while a number were also successful in bidding for Challenge Fund, National Productivity Investment Fund and Safer Roads Fund money for specific improvement schemes. Some English authorities have also seen additional central government funding through initiatives such as growth and devolution deals. Significantly, around 45% of highway budgets has come from local authorities' own sources. It feels like I am playing Russian roulette: each year we question whether we will receive enough funding to keep our roads in a steady state.

> Our ageing local road network has seen years of under-funding and now we have to be prepared for the tidal wave of deterioration that is on the horizon.

Quotations used in this survey are from local authority highway officials.

Highway maintenance budgets continued

Respondents in London have seen a 22% increase in their overall highway maintenance budget, up from an average of £7.5 million last year to £9.2 million, a return to a similar level reported in ALARM 2016.

Budgets reported by Welsh authorities have seen a slightly smaller increase of 17% to £8.1 million in 2017/18 (2016/17: £6.9m).

However, all of the average totals hide a wide disparity that exists between those seeing increased funding (both from bidding for additional DfT funds and from local authority sources, including borrowing) and others who have seen their budgets cut and funds diverted to other areas of council expenditure, notably education and social care. In England and London, a third of respondents have seen their total highway maintenance budget cut, while in Wales only one third have seen their budget increase.

Overall, the total highway maintenance budget across England and Wales has increased by around 20%, year on year, to £3.46 billion (2016/17: £2.88bn). Figures from a decade ago, however, reported this annual figure as £2.7 billion, highlighting that budgets are barely keeping pace with inflation.

The percentage of this overall budget spent on the carriageway itself (the carriageway maintenance budget) is an average of 56% across the ALARM universe, down from last year as more funds are needed to repair other areas of the ageing highway infrastructure such as bridges and street lighting.

Consequently, total carriageway maintenance expenditure across England and Wales in 2017/18 was around £1.93 billion, up again on last year (£1.66bn).

The vast majority of local authorities (89% of responses) spent all of this allocation with about one fifth (22%)

Up from 8%



Up from 20%

Up from 20%

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Highway/carriageway maintenance trends

Total highway maintenance budget in England and Wales (£bn)



Carriageway maintenance budget

Annual average per authority (£m)



Carriageway maintenance budget needed

Annual average per authority (£m)



One-time catch-up costs

Estimate per authority (£m)



Highway maintenance budgets continued

reporting an overspend due to a wide range of factors including adverse weather conditions, schemes carried over from the previous financial year and the scope of projects changing at the point of delivery. Feedback also flagged rising overhead and supply chain costs as an additional budgetary challenge.

The average proportion of the carriageway maintenance budget spent on reactive maintenance (that not planned for at the beginning of the year) has dropped in all areas to 18% in England and 25% in both London and Wales.

These figures acknowledge that unforeseen circumstances can create an immediate need for maintenance to keep the roads safe and serviceable. It is extremely difficult for councils to predict the percentage of budget required for this kind of work but it is generally agreed that around 14% could be considered the ideal.

Unforeseen costs

Adverse weather conditions, particularly wetter winters with more intense downpours, coupled with increased volume and weight of traffic and the age of the network can result in structural failures.

The impact is particularly acute on poorly maintained, less resilient roads, where water can penetrate existing cracks or defects, leading to the formation of potholes and, in time, undermine the entire structure of the road.

In England there has been a large drop in the number of respondents who had to cope with unforeseen costs over the last year (2016/17: 43%; 2017/18: 28%), primarily as a result of milder winter weather. In London the figure was in line with last year (53% last year; 54% this), while in Wales the number shot up from 56% (2016/17) to 75% (2017/18), as the

Proportion of carriageway maintenance budget spent on reactive maintenance



Longer term funding **Reported ideal term of funding** England and Wales



region was hit by the worst flooding for 50 vears.

The average additional cost incurred in England has fallen to £938,600 (2016/17: £8.3m) while London's average bill has dropped for the third successive year to £191,200 (2016/17: £272,000). Wales has seen the average additional cost rise to £373,300 ((2016/17: £213,000).

Longer term funding

All respondents agreed that guaranteed, longer term funding helps increase efficiency and provide a more durable road network. Security of funding helps authorities plan with more confidence and drive greater efficiencies. Previous research carried out by the AIA demonstrated that planned preventative maintenance is 20

times less expensive per square metre than reactive work, such as patching and mending potholes.

Budget shortfall

The shortfall is the difference between the annual budget that highway departments calculate they require to keep the carriageway in reasonable order and the actual budget they receive.

The shortfall in annual carriageway maintenance budget reported this year is £555.7 million, the equivalent of a funding gap of £3.3 million per authority.

In England the figures show a continued fall from £5.0 million per authority last year to £3.4 million this year. This decline is also identified in Wales, (from £3.7m to £3.1m) however. London bucks the trend with a 20% increase in the reported shortfall from £2.5 million in 2016/17 to £3 million in 2017/18.

The real extent of the shortfall could be being masked by the fact that half (51%) of English and Welsh authorities report transferring capital funds, intended for highway improvements, to supplement traditional revenue budgets for maintenance work. Of course, carrying out road maintenance as part of capital works still leads to highway improvements, regardless of funding stream.

Addressing the shortfall

Each year the ALARM survey asks highway departments to estimate how much it would cost to bring their road networks up to scratch (assuming they had the resources in place to make it practical to do so as a one-off project). This would be the condition from which longer term and cost-effective, planned preventative maintenance programmes could be put into place, reducing the future cost of more extensive repairs or replacement.

The estimate for this one-time "catch-up" cost has fallen by almost 23% this year to £9.31 billion from £12.06 billion reported last year. This is an average of £72.3 million per authority in England; £14.6 million in London and £27.4 million in Wales.

Maintenance backlog

Highway departments reported that it would now take 14 years to get local roads back into a reasonable steady state, if adequate funding and resources were in place. This is up slightly on the 12 years reported in ALARM 2017.

Qualitative feedback suggests that maintenance underfunding over many years takes the resultant condition off the projected and planned deterioration curves, resulting in more effort and cost to get the network back to target condition.

Budget shortfall

Average annual carriageway maintenance budget received and average shortfall, £m (2016/17 in brackets)



Addressing the shortfall

Average one-off investment required to clear carriageway maintenance backlog per authority, £m (2016/17 in brackets)



Maintenance backlog

Average time needed to clear maintenance backlog (2016/17 in brackets)

14 (12) years

You have to ask yourself: Is bidding for funds an efficient use of resources? All we can afford to do is keep re-icing the cake, but the cake itself is crumbling and needs to be remade.

Road condition

Well-managed highways

In 2017 the new *Well-Managed Highway Infrastructure Code* was introduced to support the adoption of an integrated asset management approach, based on the establishment of local levels of service through risk-based assessment.

Local authorities report they are working towards compliance with the Code, with 92% in England; 100% in London; and 63% in Wales on course to meet the October deadline.

Structural road condition

There has been little change in the overall structural road condition reported in England and Wales with the percentage of roads considered good (with 15 or more years of life remaining) fair (5-15 years of life remaining) and poor (less than five years of life remaining) staying stable.

The exception is London, where the percentage of roads classed as good has increased to 51% (2016/17: 45%), while those classed as fair has dropped by a third to 26%. The percentage of the network classed as poor in the capital also rose, from 16% last year to 23% – an increase of 43%.

Overall, 20%, or one in five local roads, is now rated as poor – having less than five years of life remaining. This is equivalent to 40,082 miles of the local network.

Road Condition Index (RCI)

The RCI features three condition categories – GREEN, AMBER and RED – across three road classes – principal, classified (nonprincipal) and unclassified – and compares current road conditions against these targets. Local authorities can adjust the precise definitions of the categories to reflect the individual nature of their networks. However, in general, GREEN defines lengths where the carriageway is in 'a good state of repair'; AMBER is for lengths where 'some deterioration is apparent' which should be investigated to determine the optimum time for planned maintenance and RED is for lengths of carriageway 'in poor overall condition', likely to require planned maintenance within a year or so.

English councils only achieved targets in the GREEN category for principal roads. Roads in London come in below target in all categories, with Welsh councils faring only slightly better.

This road report card underlines two main trends in local authorities' approach to local highway maintenance:

Structural road condition

Percentage of roads in good, adequate and poor condition

KEY:

GOOD: 15 years or more life remaining
 ADEQUATE: 5-15 years' life remaining
 POOR: less than 5 years' life remaining



Firstly, there is continued prioritisation on principal roads. The real impact of this on the resilience of the overall local network only becomes more apparent when the RCI figures reported are overlaid onto road lengths. For example, English authorities' target of 71% of principal roads to be classed as GREEN, equates to just 11% of England's local road network in mileage terms. Similarly, the current condition level of 59% GREEN for unclassified roads in England, actually means that more than 41,600 miles of unclassified roads are currently in the AMBER or RED category.

Extrapolating these condition numbers over the whole of the local road network across England, Wales and London, highlights that almost 40% of the local road network, or 77,570 miles – is currently classified as AMBER or RED. This includes over 24,400 miles of road identified as RED – requiring maintenance within the next year or so.

Secondly, qualitative feedback suggests that local authorities are adjusting the target condition parameters to reflect what is deliverable given their continued budget challenges.

Setting out the link between road conditions, economic vibrancy and thriving communities, is of increasing concern to policy makers and this year, for the first time, respondents were asked about this. Around three quarters of local authorities stated that they do already consider the socio-economic benefit of works when determining maintenance priorities. However, feedback indicates they have yet to find a meaningful and cohesive way of financially accounting for this process.

Potholes

Over the last decade, the ALARM survey has reported that 17.9 million potholes have been filled, at a cost exceeding £1 billion.

Money from the Pothole **Fund and National Productivity Investment** Fund has propped us up and kept us going this year but one-off wins are not a sustainable source of funding.

Road condition continued

Road Condition Index

by road category (%)

KEY: GREEN: carriageway in a good state of repair

AMBER: carriageway where some deterioration is apparent
 RED: carriageway in poor overall condition – likely to require maintenance in the next 12 months

		PRINCIPAL		NON-PRINCIPAL		UNCLASSIFIED	
		TARGET	ACTUAL	TARGET	ACTUAL	TARGET	ACTUAL
GREEN	England	≥71	73	≥67	66	≥61	59
	London	≥74	69	≥73	66	≥69	62
	Wales	≥72	70	≥68	64	≥56	54
AMBER	England	≤20	23	≤22	27	≤24	26
	London	≤21	24	≤21	20	≤20	18
	Wales	≤24	27	≤27	30	≤34	34
RED	England	≤3	4	≤5	7	≤12	15
	London	≤4	7	≤6	14	≤11	20
	Wales	≤4	3	≤6	6	≤14	12

Since 2015, when the number of potholes filled reached record levels (2.67 million), the number filled each year has been steadily declining and this trend continues. This is a positive move as it may reflect a shift towards more efficient wholelife asset management.

The decrease by region is reported as: 14% in England; 21% in London and 7% in Wales. Nevertheless, potholes are symptomatic of poorly maintained roads and potential underlying structural issues. At 1.5 million, the total number filled is equivalent to one pothole being repaired every 21 seconds in England and Wales.

Around 65% of authorities responding to the ALARM survey use the guideline



RED: carriageway in poor overall condition – likely to require maintenance in the next 12 months

depth of 40mm to define a pothole, with this definition largely unaffected by the introduction of the new *Well-Managed Highway Infrastructure Code.* As the effect of a pothole can vary dramatically depending on its location and the nature of the traffic on the road, depth definition is not always the only means of prioritising repairs.

The disparity in cost between filling potholes as part of a planned programme of carriageway repairs and as a reactive repair is again apparent. Taking an average cost for filling a pothole across each region, the total amount spent in England and Wales is estimated at £94.9 million, the lowest figure reported since ALARM 2014.

Road surfacing frequency

Replacing the surface layer of roads at regular intervals maintains an appropriate level of grip, vital for road safety, and guards against water ingress and freeze-thaw effects by maintaining a weatherproof seal on the road's surface.

Taking into account the lifespan of particular materials, the type of road and the level and nature of its traffic, the recommended frequency of road resurfacing is between 10 and 20 years – an ideal again only achieved on principal roads in London.

English councils have seen a marked decrease in road surfacing frequency reporting, on average, for all classes of road, a jump from once every 55 years, to once every 92 years. For unclassified roads the leap is even more pronounced – going from 87 years, last year, to once every 132 years.

Figures for Wales also show a dramatic change, with a figure of once every 71 years now reported for the frequency of resurfacing for all roads, while there has been a more modest shift in London.

Utility company road openings

Local authorities are spending an average of £1.3m (11%) of their carriageway maintenance budget each year addressing premature maintenance arising from utilities openings. Opening a road to create a trench can reduce its structural life by up to 30% and the continuing high level of utility openings in England and Wales can have a detrimental effect, even though the majority (85% based on responses received) are completed in accordance with legislation.



Road surfacing frequency

Average frequency (years) of surfacing by road category with change from 2016/17



Road user compensation claims

Road user compensation claims

The amount of time and money spent settling claims is £28.3 million. The figures indicate that almost 82% of claims relate specifically to pothole damage but a small number of local authorities have experienced high individual claims for significant incidents.

North/south divide

Local authorities in the north have responsibility for 45% of the local road network in England and Wales, but receive, on average, two-thirds of the overall highway maintenance budget enjoyed by those in the south (£19.32m in the north; £26.95m in the south). The annual shortfall reported for northern authorities is £4.1 million; 52% higher than those in the south (£2.7m).

Northern authorities would need an average of £65.2 million to carry out a one-time catch up, in comparison with the £57.8 million authorities in the south say they need.



The north/south divide split is based on a University of Sheffield definition, 2007

Utility company openings

Number of utility openings in past year (average per authority)



Road user compensation claims

Number of claims in past year (average per authority) plus cost (£) of dealing with claims



We are having to carry out cheaper, short-term repairs to keep the roads going but that means we will be faced with a large number failing at the same time. The condition of our roads is getting worse which means we are facing more compensation claims which is diverting more money away from maintenance work. It's a vicious circle.

We need to think long and hard about building new roads. If we don't have enough money to maintain the existing roads, how are we going to be able to maintain new ones?

Key findings

	TOTAL*	England**	London	Wales
Percentage of authorities responding	• 61%	11%		J 36%
Highway maintenance budgets				
Average highway maintenance budget per authority	1 £20.6m	1 £26.2m	1 £9.2m	1 £8.1m
Percentage of highway maintenance budget spent on carriageway	● 56%	● 56%	4 9%	163%
Average carriageway maintenance budget	11.5m	14.7m £14.7m	1 £4.5m	1 £5.1m
Shortfall				
Shortfall in annual carriageway maintenance budget	1 £555.7m	↓ £389.0m	1 £97.6m	↓ £69.1m
Average annual carriageway maintenance budget shortfall per authority	● £3.3m	↓ £3.4m	1 £3.0m	\$ £3.1m
Estimated time to clear carriageway maintenance backlog	14 years	13 years	\rm 9 years	1 24 years
Estimated one-time catch-up cost	\rm £9.31bn	↓ £8.24bn	● £465.9m	1 £603.4m
Estimated one-time catch-up cost per authority	1 £55.4m	● £72.3m	● £14.6m	1 £27.4m
Road condition				
Frequency of road surfacing (all road classes)	178 years	1 92 years	31 years	171 years
Number of potholes filled over past year	• 1,534,175	1,342,592	0,104	131,479
Average number of potholes filled per authority last year	9,132	J 11,777	1 ,878	5,976
Average cost to fill one pothole – planned	1 £52	1 £49	● £56	1 £61
Average cost to fill one pothole – reactive	1 £75	1 £74	● £89	1 £60
Total spent filling potholes in past year	● £94.9m	● £82.6m	● £4.4m	£ 7.9m
Compensation claims				
Amount paid in road user compensation claims	1 £7.3m	1 £6.7m	● £564.6k	↓ £35.2k
Staff costs spent on claims (per year)	1 £21.0m	12.8m 👔	1 £7.6m	1 £554.7k

* England, London and Wales

** excludes London

Up from ALARM survey 2017
 Down from ALARM survey 2017

Same as ALARM survey 2017

About the AIA



Asphalt Industry Alliance

The Asphalt Industry Alliance (AIA) is a partnership of the two principal bodies which represent the suppliers of raw materials used to produce asphalt, as well as asphalt producers and laying contractors: the Mineral Products Association (MPA) and Eurobitume UK. It draws on the knowledge and resources of each association and its members.

The AIA was established in 2000 to increase awareness of the asphalt industry and its activities, and the uses and benefits of asphalt. Asphalt is the generic term used to refer to the range of bitumen coated materials available in the UK that are used in road construction and surfacing. Asphalt also has other, non-road applications such as airport runways, sports arenas and parking areas.

Mineral Products Association

MPA Asphalt is part of the Mineral Products Association (MPA) – the trade association for the aggregates, asphalt, cement, concrete, dimension stone, lime, mortar, and silica sand industries. It continues to have a growing membership since its formation and is the sectoral voice for mineral products.

MPA Asphalt represents the interests of its asphalt producer and contractor members through representation and liaison with national and European clients, specifiers, regulators, researchers and standards bodies as well as with trade associations from other countries and related industry sectors. It also funds research into asphalt and its uses and operates the Asphalt Information Service which provides general guidance and information on the use of asphalts in the wide range of their applications.

Eurobitume UK

Eurobitume UK is the trade association of the UK bitumen supply industry and its members produce most of the UK's bitumen. Almost all of this is used in the construction and maintenance of bituminous, or asphalt roads, which account for over 95 per cent of all UK roads.

Eurobitume UK is a consultative body formed to promote the technical benefits of bitumen to the construction industry; to provide the industry with information and advice; and to fund research into bituminous products. It also works with contractors and authorities on issues relating to the use and recycling of bituminous materials.

It is involved in the development of industry policy on quality assurance and standards relating to issues such as safety, storage and the handling of bitumen as well as the development of specifications and test methods for bitumen.





Pictures Cover: Mick Sinclair / Alamy All others: insidethepicture.com



AIA Press & Information Office WestPoint, 78 Queens Road Bristol BS8 1QU

☐ +44 (0)20 7222 0136 ☑ info@asphaltuk.org @AIA_Asphalt ⊕ asphaltuk.org