

	<h2>Hendon Area Committee</h2> <h3>30 March 2016</h3>
<b>Title</b>	<b>Highways Planned Maintenance Programme 2016/17</b>
<b>Report of</b>	Commissioning Director for Environment
<b>Wards</b>	Colindale, Hale, Edgware, Hendon, West Hendon, Mill Hill Burnt Oak
<b>Status</b>	Public
<b>Enclosures</b>	Appendix A: Proposed Works by Wards during 2016 / 2017 Appendix B: Footway Programme Prioritisation process flow chart Appendix C: Structures Schemes List Appendix D: Drainage Schemes List
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## Summary

This report requests that the Area Committee note the decision of the Environment Committee on 11 January 2016 as highlighted in section 1 of the report.

The Area Committee are requested to consider and comment on the context of the report and the constituency's proposed works for 2016/17 as agreed by the Environment Committee on 11 January 2016.

## **Recommendations**

1. That the Area Committee note the report and the decision made by the Environment Committee on 11 January 2016
2. That the Area Committee are requested to consider appendix A to the report and comment on the proposed works by wards during 2016 / 2017 which are therefore relevant to the constituency.

### **1. WHY THIS REPORT IS NEEDED**

- 1.1 On 11 January 2016 the Environment Committee approved the planned maintenance programme for 2016/17 as highlight here:

*The Committee approves the 2016/17 planned maintenance work programme consisting of carriageway / footway renewal and other highway maintenance works as listed in Appendix A of this report at a cost of £13 million subject to final to final consultation with ward members to be funded from the Year 2 allocation of the already agreed £50 million five year Network Recovery Plan agreed in December 2014 and noting the operational difficulties regarding the surface dressing programme during 15/16 the proposed programme for years 3,4,5 for the surface dressing be postponed until such time as this committee is satisfied with the existing 15/16 works as well as 16/17 programme of surface dressing.*

*The Committee notes that the Policy & Resources Committee will be requested to consider a carry forward into 2016/17 of the 2015/16 Capital allocation of £2 million for footway works at their February 2016 meeting.*

*That the Committee agrees the proposed investment proportions detailed in paragraph 5.2.3 of the report.*

*That subject to the overall costs being contained within agreed budgets, the Commissioning Director for Environment be authorised to instruct Re to :*

- i.) *Give notice under Section 58 of the New Roads and Street Works Act 1991 of the Council's intention to implement the highway works shown in Appendix A by advertising and consulting as necessary with public utility companies and Transport for London (TfL) for schemes proposed to be implemented during 2016/17.*
- ii.) *Implement the schemes proposed in Appendix A by placing orders with the Council's term maintenance contractors or specialist contractors appointed in accordance with the public procurement rules and or the Council's Contract Procedure Rules as appropriate.*

- 1.2 Following the Environment Committee meeting on 11 January 2016 and in Further consultation with Members of the Council the Commissioning Director for Environment presents to each of the Council's Area Committee the proposed works by wards during 2016 / 2017 for consideration.

This report provides a list of schemes for delivery in Year 2 of the Network Recovery Plan Programme which will continue to substantially increase the percentage of carriageway and footway treated every year by using more planned preventative type treatments and less costly, reactive treatments. The aim is to treat at least 10% of the whole of the carriageway network and 5% of the footway network per year over the next five years.

## **2. REASONS FOR RECOMMENDATIONS**

- 2.1 The recommendations are written to provide representatives from each Ward with a formal opportunity to consider the planned maintenance programme for 2016/17 which will allow the Council to deliver and develop the planned maintenance programme for future years.
- 2.2 The Highways Act 1980 (HA 1980) sets out the main duties of highway authorities in England and Wales. Highway maintenance policy is set within a legal framework. Section 41 of the HA 1980 imposes a duty to maintain highways which are maintainable at public expense and almost all claims against authorities relating to highway functions arise from an alleged breach of this section. The HA 1980 sits within a much broader legislative framework specifying powers, duties and standards for highway maintenance.
- 2.3 The Council has a duty to ensure that the statutory functions and responsibilities in relation to those highways for which the local authority is responsible are discharged. The Authority also has a duty to ensure a safe passage for the highway user through the effective implementation of the legislation available to it, principally the HA 1980, and in particular Section 41, of the Act.
- 2.4 Planned highway maintenance is generally funded by Capital Funding. Capital allocations are also made by Central Government through the Local Implementation Plan ("LIP") process taking into account factors such as road lengths, classification, traffic figures and road condition data derived from the condition indicators, UK Pavement Management System (UKPMS), National Road Maintenance Condition Survey (NRMCS) and condition surveys. Revenue allocations funding, which covers mostly reactive maintenance, is generally provided from a combination of local council tax and other Government Revenue Support Grants. Funding is further sought from Private Developers, secured as planning obligation under S106 of the Town and Country Planning Act 1990. It is important to ensure that realistic benefit is obtained for highway maintenance from contributions in respect of new developments.

- 2.5 The programme proposed in this report was developed using condition surveys undertaken by external companies to a defined national standard, scheduled safety inspections and ad-hoc inspections (resulting from customer care service requests and insurance claims), highway inspectors with the relevant local knowledge as they walk all the streets regularly, some of them monthly, to assess the overall condition in terms of likelihood of future defects, and detailed walked inspections to validate locations which have been highlighted to be in the worst condition applying guidance on Network Recovery Plan whole life cost principles.
- 2.6 In recent years the surveys on the Borough's roads have been carried out by Appia by using the L B Ealing Framework contract, which the Council agreed to adopt. The condition surveys on the Council's principal and classified roads are commissioned through the London Borough of Hammersmith and Fulham and largely financed by TfL. Highway officers and inspectors have contributed to the process by providing an independent assessment of the condition of the highway, following a visual survey. Officers inspected all the individual roads suggested by members of the public, Ward Councillors and Highway Inspectors as requiring maintenance.
- 2.7 Schemes have been prioritised based on their known condition. In order to achieve best value for the investment, the proposed carriageway treatments include surface dressing and micro asphalt with patching as required, as well as a resurfacing programme. Using the previous Appia surveys, officers have visited all the proposed sites and carried out condition assessments. The condition assessment scores combined with the hierarchy scores (defined in the Operational Network Hierarchy) have been used to prioritise and compile Appendix A. The hierarchy score has been created by ranking each of the 2,000 plus roads in the borough with a "Hierarchy Factor" which covers the amount of traffic carried, the presence of schools, hospitals, etc. Those that are ranked highest are likely to be prioritised for inclusion in the 2016/17 programme in accordance with the available budget. The benefit of the ranking process will be that should additional funding become available during the year the next highest ranked road will be brought into the programme.
- 2.8 Under Section 58 of the New Roads and Street Works Act 1991, the Highway Authority is required to issue a statutory three-month Notice to Utility companies of its intention to carry out substantial road works on the public highway. This requirement is aimed at preventing or restricting streets being dug up soon after they have been resurfaced for major works. This is a legal notice which is served on all the statutory undertakers who carry out work in the Borough. The Highways Authority is required to commence the works within one month of the date specified in the notice. The restriction on statutory undertakers carrying out street work applies for a period of 36 months after the works have been implemented. However, Utility companies can still carry out emergency and service connection works by just notifying the Highway Authority. The Notice will be published in the London Gazette and sent to all the utility companies for co-ordination.

- 2.9 The Traffic Management Act 2004 introduced a new hierarchy of Strategic Roads for London where the London Boroughs retain highway and traffic authority responsibilities but for which Transport for London (TfL) has oversight. This requires the Council to notify TfL, or both TfL and neighbouring boroughs, if the proposed maintenance works are likely to affect traffic operations on a strategic road in its own area. The Council aims to implement all the schemes safely, with minimum traffic congestion and TfL will be provided with the necessary information within the stipulated timescales. The contractor will have in place a Health and Safety Plan for implementing these schemes safely.
- 2.10 Appendix A lists all the proposed carriageway treatments and footway relay schemes in each ward to be undertaken in 2016/17. Where appropriate, the table shows the section of the street that will be treated. Relevant information about the work in each location will continue to be provided in advance to all Ward Councillors and residents by letter along with advanced signing. In order to maximise improvement to the street scene, action will be taken to tidy up associated infrastructure and generally reduce street clutter.
- 2.11 The Council's highway structures consists of some 77 bridges and culverts and the last complete load assessment was carried out more than twenty years ago. Consequently, the validity of the old load assessment has now expired. Since then two structures were load assessed in 2014/15, following funding by London Bridge Engineering Group (LoBEG). Using the Network Recovery funding of 2015/16 another 40 structures have been load assessed this financial year. It is therefore proposed that the remaining 35 structures would be load assessed in the forthcoming financial year 2016/17, as shown in Appendix C. The cost of each load assessment is estimated at £8,000-£10,000 per structure, requiring an initial investment of £250-£320K. It should also be noted that some of the assessed structures are likely to require strengthening measures and an allowance of £500k per year is recommended for this work. The total proposed spending on Structures for 2016/17 is therefore £820K.
- 2.12 The Flood and Water Management Act 2010 places several additional duties on all Local Authorities; one of these duties is to prepare and maintain an asset register of flood related structures and another is to coordinate and reduce all types of flooding. Following a serious flooding event on 27<sup>th</sup> of June 2009 which resulted in the closure of the A406 North Circular Road and another flooding event in June 2012 that resulted in property flooding, surveys and a study has been carried out on the Decoy Brook catchment, using the Network Recovery funding of 2015/16. A more detailed study is also being carried out at Mill Hill Circus. A grant of £45K has been received from the Environment Agency for these two studies this financial year. Further studies are being proposed for the forthcoming financial year 2016/17 to target "Critical Drainage Areas" where the risk of flooding is higher. Ten Critical Drainage Areas have been prioritised for assessment in 2016/17 and these are shown in Appendix D. It should be noted that the results of these studies would be used to make bids to DEFRA/EA for implementing flood reduction measures. In addition, essential maintenance work is proposed on ditches

and other drainage assets to reduce further the risk of flooding. Also, the preparation of the Council's Flood Risk Management Strategy (FRMS) is proposed for next year. The total proposed spending on drainage for 2016/17 is £250K.

- 2.13 In recent years the road markings on the road network have been maintained on a responsive basis. Considering the important role they play in reducing road accidents, it is proposed that this practice is improved by introducing a cyclic programme to renew all road markings in the Borough every five years. This will ensure that all road markings are renewed regularly thereby keeping the road network in a safe condition. In 2015/16 and using the available Network Recovery funding the road markings of all Zebra and pelican crossings in the Borough have been renewed along with a refresh of a quantity of white roadmarkings. A further allocation of £100K is proposed for 2016/17 to continue with the road marking cyclic renewal programme.
- 2.14 A further £125K is proposed for 2016/17 to carry out renewal and maintenance work on other highway assets such as vehicle restraint systems, road studs, anti-skid surfacing, signs, street name plates, etc. These locations will be reported to future committees.

## 2.15 **Lessons Learnt**

- 2.15.1 A total of 276 roads (201 carriageways and 75 footways) will be renewed by the end of March 2016. Of these, 127 already have been surface dressed (programme now complete), 44 of the original 75 have received micro asphalt (the second phase of the programme being deferred) and 57 were resurfaced (27 as part of the second phase of resurfacing works in March which replaced the underspend partly caused by the deferment of the micro asphalt programme) and are all virtually complete.
- 2.16.2 In view of the considerable increase in highway maintenance work the Council received (directly and through Ward Members) an increased number of customer enquiries and complaints. The bulk of these related to loose chippings following surface dressing works, poor workmanship, failure to reinstate road markings in a timely manner, incomplete works and whether the treatment used was appropriate for the type of road.
- 2.16.3 The following key areas for improvement are proposed for Year 2 and subsequent years:
- Improved and better communication with Ward Members and residents.
  - Improved information leaflets to replace the letters distributed in Year 1. The leaflets will give clear and to the point key messages about the proposed treatment and any precautionary measures to be followed during and after works.
  - Improved and simplified letter drops. Vulnerable locations such as schools, libraries and places of worship on the same or

neighbouring roads of our works will also be contacted directly via email or telephone to ensure they are aware of our works.

- The appointment of a dedicated Communications Officer in Regional Enterprise (Re) to deal with Network Recovery enquiries and give up-to-date information of work progress status.
- Improved web content containing “real time” information on work progress.
- Improved signage before (Advance Warnings), during (on work barriers) and after works.
- Pre-patching works where required to be undertaken in advance of main works and minimising the period of disturbance for the main works.
- Increased supervision to deal with any enquiries as they arise and ensure as follow up works are undertaken and completed.

### **3 ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED**

- 3.1 The alternative option of undertaking planned maintenance based on the previous approach of “worst first” has been considered and rejected because this is an unsustainable approach associated with expensive short term reactive repairs.
- 3.1 The context of the recommendation is set out in this report and it is therefore further noted that the Area Committee are requested to consider the impact of the Environment Committees decision on 11 January 2016 and how such works will be delivered locally.

### **4 POST DECISION IMPLEMENTATION**

- 4.1 The Commissioning Director for Environment is the responsible Officer of the Council to plan, consult and implement the approved planned maintenance schemes by raising relevant orders with the Council’s term contractor or specialist contractors if there are financial benefits in doing so. The Commissioning Director for Environment will work closely with Re officers who will carry out condition surveys to develop future year programmes.

## **5 IMPLICATIONS OF DECISION**

### **5.1 Corporate Priorities and Performance**

- 5.1.1 The proposed planned maintenance programme will contribute directly to two of the three Corporate Objectives by:
- Promoting responsible growth, development and success across the borough;
  - Improving the satisfaction of residents and businesses within the

London Borough of Barnet as a place to live, work and study.

5.1.2 The proposed planned maintenance programme will also contribute to the Council's Health and Wellbeing Strategy by making Barnet a great place to live and enable the residents to keep well and independent.

5.1.3 The Highway network is the Council's most valuable asset and is vital to the economic, social and environmental wellbeing of the Borough as well as the general image perception. They provide access for business and communities, as well as contribute to the area's local character and the resident's equality of life. Highways really do matter to people and often public opinion surveys continually highlight dissatisfaction with the condition of local roads and the way they are managed. Public pressure can often result in short term fixes such as potholes for example, rather than properly planned and implemented longer term solutions. The proposed 2016/17 Programme aims to stop short term repairs that provide poor value for money and often undermine the structural integrity of the asset.

## **5.2 Resources (Finance & Value for Money, Procurement, Staffing, IT, Property, Sustainability)**

5.2.1 Funding is being sought from all possible sources to address the on-going deterioration of non-principal local roads, to improve the condition of footways and eliminate the backlog of repairs. An examination of the Planned Maintenance Budgets over the last 10 years shows a gradual reduction of the level of investment over recent years. This reduction of planned maintenance, the result of the tough economic climate, has contributed to the planned maintenance backlog. In addition, as funding reduces, the ability to provide a satisfactory level of investment in the road network decreases and this in turn generates increasing levels of reactive cost and works.

5.2.2 A bid for carriageway resurfacing and footway relay works on the Borough's principal roads was included in the Local Implementation Plan (LIP) 2016/17 submitted to Transport for London (TfL) in September 2015 and an allocation of £1.319 million has been agreed for 5 carriageway resurfacing schemes (2 in Hendon, 2 in Chipping Barnet and 1 in Finchley and Golders Green).

5.2.3 The total Council budget allocation for planned maintenance carriageway and footway works in the combined areas for 2016/17 is £10 million. The Council agreed on the 16<sup>th</sup> of December 2014 to invest £50 million, spread over 5 years, in highways maintenance. The funding for each year is shown in the table below:

Proposal	2015/16 £'000	2016/17 £'000	2017/18 £'000	2018/19 £'000	2019/20 £'000
Borough wide highways maintenance incl. Borough wide signs and lines programme.	15,000	13,000	8,000	8,000	6,375
REVISED for year 2 & 3	15,000	10,000	11,000	8,000	6,375

Total £50,375

5.2.4 Officers have prioritised schemes in order to get the maximum benefit and value for money. The Prioritisation has been done in accordance with the condition of the network, as measured by the Road Condition Indices of the independent surveys, and the Efficiency factor, which is the ratio of the length of the defects over the length of the section of the road. Council officers, will visit all the proposed roads to independently assess the condition of the road and verify that the recommended treatment is appropriate. The importance of the individual road, as measured by the Road Hierarchy Factor, will also be considered. Any changes to the priority lists, including new entries, will be communicated to the Commissioning Director for Environment.

5.2.7 The carriageway and footway estimates given in Appendix A are provisional and may be subject to change following completion of the individual scheme designs. The estimates are based on the contract rates of the London Highways Alliance Contract (LoHAC), which the Council adopted to use as a means to deliver all the highway maintenance. A cost comparison exercise has confirmed that the LoHAC rates offer a saving of some 15% compared to the previous highways term contracts. In order to give further reassurance on value for money, Re is in the process of retendering term contracts that cover the proposed four treatments. The results of this procurement will be reported to future meetings of this Committee.

5.2.8 Some of the proposed schemes may not be delivered due to future utility or development works. Also some schemes known to be affected by utility works have not been included in Appendix A. Updates of any changes or variations to the highway schemes scheduled in Appendix A will be reported back to this Committee at quarterly intervals, as and when required.

5.2.9 There are no staffing ICT or property implications.

### **5.3 Social Value**

5.3.1 The Public Services (Social Value) Act 2013 requires people who commission public services to think about how they can also secure wider social, economic and environmental benefits. This report does not relate to procurement of services contracts.

### **5.4 Legal and Constitutional References**

5.4.1 None, save those contained in the main body of the report

5.4.1 The Council's Constitution, in section 15 headed "Responsibility for Functions" (Annex A) states that Area Committees may take decisions within their terms of reference provided it is not contrary to council policy and can discharge various functions, including highway use and regulation, within the boundaries of their areas in accordance with Council policy and within budget.

5.4.2 The Traffic Management Act 2004 places obligations on authorities to ensure the expeditious movement of traffic on their road network. Authorities are required to make arrangements as they consider appropriate for planning and carrying out the action to be taken in performing the duty.

### **5.5 Risk Management**

5.5.1. The extreme weather encountered over previous winters has resulted in a rapid deterioration of the core fabric of many patched and heavily deteriorated carriageways. The whole life condition of these carriageways is susceptible to further reduction by increased frequency of future extremes of weather unless timely intervention is carried out by a planned programmed of appropriate highway maintenance treatments. The reactive attention to defects or filling of pot-holes has been technically proven to be only a short-term and a superficial remedy to highway damage.

5.5.2 Based on the 2011 condition surveys, the current highway maintenance backlog has been estimated to be £97.3 million. The funding required to address this backlog, based on traditional maintenance treatments, has been assessed to be £20 million per year over a 5 year period. Given the current economic climate this is clearly unsustainable and there is therefore the risk that continuing deterioration of the highway will substantially increase the backlog and/or result in closure of roads. In order to reduce this risk Re officers are proposing the use of preventative type treatments which cost considerably less than the traditional maintenance treatments and are cost effective in extending the life of the highway.

### **5.6 Equalities and Diversity**

5.6.1 Good roads and pavements have benefits to all sectors of the community in removing barriers and assisting quick, efficient and safe movement to schools, work and leisure. This is particularly important for older people, people caring

for children and pushing buggies, those with mobility difficulties and sight impairments. The state of roads and pavements are amongst the top resident concerns and the Council is listening and responding to those concerns by the proposed planned highways maintenance programme.

- 5.6.2 The physical appearance and the condition of the roads and pavements have a significant impact on people's quality of life. A poor quality street environment will give a negative impression of an area, impact on people's perceptions and attitudes as well as increasing feelings of insecurity. The Council's policy is focused on improving the overall street scene across the borough to a higher level and is consistent with creating an outcome where all communities are thriving and harmonious places where people are happy to live.
- 5.6.3 There are on-going assessments carried out on the conditions of the roads and pavements in the borough, which incorporates roads on which there were requests by letter, email, and phone-calls from users, Members and issues raised at meetings such as Forums, Leader listens and Chief Executive Walkabouts, etc. The improvements and repairs aim to ensure that all users have equal and safe access across the borough regardless of the method of travel. Surface defects considered dangerous are remedied to benefit general health and safety issues for all.
- 5.6.4 The 2010 Equality Act outlines the provisions of the Public Sector Equalities Duty which requires Public Bodies to have due regard to the need to:
- a) Eliminate unlawful discrimination, harassment and victimisation and other contact prohibited by the Equality Act 2010.
  - b) Advance equality of opportunity between people from different groups.
  - c) Foster good relations between people from different groups.

The broad purpose of this duty is to integrate considerations of equality into day to day business and keep them under review in decision making, the design policies and the delivery of services. There is an on-going process of regularisation and de-clutter of street furniture and an updating of highway features to meet the latest statutory or technical expectations.

## **5.7 Consultation and Engagement**

- 5.7.1 No consultation is proposed or appropriate as the list of proposed planned maintenance schemes has been prepared objectively and is based on the condition of the carriageway and footways. All requests for highways maintenance received in the last year are logged and have been considered in preparing the lists of Appendix A. However the residents will be receiving letter drops to inform them of the forthcoming maintenance works.
- 5.7.2 The Council's Communications Team will be tasked to communicate with the residents via the press, the Council's Barnet First magazine and other media and highlight the Council's investment in highway maintenance as a "good news story".

## **5.8 Insight**

5.8.1 This section of the report does not apply to this report.

## **6 BACKGROUND PAPERS**

- 6.1 Cabinet 22<sup>nd</sup> July 2002 decision number item 7 - approved the Planned Highway Maintenance Programme – initial Scheme Prioritisation Procedure.
- 6.2 Environment Committee 11<sup>th</sup> January 2016 item 11 – Highways Planned Maintenance Programme 2016/17.
- 6.3 Task and Finish Groups were subsequently introduced as part of the Overview and Scrutiny arrangements adopted by the Council in May 2009 and the Road Resurfacing Task and Finish Group reported to and agreed by the Cabinet on 12 April 2010 following recommendations: 1) The Council introduce a Highways Asset Management approach to achieve best value for investment in the highway infrastructure. 2) A full survey is undertaken of the borough footways to enable footway schemes to be prioritised effectively. 3) Footway schemes should be carried out, as far as possible, to consistent standard across the network, using the same materials wherever possible.
- 6.4 The Cabinet on the 4<sup>th</sup> of November 2013, Item 5.4, approved an additional £4 million of funding to be spent on highway maintenance. A list of all the schemes in this programme has been included in the Area Environment Committee reports on 26<sup>th</sup> of March 2014. As a result of efficiencies three more footway schemes have been delivered under this programme: Bridge Lane, Daws Lane and Raleigh Drive.
- 6.5 The Environment Committee on the 24<sup>th</sup> of July 2014 approved a Draft Network Recovery Plan, a Draft Network Management Plan and a Draft Operational Network Hierarchy.
- 6.6 The Environment Committee on the 18<sup>th</sup> of November 2014 considered and agreed in principle a five year Commissioning Plan, involving significant funding for Borough wide highways maintenance, subject to consultation and agreement by the Policy and Resources Committee.
- 6.7 The Council on 16<sup>th</sup> of December agreed, subject to the agreement of the Council's February 2015 Policy and Resources Committee, a capital allocation of £50.365m, spread over the five years 2015/16-2019/20 as shown in paragraph 5.2.3, to be spent on Borough wide highways maintenance.
- 6.8 The Environment Committees in January, July and November 2015 considered details and progress of the 2015/16 Network Recovery