
Meeting	Cabinet
Date	20 th June 2012
Subject	Additional Highways Planned Maintenance Works Programme for 2012/2013
Report of	Cabinet Member for Resources and Performance. Cabinet Member for Environment
Summary	This report seeks the Cabinet's approval for funding of the Additional Highway Planned Maintenance Works Programme for the 2012/2013.

Officer Contributors	Interim Director of Environment, Planning and Regeneration
Status (public or exempt)	Public
Wards affected	All
Enclosures	<u>Appendix A</u> : 2012/13 Works approved by Area Environment Sub Committees <u>Appendix B</u> : Proposed Works <u>Appendix C</u> : Proposed Reserve Schemes (not included) Appendix D: Risk Management <u>Appendix E</u> : 2012/13 Funding. <u>Appendix F</u> : Traffic Management Measures Review
For decision by	Cabinet
Function of	Executive
Reason for urgency / exemption from call-in (if appropriate)	Not Applicable

Contact for further information: Chris Chrysostomou, Environment, Planning Regeneration, Highways Group, Tel 020 8359 7200.

1. RECOMMENDATIONS

- 1.1 That £3.5 million of the £5 million set aside in the service development reserve in this year's budget, as agreed by Cabinet in February 2012, be made available for carrying out additional carriageway resurfacing and footway relay works in the Borough during the financial years 2012/13 and 2013/14.**
- 1.2 That, subject to the overall costs being contained within available budgets, the Interim Director of Environment, Planning and Regeneration be instructed 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 Appendices B and C by advertising and consulting as necessary with the public utility companies and Transport for London (TfL) for schemes proposed to be implemented during 2012/2013;**
 - ii) implement the schemes proposed in Appendices B and C by placing orders with the Council's term contractors or specialist contractors appointed in accordance with the public procurement rules, or the Council's Contract Procedure Rules as appropriate;**
 - iv) agree any variations to the scheduling of the programme in consultation with the Cabinet Member for Resources and Performance, the Cabinet Member for Environment and the Chairman of the relevant Area Environment Sub-Committee.**

2. RELEVANT PREVIOUS DECISIONS

- 2.1 Cabinet 22 July 2002 decision number item 7 - approved the Planned Highway Maintenance Programme – initial Scheme Prioritisation Procedure.**
- 2.2 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 Cabinet on 12 April 2010 the issues noted within paragraph 9, "Background Information".**
- 2.3 DPRs approved by the Interim Director Environment, Planning and Regeneration in April and July 2011 authorised stages 1 and 2 of the Pothole Elimination Programme.**
- 2.4 The Road Resurfacing Task and Finish Group report to Cabinet of 12 April 2010 recommended the following; 1) The Council introduce a Highways Asset Management approach to achieve best value for investment in the highway infrastructure. 2) A full survey be 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.

- 2.5 23rd January 2012-The three Area Environment Sub Committees agreed the Planned Maintenance Works for 2012/13, shown in Appendix A utilising the existing Capital budget provision. Included within that approval were prioritised reserve schemes.

3. CORPORATE PRIORITIES AND POLICY CONSIDERATIONS

- 3.1 The council's 2012 - 13 Corporate Plan has set various ambitious objectives under the key priorities of "Better Services with less money" and "A successful London Suburb". These include:-
- Procure an asset management system based on whole life costing.
 - Protect and enhance our natural and built environment so that the borough is clean and green.
 - Ensure that our town centres are vibrant places where business can thrive.
 - Reduce the percentage of Principal and Non-Principal Classified Roads where maintenance should be considered to 7 percent.

It aims to do so by investing adequate funds to halt the deterioration of the conditions of roads and pavements in the borough in the short term and eliminate the backlog of maintenance.

- 3.2 In the approved Local Implementation Plan (LIP) 2012/2013 submitted to Transport for London (TfL), the Council is strongly committed to maintaining and improving highway assets in the Borough under the Maintenance Theme.

Responding to resident priorities, with a focus on value for money

- 3.3 Residents have given a clear indication, through the latest and historical satisfaction surveys, that improving the condition of roads and pavements is a top priority. As such, further investment in the borough's road and pavement infrastructure is a clear example of the council responding to the views of residents.
- 3.4 The proposals set out in this report reflect an equal mixture of carriageway resurfacing and footway works in response to the latest Customer Perception Surveys and the concerns of residents on the condition of roads and pavements.
- 3.5 In an effort to maximise the benefit of this investment, strategic planning has led to roads with high pedestrian usage linking town centres, transport hubs and other areas of public interest have been targeted. It is anticipated that this strategic investment, in addition to

improving the condition of the roads and footways, will also visually improve the street scene and improve perception of the residents on roads and pavements.

- 3.6 It is essential, as the council adjusts to a 26% cut in its budget, that we take a longer term approach and look at new and innovative ways of maintaining the network which represent good value for money. The Council has adopted an Asset Management approach to the maintenance of the borough's road network, which involves considering a range of different types of treatments each of which have differing costs and associated lifespans.
- 3.7 The range of costs and lifespans can be modelled to produce the best value solution over the longer term. Having carried out such analysis it has been identified that the most cost effective alternative treatment is micro asphalt, which is a slurry type overlay, typically 15 mm thick aimed at preserving and extending the life of carriageway by sealing and keeping the moisture out of the road pavement. The cost of micro asphalt is about one third of the cost of resurfacing but it provides two thirds of the the resurfacing life of the carriageway. Micro Asphalt is applied on sound roads that exhibit the first signs of distress (cracking).
- 3.8 A number of potential roads have been identified as suitable for micro asphalt and are therefore proposed as shown in Appendices A and B. The appropriate use of this type of treatment on roads which are showing signs of cracking will help to tackle the maximum number of roads with the limited funding currently available. Failure to deal with these situations will lead to water lying in the cracks freezing during the cold weather months and this very quickly leads to pot holes and rapid deterioration of the road structure. The build up of the current backlog is in part due to the practice of concentrating all efforts on the worst roads.
- 3.9 By taking this approach, we are now in a position to analyse the viability of different treatment types and by mixing a number of treatments can treat the maximum number of roads, thereby helping to limit the increase in future backlogs.
- 3.10 In conjunction with the planned maintenance works it is proposed to review existing traffic management measures to meet the key objectives of the Traffic Management Strategy. These are to secure improvements in traffic flows, reduce congestion and thereby maximise network performance and reduce the incidence of traffic 'rat runs' in the adjoining residential roads.

4. RISK MANAGEMENT ISSUES

- 4.1 Appendix D attached to this report sets out the results of the risks assessed.
- 4.2 The extreme weather encountered over the past few 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 future extremes of weather unless timely intervention is carried out by a planned programme of appropriate highway maintenance works. 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. EQUALITIES AND DIVERSITY ISSUES

- 5.1 Good roads and pavements have benefits to all sectors of the community in removing barriers and assisting quick, efficient and safe movement to school, work and leisure.
- 5.2 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.
- 5.3 There are ongoing assessments carried out on the conditions of the roads and pavements in the borough, which take into account requests by letter, email, and phone-calls from users, Members and issues raised at meetings such as Forums. 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 are remedied to benefit general health and safety issues for all.
- 5.4 The additional programme of works has been focussed on roads and footpaths where the condition surveys have identified the urgent need for major intervention and where there will be maximum benefit achieved in selecting such schemes for implementation. Therefore busy roads and high footfall footpaths make up the majority of the roads in the proposed additional works programme. This will ensure that the maximum number of road users and pedestrians will benefit from these schemes being prioritised.
- 5.5 As the additional footway schemes are footpaths leading to town centres it is likely that these are well used by older residents walking into town centres. A high proportion of the liability claims received by the Council's Insurance department are from older residents and are related to trips and slip on footpaths. It would therefore follow that prioritising on such areas should assist in reducing the number of slip

and trip accidents and hence liability claims received by the council and hence will be a positive benefit for older residents and those with mobility issues.

There is an ongoing process of regularisation and de-clutter of street furniture and an updating of highway features to meet the latest statutory or technical expectations.

6. USE OF RESOURCES IMPLICATIONS (Finance, Procurement, Performance & Value for Money, Staffing, IT, Property, Sustainability)

6.1 Funding is being sought from all possible sources to address the ongoing deterioration of the non-principal local roads and to improve the condition of footways, eliminating the backlog of repairs.

6.2 The 2012/13 highways maintenance funding is shown in Appendix E. The Council's Planned Maintenance Budget (Capital) is £3m and the total Local Implementation Plan (LIP) funding by Transport for London (TfL) is £4.774M, as shown below. However, it should be emphasised that only a small proportion of the Corridors, Neighbourhoods and Supporting Measures funding will end up being spent on highway maintenance works.

Programme	Allocation (£'000)
Corridors, Neighbourhoods and Supporting Measures	£3,729k
Principal Road Maintenance	£945k
Local Transport Funding	£100k
Total	£4,774

6.3 In anticipation of additional funding being made available, the schedule of roads approved by the January 2012 Area Environment Sub Committees was longer than could be implemented from the available budget of £3m. The 2012-13 Council's capital planned maintenance budget of £3m has been split as £2m on carriageway resurfacing and £1m on footway relays and the schemes for implementation that fit within the available budget are shown in Appendix A. It is recommended that the additional £3.5 m funding be divided equally between carriageway resurfacing and footway relay and the proposed schemes taken from the reserve list approved by the three Area Environment Sub Committees are shown in Appendix B.

6.4 Officers have prioritised schemes in order to get the maximum benefit for residents and value for money. Roads that need to be treated based on the latest condition survey results, but are not included in the programme, are included in a reserve list and may be implemented if further funding becomes available. These roads are included in Appendix C as Reserve Schemes.

- 6.5 The carriageway and footway estimates given in all three Appendices are provisional and may be subject to change following completion of the individual scheme designs. Significant changes will be agreed with the Cabinet Members for Resources and Environment. Works will be contained within the overall approved budget.
- 6.6 There are no staffing, ICT or property implications.

7. LEGAL ISSUES

Section 41(1) of the Highways Act 1980 requires the authority who are for the time being the highway authority for a highway maintainable at the public expense (subject to sections 41(2) and (4)), to maintain the highway.

8. CONSTITUTIONAL POWERS

- 8.1 Constitution Part 3.7, Cabinet meeting may discharge any executive functions whether or not they are also delegated to officers, including a plan or strategy reserved to Cabinet, or the Councils budget and virement limits.

9 BACKGROUND INFORMATION

- 9.1 The Council in discharging its duties under the Highways Act 1980 (HA 1980) to maintain the public road network, prepares an annual programme of highways maintenance. The 2012/13 planned highways maintenance programme was based on condition surveys carried out by independent consultants (Cormorant Surveys Ltd) on the whole of the network, as well as visual surveys undertaken by highway inspectors and officers. All the roads recommended for highways maintenance under the additional £3.5m funding have featured in the main or reserve schemes list that was approved by the Area Environment Sub Committees on 23 January 2012. The schemes have been prioritised based on the known condition and in the interest of achieving best value for investment in the highway infrastructure.
- 9.2 All maintenance programmes need to be flexible to accommodate schemes which emerge during the course of the year, either as a result of sudden and rapid deterioration or urgent local needs which are agreed to take priority. Schemes may also slip, for example when other streetworks promoters identify works which need to proceed prior to the maintenance scheme. Building flexibility into the system will help us ensure that a responsive service can be provided to changing needs. Appendix C therefore includes a reserve list of schemes to replace programmed schemes in case an approved scheme needs to be replaced due to unforeseen circumstances. It may also be necessary to introduce further roads into the programme which are not currently listed in this report. This should only be necessary if a road has rapidly

deteriorated during the programme period to a point where intervention involving reconstruction is the only option in order to maintain the road in a safe condition.

- 9.3 Under Section 58 of the New Roads and Street Works Act 1991, the Highway Authority is required to issue a formal three-month Notice 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 or closed 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 12 months after the works have been implemented. Statutory companies can, in some cases, still carry out emergency works with the consent of the Highway Authority. The Notice will be published in the London Gazette, a local newspaper and sent to all the utility companies for co-ordination.
- 9.4 Traffic Management Measures Review – See Appendix F annexed, detailing the procedure of appraisal process and consultation / governance arrangements in relation to the removal and subsequent assessment relating to physical measures that are removed as part of the re-surfacing works. The review assesses any identified amendments to existing traffic calming or management measures to ensure quantifiable benefit to the community.
- 9.5 Using Highway Asset Management principles and the latest condition surveys on the whole of the road network, officers have identified the roads and footpaths which are in most need of maintenance and these are identified in the appendices. The funding required to address this maintenance backlog is significant and as such it would not be possible to tackle all of the roads and footpaths listed, however by using the Asset Management principles and considering alternative and innovative approaches it has been possible to address a larger number of schemes with the current available funding.
- 9.6 Given the current economic conditions, it is not possible for Councils to fund the entirety of highways backlog maintenance requirements. However, it is important that this additional £3.5 million of funding is allocated to allow the programme to be extended enabling the backlog to be tackled in a planned rather than reactive manner. In order to ensure best value and maximise the limited resources available officers have reviewed the highway maintenance treatments to take into account:
- a) The available highway maintenance budgets and
 - b) the principles of Highway Asset Management Planning

This review has concluded that alternative maintenance treatments should be introduced to provide better value for money for the Council investments. These treatments are essentially preventative treatments and include sealing of carriageway cracks and joints, other localised treatments of carriageway cracks, surface dressing, patching, micro surfacing/micro asphalt-preceded by localised patching, if appropriate. A schedule of items of work for these treatments has been prepared together with the appropriate specification and warranties. Both term contractors have priced these items for inclusion in the extension of the term contracts. The Cabinet Resources Committee agreed the extension of these term contracts on 28 February 2012.

10. LIST OF BACKGROUND PAPERS

- 10.1 Inspection Survey records and results; Central Project files; advertisement for the London Gazette.
- 10.2 Prevention and a Better Cure – Potholes Review, Highways Maintenance Efficiency Programme, April 2012
- 10.3 Any persons wishing to inspect the background papers listed above should contact Chris Chrysostomou on 020-8359-7200.

Legal: PD

Finance: JH