

## MUNICIPAL YEAR 2018/2019 REPORT NO. 168

**MEETING TITLE AND DATE:**

Cabinet: 13 February 2019

**REPORT OF:**

Executive Director Place

Contact officer and telephone number:

Stephen Skinner x3480  
Head of Highway Services

**Agenda – Part: 1**

**Item: 13**

**Subject:**

Business Case for Capital Funding for Highways and Street Scene (including Bridges and Flood Management) for 2019/20

**Wards: All**

**Key Decision No: 4821**

**Cabinet Member consulted:**

Cllr Dogan

E mail: Stephen.skinner@enfield.gov.uk

### 1. EXECUTIVE SUMMARY

This report sets out the business case and seeks approval for capital funding of £6.45million for the 2019/20 programme for Highways and Street Scene, which includes maintenance activities for roads, pavements, bridges and other associated highway assets, public realm improvements, flood management and alley-gating. The budget also includes £0.25m to contribute to the Albany Park River Restoration Scheme.

### 2. RECOMMENDATIONS

- 2.1 To approve the business case for a sustained level of capital funding for Highways and Street Scene as shown in the Council's Indicative Capital Programme up to and including 2021/2022.
- 2.2 To approve, for recommendation to Council, the 2019/20 capital budget of £6.45million for highways and street scene, and for its inclusion in the Capital Report to Council.
- 2.3 To delegate authority to the Cabinet Member for Environment to approve programmes and schemes within the approved allocation for 2019/20.

### 3. BACKGROUND

- 3.1 Enfield's Highway Infrastructure Asset Management Plan (HIAMP) policy and strategy were approved by Cabinet in April 2015. These are high level documents which set out the Council's approach to the management of highway infrastructure assets through long term planning based on a sustained level of funding.
- 3.2 A key recommendation of the Government's Potholes Review – Prevention and a Better Cure, published in 2012, is that local highway authorities should adopt the principle that 'prevention is better than cure' in determining the balance between structural, preventative and reactive maintenance activities in order to improve the resilience of the highway network and minimise the occurrence of potholes in the future. Enfield's Highway Maintenance Plan supports this approach and sets out the arrangements for maintaining carriageways and footways based on a sustainable whole life approach to design, specification and methods. It identifies the key elements of reactive maintenance (eg. repairing defects), routine maintenance (eg. cyclic activities such as gully cleaning to maintain serviceability) and programmed maintenance (eg. more extensive treatments that have a greater longer term benefit to extend asset life, such as resurfacing). A sustained level of capital investment is therefore essential.
- 3.3 The Council's indicative capital programme shows a budget of £6.45million for Highways and Street Scene for 2019/20 through to 2021/22. This funding is essential to provide an ongoing and sustained maintenance programme.
- 3.4 In 2018/19, The Cabinet Member for Environment, under delegated powers, approved work programmes within the overall approved capital budget allocation for Highways and Street scene. Table 1, below, shows the breakdown. It is envisaged that the breakdown for 2019/20 will be similar as indicated below, but will also be used to fund the Albany Park River Restoration and Flood Alleviation Scheme.

Item Description	2018/19 Allocation (£000)	2019/20 Proposed Allocation (£000)	Proposed Allocation for 2020/21 and 2021/22 (£000)
Carriageways- Renewal / Resurfacing Programme	£2,450	£2,285	£2,400
Carriageways – Defect Repairs	£455	£455	£455
Footways – Renewal /	£1,300	£1,150	£1,300

Resurfacing Programme			
Footways – Defect Repairs	£1,362	£1,360	£1,360
Structures & Watercourses	£550	£550	£550
Verge and Shrub Beds	£50	£50	£50
Highway Trees	£125	£125	£110
Street Nameplates	£23	£25	£25
Minor Highway Improvements	£100	£100	£100
Alley Gating	£35	£100	£100
Albany Park River Restoration and Flood Alleviation Scheme	0	£250	0
<b>Total</b>	<b>£6,450</b>	<b>£6,450</b>	<b>£6,450</b>

Table 1

3.5 The borough of Enfield has one of the largest public highway networks in London comprising of the following:

- 585km of roads
- Over 1,170 km of footways and cycleways;
- Over 52km of footpaths, bridleways and byeways
- Over 340 bridges and other structures.
- Associated verges, shrub beds and flower beds;
- 23,500 highway trees;
- Highway drainage, including road gullies;
- Over 19,400 unlit road signs and street nameplates;
- Other items of street furniture such as benches, historic features etc;
- Plus 31,800 streetlights and illuminated signs maintained under a PFI contract.

#### Specific Work Programme Areas

3.6 Carriageways – Renewal/Resurfacing Programme

3.6.1 Enfield continues to have a large backlog of roads (carriageways) requiring extensive maintenance treatment. Analysis by an independent consultant, Metis Ltd, in May 2016, using Enfield's road condition information estimated that an investment in the order of £5.0million per year is required for planned treatments to maintain Enfield's carriageways in a steady state condition. It is acknowledged that such an investment is not achievable taking into account the other maintenance activities to be funded from the overall £6.45million. However, an investment of approximately

£2.5million per annum, whilst short of the ideal investment, will contribute to the ongoing maintenance of the road network and slow the increase in the growing backlog.

3.6.2 Enfield, like other London Boroughs, relies on funding from Transport for London (TfL) to fund the resurfacing of its principal road network (A class roads), which is 68km. Enfield relies on its own capital funding to resurface/reconstruct non-principal roads, a length of 517km. Table 2 below shows the results of the latest condition survey of Enfield’s non-principal road carriageways.

<b>Condition of Non-Principal Road carriageway network</b>	<b>Percentage of network %</b>
Red	20
Amber	25
Green	55

Table 2

3.6.3 Roads classified as being in ‘red’ condition are those roads where structural maintenance should be considered. The cost to resurface/reconstruct 20% of Enfield’s carriageway network is estimated to be in the order of £25m.

3.6.4 Resurfacing/reconstruction schemes are an essential part of highway asset management as they are based on a properly planned and programmed approach enabling us to prioritise our funding to treat the highest priority locations first. The programme also includes ‘partial’ resurfacing schemes, ie using appropriate treatments at specific locations or short sections of resurfacing in order to target the worst areas of carriageway where treatment of the whole length of a longer road cannot be justified. This allows a cost effective approach to be taken, based on sound asset management principles, whereby specific defective lengths of carriageways are targeted.

3.6.5 The allocation of £2.45million in 2018/19 has allowed for approximately 10km of carriageways to be resurfaced. This represents 2% of the borough’s unclassified road network and, on this basis, each road, on average, would only be re-surfaced every 50 years. This is less than the average for London boroughs reported in 2018 of every 31 years (for non-principal roads) and supports the findings above that a larger budget is required for steady state maintenance.

3.6.6 This allocation needs to be seen in the context of the substantial reduction in Central Government funding since 2010 that has

resulted in significant reductions in services and evidenced in reduced annual revenue budgets for highway maintenance. Furthermore, Transport for London has advised that 2019/20 will be the second of a three year period during which they will provide minimal funding for resurfacing principal roads. In previous years Enfield typically received £1million per year but last year received only £200,000, which was entirely allocated to support the Cycle Enfield scheme along A1010, Hertford Road. This creates an additional pressure on Enfield's highway maintenance budgets.

### 3.7. Footway Replacement Programme

3.7.1 The allocation of £1.3million in 2018/19 has allowed for approximately 10km of footways to be re-laid. This represents only 1% of the borough's footway network and, on this basis, it would take 100 years to relay every footway on a rolling programme covering both principal and non-principal roads. In order to maximise whole life costs, Enfield's Highway Maintenance Plan specifies the use of asphalt rather than paving slabs for most footways apart from shopping centres etc. This form of construction is more resilient to being damaged by vehicle over-runs and leads to lower on-going maintenance costs. Unfortunately Enfield still has a high proportion of paved footways which are broken and in a poor condition, leading to a high demand on this budget.

3.7.2 Table 3 below shows the results of the latest condition survey of Enfield's footways.

<b>Condition of footway network</b>	<b>Percentage of network %</b>
Red	25
Amber	45
Green	30

Table 3

3.7.3 The cost to resurface/reconstruct 25% of Enfield's footway network is estimated to be in the order of £38m.

### 3.8 Highway Defect Repairs

3.8.1 Table 1 shows that in 2018/19, £1.817million was allocated for the repair of highway defects. This reactive maintenance work stream is based on Enfield's Highway Inspectors undertaking regular safety inspections to identify defects as well as those reported by members of the public. This amount covers a

monthly contractual lump sum payment to the Council's highways contractor, which covers approximately 2,000 defect repairs per month.

3.8.2 As identified above, the Council's reactive maintenance work-stream is an essential element of the Highway Maintenance Plan and enables the Council to achieve a quick response to fixing urgent defects to ensure the safety of highway users. It enables the Council to demonstrate its compliance with the Highways Act and generally provides a defence to claims of negligence from third parties. It is unreasonable for the Council to repair all defects of any size and therefore Enfield's Highway Maintenance Plan specifies 'intervention criteria' on a risk-based approach that is consistent with best practice. Table 1 shows that 75% of the funding for highway defects relates to pavements and kerbs, ie a much larger percentage than the number arising on carriageways. However the combined amounts of funding for 'reactive and schemes' is similar for carriageways and footways.

3.8.3 The continuation of this element for reactive maintenance is therefore essential.

### 3.9 Structures and Watercourses

3.9.1 The Code of Bridge Maintenance Management sets out standards for maintaining highway structures based on sound asset management principles of providing desired levels of service, eg safety and reliability. Following a review of the majority of Enfield's highway structures we now estimate the maintenance backlog to be in the region of £16million. Officers inspect Enfield's bridges on a cyclic basis and the results of the current round of inspections are being used to review the highest maintenance priorities based on the up to date condition information. The allocation during 2018/19 funded various critical bridge repairs, including the complete replacement of Houndsden Road Footbridge, the refurbishment of several footbridges including the historic bridges over the New River in Enfield Town and the resurfacing of several footbridges over railways where the bridge structure is owned by Network Rail. All of these footbridges are crucial to maintaining important walking links within the borough. This allocation also includes for inspecting and maintaining small footbridges within parks. This work supports the Council's maintenance duty under of the Highways Act, however the forthcoming updated analysis of bridge condition on a borough-wide basis will demonstrate a funding requirement far in excess of that currently available. There is no separate revenue budget for reactive maintenance to bridge structures.

3.9.2 This allocation also funds essential work as a result of Enfield's flood management responsibilities such as maintaining culverts and river structures. Enfield has been very successful in submitting bids to DEFRA and Thames Water for sustainable drainage schemes and part of Enfield's own capital is used as match funding. Flood prevention supported by adequate maintenance of existing structures is an extremely high profile and essential work activity as set out in the Council's Local Flood Risk Management Strategy.

#### 3.10 Highway Trees, Verges and Shrub Beds

This allows for the continuation of a tree management programme for the removal of the deteriorating tree stock, and its replacement with young healthy trees. This is recognized as good arboricultural practice and, if maintained on an annual basis, will provide a constant stock of healthy, well maintained trees on the borough's highways, resulting in reduced maintenance costs and reduced potential claims against the borough. It supports a key Council commitment to plant more trees across the borough. This also provides a small budget for the replanting of deteriorated and damaged verges and shrub beds.

#### 3.11 Street Nameplates

2018/19 included a reduced allocation for the renewal of street nameplates arising from inspections and Member requests. The demand for this work exceeds the available allocation.

#### 4.12 Minor Highway Improvements Programme

The allocation for Minor Highway Improvements is used to implement minor improvements where highway assets are continually being damaged and works are needed to implement schemes which deal with the cause of the problem. The allocation will also be used to improve the street scene through improvements to street furniture, signs and guard railing, and on other enhancement initiatives.

#### 3.13 Alley Gating

3.13.1 There is strong evidence that alley gating reduces burglary and disorder and increases the perception of safety and satisfaction within the area of residence. Police statistics indicate that a sizeable number of burglaries are associated with access to the rear of properties as these are usually hidden from the public view. Installation of gates improves security to all properties which back onto the alley.

3.13.2 There were 2,467 residential burglaries in the Borough in the 12 months ending November 2018, compared to 2,001 in the previous year. This is an increase of 23.3%. This is significantly above the London residential burglary rate which recorded an

increase of 11.5% in the same period. Residential burglaries in the borough have seen a significant increase in the last two months from October 2018 and have continued to increase in November 2018. This seasonal pattern has also been mirrored in London.

#### **4. ALTERNATIVE OPTIONS CONSIDERED**

It is recognised that the level of funding required far exceeds the level of funding available taking into account the many other pressures and priorities for the Council. Alternative levels of funding would allow programmes to be progressed at different rates with corresponding implications on the maintenance backlog. Like all highway authorities, Enfield therefore deploys a combination of asset management techniques to deal with this scenario, including reactive and programmed treatments and, in the worst case scenario, closure.

#### **5. REASONS FOR RECOMMENDATIONS**

Confirmation of the capital budget will allow the Council to continue with its programme of maintaining the condition of its carriageways, footways, bridges and associated assets, thereby supporting our ability to comply with legal obligations and codes of practice. A sustained level of capital funding is essential to maintain the highway network and avoid potentially more costly maintenance in future years.

#### **6. COMMENTS FROM OTHER DEPARTMENTS**

##### **6.1 Financial Implications**

The cost of the 2019-20 highways and streetscene capital programme will be fully funded via external borrowing. The programme requires investment of £6.45m. The cost of borrowing £6.45m based on a 40 year annuity at 3.5% interest in line with treasury management strategy is £277k which would be contained within the current corporate capital financing budget.

Annual maintenance costs from this programme will be contained within existing highways budgets.

##### **6.2 Legal Implications**

6.2.1 Section 1 of the Localism Act 2011 permits the Council to do anything that individuals generally may do provided it is not prohibited by legislation and subject to Public Law principles.

6.2.2 The Council has a duty under Section 41 of the Highways Act 1980, to maintain the highway structures within its boundaries.

6.2.3 The report recommendations are in accordance with these powers and duties.

6.2.4 The Council also has a duty as a Lead Local Flood Authority (LLFA). The Flood and Water Management Act 2010 requires LLFAs to act in a manner that is consistent with the Local Flood Risk Management Strategy. The proposals in this report will help to implement the actions identified in the Local Flood Risk Management Strategy.

Legal Implications supplied by Lynn Shepherd 12th December 2018  
Based on a Report circulated on 6th December 2018

## **7. KEY RISKS**

An adequate level of funding which supports a properly planned and sustained programme of highway maintenance works is essential in reducing the Council's risk of related personal injury, damage and accident claims, and in providing a defence if and when claims are submitted.

## **8. IMPACT ON COUNCIL PRIORITIES – CREATING A LIFETIME OF OPPORTUNITIES IN ENFIELD**

**8.1 Good homes in well-connected neighbourhoods**

**8.2 Sustain strong and healthy communities**

**8.3 Build our local economy to create a thriving place**

Enfield's highway network is probably the largest and most visible community asset for which Enfield is responsible. It is used daily by the majority of people in Enfield and keeping it in good condition is fundamental to the economic, social and environmental well-being of the community. A well managed and maintained highway network is essential to:

- promote new growth and regeneration in the borough;
- to ensure the safety of our highway users, whether vehicular traffic or pedestrian traffic;
- to maintain and improve customer satisfaction with the Council (previous Mori Polls have demonstrated that well maintained highways rank highly in what residents feel is most important to them);
- reduce the potential for complaints and for third party liability claims;

- to shape the character and quality of a local area (eg by greening up areas, planting trees, incorporating sustainable drainage features etc);
- to comply with our legal obligations as set out in the Highways Act where we have a 'duty to maintain' the highway.

These benefits support all three of the Council's priorities listed above

## **9. EQUALITIES IMPACT IMPLICATIONS**

9.1 Local authorities have a responsibility to meet the Public Sector Duty of the Equality Act 2010. The Act gives people the right not to be treated less favourably because of any of the protected characteristics. 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.

9.2 The Council's budget is not subject to a single Equality Impact Assessment, as it is far too complex for this approach. Instead, Equalities implications will be considered as part of the Portfolio Report approving individual programmes once this allocation has been approved as part of the 2018/19 budget report.

## **10. PERFORMANCE AND DATA IMPLICATIONS**

The delivery of these works will be managed from inception to completion in accordance with the Council's processes for programme and project management. The contractor's delivery will be managed through appropriate contract monitoring and management arrangements.

## **11. HEALTH AND SAFETY IMPLICATIONS**

11.1 Enfield has a duty under s41 of the Highways Act to maintain a safe and usable highway for all users. Having a sustained programme of highway maintenance is an essential part of the overall maintenance strategy. Adequately funded maintenance regimes are crucial to ensure acceptable levels of safety for all asset groups, where neglect could lead to significant consequences. The consequences of potholes and paving trips are widely reported whereas the potential safety implications associated with the management of trees or bridges can be particularly catastrophic.

11.2 A sustained level of funding will therefore support the ongoing management and maintenance of Enfield's highway network and associated assets and, as far as reasonably practical, ensure

the safety of our highway users, whether vehicular traffic or pedestrian traffic.

## **12. PUBLIC HEALTH IMPLICATIONS**

Highways and the street scene can have profound implications for population levels of physical activity and how people feel about where they live. London-wide strategies from the London Mayor emphasise this indicating that any spend should reflect the Mayor's Transport Strategy, Healthy Streets and The London Plan. These are being taken forward through the Enfield Local Plan.

### **Background Papers**

None