



London Borough of Enfield

Title:	Borough Capital Programme 2024/25 – Highways and Street Scene
Report to:	Cabinet Member for Environment – Cllr Rick Jewell
Cabinet Member:	Cllr Rick Jewell, Cabinet Member for Environment
Directors:	Doug Wilkinson - Director of Environment and Street Services Perry Scott - Executive Director – Environment and Communities Department
Report Author:	John Grimes - john.grimes@enfield.gov.uk
Ward(s) affected:	All
Key Decision Number	KD 5713
Classification:	Part 1 Public
Reason for exemption	N/A

Purpose of Report

1. As the Highway Authority, Enfield Council has a duty under s41 of the Highways Act to maintain a safe and usable highway for all users. This report provides details of schemes to be funded from the Borough Capital Programme 2024/25 for Highways and Street Scene. It comprises a list of highways, highway structures, and seeks the necessary financial and scheme approvals so that works can be undertaken.

Recommendations

That the Cabinet Member for Environment;

- I. Approves the spend for the 2024/25 Capital Highways & Street Scene Capital budget of £4,000,000, which has been approved as part of the Ten-year Capital programme, by Council on 21st February 2024 (KD 5669)
- II. Approves the additional highway maintenance programme from the funding for 2023/4 and 24/5 awarded to Enfield Council by Department for Transport (DfT) of £310,000 per year.
- III. Approve the proposed breakdown of funding as shown in table 1 and the proposed schedules of schemes associated with the breakdown for carriageways, footways, bridge maintenance, contained in Appendices 1 to 4 of this report.
- IV. Delegate to the Director of Environment and Street Scene authority to approve the placing of orders through any existing relevant term contracts, or to issue invitation to tender / quotation, evaluation and award of individual scheme contracts as appropriate.
- V. Delegate authority to the Director of Environment and Street Scene to amend the programme of works and funding allocations within the approved budgets as necessary for operational reasons.
- VI. Delegate authority to the Director of Environment and Street Scene to adjust the approved estimated costs of individual schemes within the Highways and Street Scene capital programme as a result of progressing the detailed designs, subject to costs being contained within the overall agreed programme allocations.

Background and Options

2. As the Highways Authority, Enfield has a duty under s41 of the Highways Act to maintain a safe and usable highway for all users. The budgets for these programmes are included within the Ten-year Capital Programme approved by Council on 21st February 2024 (KD5669) as part of an ongoing commitment to highway asset management..
3. Enfield's highway network is probably the largest and most visible community asset, with 583km of carriageways and 1100km of footways with an estimated asset value of £768m for which Enfield is responsible and is fundamental to the economic, social and environmental well-being of the community and borough. The road, cycleway and footway networks are essential for travel and connectivity. The continued planned highway capital investment programme ensures that roads, pavements, associated

structures are in a safe and usable condition so that they remain usable for all road users.

4. Local highway authorities should adopt asset management principles of ‘predict and prevent’ and planned works is an essential element in order to ensure the safety and resilience of the highway network. Any alternative to sustained levels of capital funding would go against prevention and proper asset management and the principles set out in Well Maintained Highway Infrastructure Assets: A Code of Practice, which all local highway authorities are expected to follow.
5. In line with Council’s approved capital budget process for 2024/25, this report sets out how that allocation will be spent as set out in table 1 below.

Item Description	Allocation (£)
Highways and Street Scene:	
Programmes Managed by the Head of Highways, Traffic and Parking	
Carriageways – Major Capital Renewal / Resurfacing Programme	1,000,000
Footways – Major Capital Renewal / Resurfacing Programme	350,000
Highway Defects - Capital Improvement Programme	2,500,000
Bridge Capital Improvement Programme	140,000
Minor Highway Capital Improvement Schemes	10,000
Total 2024/25 Capital Highways and Street Scene budget	4,000,000

Table 1

6. Carriageways Major Capital Renewal / Resurfacing Programme (£1,000,000): The carriageway surfacing schemes identified as being of highest priority for planned works treatment during 2024/25 are listed in Appendix 1. In addition to the main schemes identified in Appendix 1, an allocation for smaller capital works such as partial resurfacing has been included, which allows for appropriate treatments to be undertaken at specific locations or short sections of resurfacing in order to target the worst areas of carriageway.
7. Footway Major Capital Renewal / Resurfacing Programme (£350,000). The footway schemes identified as being of highest priority for treatment during 2024/25 are listed in Appendix 2 and include further phases to some larger schemes started in previous years.
8. Highway Defect Capital Improvement Programme (£2,500,000). There is always a need to undertake reactive works on the highway network. These are smaller capital works by nature but high volumes which are required to make improvements to the highway asset network.

9. Bridge Capital Improvement Programme (£140,000). This is critical for high priority structural repairs and improvements to be undertaken to bridges and culverts which will extend the useful economic life of the assets. The schemes are identified in Appendix 3.
10. Minor Highway Capital Improvement Schemes (£10,000), This allocation is generally used to implement minor capital improvements where highway assets are continually being damaged, and works are needed to implement schemes which deal with the cause of the problem and extend the life of the assets. The allocation is also used to improve the street scene through improvements and enhancements to street furniture, signs and guard railing etc. and to continue the ongoing programme of corroded signpost replacement.
11. DfT Highway investment funding will be utilised across all aspects of highway infrastructure and is based upon condition surveys of the highway assets and is detailed in Appendix 4.
12. During 2024, the Carriageway Resurfacing and Recycling Contract will come to an end and will be retendered and awarded. Rates are not confirmed yet but are likely to increase, which may affect outturn costs, particularly the carriageway renewal programme and therefore the extent to which the individual schemes outlined in Appendix 2 can all be accommodated. In line with paragraphs IV and V, the Director of Environment and Street Scene and the Head of Highways, Traffic and Parking will adjust the programme accordingly to ensure works are contained within the budget envelope.
13. Term Contracts held by the Council for the delivery of major scheme work within the Capital programme are subject to industry inflationary adjustments. It should therefore be noted that amendments to the programmes of work may be necessary to control spending in line with the budget provided. In line with paragraphs IV and V, the Director of Environment and Street Scene and the Head of Highways, Traffic and Parking will adjust the programme accordingly to ensure works are contained within the budget envelope.

Options Considered

14. Local highway authorities should adopt asset management principles of 'predict and prevent' and planned works is an essential element in order to ensure the safety and resilience of the highway network. Any alternative to sustained levels of capital funding would go against prevention and proper asset management and the principles set out in Well Maintained Highway Infrastructure Assets: A Code of Practice, which all local highway authorities are expected to follow. Any reductions in budget and therefore programme of investment and works is detrimental to this concept and will result in greater reactive maintenance, continued deterioration of the highway network and other associated assets, for which even greater capital funding may be required in the future. Highways Operations will continue its strategic review of the condition of the Council's adopted highway network, in conjunction with obtaining London wide and

neighbouring authority benchmarking data, to support reviewing and gaining a better appreciation of the future budget requirements for the highway network.

Risks that may arise if the proposed decision and related work is not taken

15. A sustained level of capital funding is essential to maintain the highway network. Any alternative to sustained levels of capital funding would go against the Code of Practice - Well Maintained Highway Infrastructure Assets, prevention and proper asset management principles, resulting in greater reactive maintenance and continued deterioration of the highway network and other associated assets.

16. Enfield Council has a duty under s41 of the Highways Act to maintain a safe and usable highway for all users. If this programme is not approved, it will compromise Enfield's ability to demonstrate compliance with s41.

Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

17. The key risks and their mitigation are shown in the table below.

<i>Risk Category</i>	<i>Comments/Mitigation</i>
<i>Strategic</i>	Risk: Approved schemes do not maximise prevention of deterioration of the highway network. Mitigation: The schemes are the result of surveys, inspections and analysis to prioritise and optimise treatment.
<i>Operational</i>	Risk: Disruption during works. Mitigation: Works are planned, and residents / businesses informed. Works will also be co-ordinated to take account of other work in the area.
<i>Financial</i>	Risk: Cost escalation / underspend Mitigation: Contracts are in place to deliver the works at agreed rates. However, rates may increase during the year due to renewal of contracts and inflationary allowances. These will be managed through budget monitoring, as the service will only place orders for work which they have budget for. i.e. if rates increase, LBE will commission fewer works to remain within budget.
<i>Reputational</i>	Risk: Poor delivery of the programme Mitigation: Experienced contractors employed under direct supervision and management of council officers.
<i>Regulatory</i>	Risk: Failure to comply with statutory requirements. Mitigation: Experienced contractors used, ensuring compliance with all environmental, street works and health and safety requirements.

Preferred Option and Reasons for Preferred Option

18. Approval of this report and programmes of work will allow the Council to continue to be compliant in the duty as the Highway Authority under s41 of the Highways Act to maintain a safe and usable highway for all users by investing and improving the highway network through the capital works programme set out in this report.

Relevance to Council Plans and Strategies

19. Enfield's highway network is probably the largest and most visible community asset with an estimated value of £768m for which Enfield is responsible and is fundamental to the economic, social and environmental well-being of the community. The road, cycleway and footway networks are essential to travel and connectivity. The continued planned highway capital investment programme ensures that roads, pavements, associated structures are in a safe and usable condition so that they remain usable for all road users. The planned highway capital investment programme ensures roads remain safe and serviceable, enabling safe and reliable journeys for the whole community and its needs and encouraging healthier forms of travel. The local economy is dependent on good and serviceable highway network, particularly for the passage of goods, services and people.

A well-managed highway network supports all three of the Council's priorities-

Good homes in well-connected neighbourhoods

Safe, healthy and confident Communities

An economy that works for everyone

Financial Implications

Capital

20. This report requests approval to spend for the £4m highways & street scene 2024/25 capital budget envelope approved by Council 21st February 2024 (KD5669) and £620,000 received from DfT reallocated funds from the cancellation of the HS2 northern line.

21. The report provides a breakdown of how the capital budget envelope is intended to be spent, as well as providing a summary of key deliverables and outcomes anticipated from the investment. The report makes clear that planned works will be prioritised according to need.

22. Planned activities will deliver a rolling programme of work rather than a specific discrete project. For capital programme governance purposes, no specific milestones or gateways are therefore required to be identified prior to releasing budget.

23. The programme is funded entirely from borrowing and external grants.

Revenue Budget Impact

24. The £4m programme will be delivered from borrowing. The Council is required to make annual minimum revenue provision (MRP) for this over the estimated operational life of the asset. The Department will therefore be required to further analyse planned spend into more specific categories at year end to calculate the final MRP charge. For example, carriageways works will need to be further analysed into substructure works (which have an estimated useful life of 40 years), resurfacing (useful life of 20 years) and surface dressing (useful life of 10 years).
25. For revenue budgeting purposes an overall average 25 year life has been used, which results in an annual debt financing charge (borrowing repayment and interest) to the revenue budget of £0.3m.
26. The Department will continue to monitor closely the impact of a reduced rolling programme of capital investment on the revenue budget – including monitoring the number of compensation claims from potholes.

Taxation

27. The council will reclaim all VAT on expenditure through its regular submissions for input VAT. No other known tax implications.

Accounting Treatment

28. Costs will be accounted for in compliance with the Councils capitalisation policy. Any costs that cannot be capitalised will be charged to the revenue budget.
29. All costs identified within the highways and street scene programme will contribute towards the enhancement of the highways asset and extend the useful life of the assets and therefore meet the criteria for capitalisation.

Financial Risks

30. Main Risks and mitigations shown in the table below:

Risks	Mitigations
Costs increase	Contracts are in place to deliver the works at agreed rates. However, rates may increase during the year due to renewal of contracts and contract inflationary allowances. These will be managed through budget monitoring, as the service will only place order for works for which they have budget for. i.e if rates increase, LBE will commission fewer works to remain within budget.

Accelerated deterioration of the highways infrastructure	Programme of surveys in place to monitor condition of highways infrastructure
Increase in claims against the Council	Level of claims will be monitored closely

Legal Implications

31. The Council is required as a best value authority under section 3 of the Local Government Act 1999 to make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.
32. Section 41 of the Highways Act 1980 (“the Act”) places a duty on the Council as the highway authority to maintain highways within its areas that are maintainable at the public expense. Furthermore Part V of the Act contains general powers for the Council to make improvements to the highways for which it is responsible.
33. The Highways Act 1980 places a duty on the Council as Highway Authority to maintain the highways for which it is responsible to an appropriate standard for their respective uses.
34. Any procurement of works and professional services relating to the proposals in this report should be carried out in compliance with the Council’s Contract Procedure Rules (CPR), the public procurement regime and the Council’s obligations relating to the obtaining of best value under the Local Government (Best Value Principles) Act (1999).
35. When commissioning public services, the Public Services (Social Value) Act 2012 requires the Council to think about how it can also secure wider social, economic, and environmental benefits.
36. The Council has a general duty under section 149(1) of the Equality Act 2010 (the Equality Act) to have due regard, in the exercise of its functions, to the need to:
 - Eliminate unlawful discrimination, harassment, victimisation and any conduct prohibited by the Equality Act;
 - Advance equality of opportunity between people who share a protected characteristic and people who do not share it ; and
 - Foster good relations between people who share a protected characteristic and people who do not share it.

Protected characteristics are: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. The Council has also incorporated an additional protected characteristic locally, known as care experience.

Equalities Implications

37. It is important to consider the needs of the diverse groups with protected characteristics when designing and delivering services or budgets so people can get fairer opportunities and equal access to services. An Equalities Impact Assessment was undertaken for the 2024/25 programme. It identified that the activities within this capital programme can make a significant positive contribution for some protected groups, for example.

- older adults,
- those with disabilities
- pregnant women and women in the early months after birth
- those from ethnic groups who are disproportionately likely to walk as their means of transport
- those facing socio-economic deprivation

38. A detailed Equality Act Assessment is included as an appendix. It has been identified that the maintenance works may have a higher impact on some of these protected groups (younger and older people, those with disabilities, pregnant or those on maternity leave, some ethnic minority groups and women). However, the impact would be short-term and would bring long term benefits to residents as the works would improve the roads, transport and the air quality. In any event, mitigating actions have been identified and will be taken while carrying out the works.

39. Where appropriate, additional Equalities Impact Assessments will be carried out for specific schemes to ensure the particular impact of specific schemes on protected groups are considered and any necessary mitigating actions are taken.

Environmental and Climate Change Implications

40. Carriageway resurfacing operations will continue to make greater use of warm mix asphalt, asphalt rejuvenators, surface treatments and greater use of recycled materials. The asphalt industry is continuing to respond to climate change and carbon reduction. This also includes considering products by their durability, reflective property (albedo) and by their whole life carbon footprint to reduce the frequency of application.

41. Ethical and Sustainable Procurement Policy principles will be implemented when procuring carriageway maintenance and resurfacing contracts.

42. The specification of materials used in highway scheme works will be constantly reviewed in light of the continued development of sustainable, recycled and re-useable materials that give a whole life valued approach.

Public Health Implications

43. Transport has obvious public health implications in terms of physical activity, air pollution and access to employment, shops, services etc. Climate change has been described as the greatest threat to public health

in the 21st century. Any works should note the Mayor's Transport Strategy which places active travel as the top priority.

Property Implications

44. The streets, roads, pavements and bridges which are subject to works are all adopted public highway and therefore there are no corporate property implications.

Procurement Implications

45. Any tender required in relation to this programme, outside of any existing term contract must be undertaken in accordance with the Councils Contract Procedure Rules (CPR's) and the Public Contracts Regulations (2015), this includes the use of the London Tenders Portal as necessary. Procurements of a value in excess of the Public Contract Regulations thresholds must be processed through the Procurement Services Assurance Process.
46. At the end of the sourcing process, authority to award any contract will be sought in line with the CPR's and Council's Governance. The Service Area shall ensure this procurement activity takes place via the Council's e-Tendering portal and will be promoted to the Council's Contract Register, and the upload the executed contracts/agreements.
47. All awarded projects must be promoted to Contracts Finder to comply with the Government's transparency requirements. Contact Procurement.support@enfield.gov.uk for any support.
48. For any subsequent contract over £100,000 in value the CPR's state that the contract must have a nominated contract owner in the Council's e-Tendering portal.
49. For any subsequent contract over £500,000 in value, the CPR's state that the contract must have a nominated Contract Manager in the Council's e-Tendering portal and there must be evidence of contract management, including, operations, commercial, financial checks (supplier resilience) and regular risk assessment uploaded into the Council's e-Tendering portal.

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Appendices
EQIA

Departmental reference number, if relevant:

Appendix 1

Carriageways Programme 2024/25

Proposed Schemes

Road Name	Extent (Whole road unless otherwise stated)	Area (m2)	Estimated Cost	Ward
St Peters Road	No.74-No.128	1600	£85,000	Lower Edmonton
Bury Street West	No.253 – No. 297	1200	£39,000	Bush Hill Park
High St Southgate	Southgate College to Southgate Circus	2450	£86,000	Southgate
Park Avenue	Wellington Road to Village Road	3750	£129,000	Bush Hill Park
Hedge Lane	River Avenue - Green Lanes	3100	£124,000	Palmers Green
Chase Road N14	No.256 - Winchmore Hill Road	1900	£63,000	Southgate
Lonsdale Drive	No.169 – Lower Kenwood Ave	1750	£57,000	Oakwood
Partials		-	£316,000	
Surface Treatment		-	£84,000	
Coring		-	£17,000	

Appendix 2

Footways Programme 2024/25

Proposed Schemes

Road Name	Extent	Area (m2)	Estimated Cost	Ward
Halstead Road	Firs Park Gardens to Firs Lane	500	£50,000	Bush Hill Park
Bowes Road N11	Betstyle Circus to Coppice Wood Lodge	260	£26,000	New Southgate
Firs Lane	No.316 to No.334	240	£24,000	Highfield
Oak Avenue	Frontage of Highridge Place	100	£10,000	Ridgeway
Pennyfather Lane	River Avenue - Green Lanes	520	£11,100	Town
The Limes Avenue	Palmers Road to No. 57 & No.58 to Lombard Road	750	£75,000	New Southgate
Chase Side N14	Lipton Court to Marlow Court	435	£43,500	Southgate
Harlow Road	Eastern Footway	400	£40,000	Highfield
Partials		-	£70,400	

Appendix 3

Bridge Improvement Programme 2024/25

Proposed Schemes

Project	Work Category	Estimated Costs
Lea Valley Road over Railway – LBE 049	Structural repair to provide new bridge deck protective coatings offering between 15 – 20 years additional corrosive protection.	£70,000
Carterhatch Lane over Railway – LBE 078	Structural repair to replace bridge deck joints offering between 15 – 20 years additional waterproofing protection.	£20,000
Broomfield Lane Bridge over Railway - LBE 121	Structural repair to strengthen bridge deck capacity offering between 15 – 20 years additional corrosive protection.	£15,000
Lea Valley Road Bridge – BE 050	Structural repair to strengthen bridge deck capacity offering between 15 – 20 years additional stability.	£35,000

Appendix 4

DfT Additional Highway Maintenance Funding

Schemes	Works being undertaken	Indicative Scheme Cost	Area	Benefits
The Green /High Street N14	Road Resurfacing	£110,000	4300m ²	Maintained asset providing a safe and resilient highway network / less inconvenience to residents and all road users / improved public transport journeys
Rosemary Avenue N9	Road Resurfacing	£40,000	720m ²	Maintained asset providing a safe and resilient highway network / less inconvenience to residents and all road users
Carterhatch Lane	Road Resurfacing	£30,000	1270m ²	Maintained asset providing a safe and resilient highway network / less inconvenience to residents and all road users / improved public transport journeys
The Ridgeway EN 2	Road Resurfacing	£75,000	2800m ²	Maintained asset providing a safe and resilient highway network / less inconvenience to residents and all road users / improved public transport journeys
Green Lanes N13	Road Resurfacing	£65,000	1300m ²	Maintained asset providing a safe and resilient highway network / less inconvenience to residents and all road users / improved public transport journeys
Lea Valley Road EN3	Road Resurfacing	£30,000	630m ²	Maintained asset providing a safe and resilient highway network / less inconvenience to residents and all road users / improved public transport journeys
Myddelton Avenue EN1	Road Resurfacing	£170,000	3600m ²	Maintained asset providing a safe and resilient highway network / less inconvenience to residents and all road users / improved public transport journeys
Road Mender Repair Trial	Carriageway patching	£10,000	n/a	Maintained asset providing a safe and resilient highway network / less inconvenience to residents and all road users / improved public transport journeys
Lea Valley Road Bridge EN3	Structural Repairs to joints	£90,000	n/a	Maintained asset providing a safe and resilient highway network / less inconvenience to residents and all road users / improved public transport journeys