

London Borough of Enfield

Portfolio Report

Report of: **Doug Wilkinson,**
Director of Environment & Operational Services

Subject: **Borough Capital Programme 2022/23 –
Highways and Street Scene.**

Cabinet Member: **Deputy Leader**

Executive Director: **Sarah Cary, Executive Director Place**

Ward: **All**

Key Decision: **KD 5423**

Purpose of Report

1. This report provides details of schemes to be funded from the Borough Capital Programme 2022/23 for Highways and Street Scene, Flood Alleviation schemes and Alleygating. It comprises a list of highways, highway structures, and watercourses/flood management schemes, and seeks the necessary financial and scheme approvals so that works can be undertaken.

Proposal(s)

2. It is recommended that approval is granted to spend the 2022/23 Highways & Street Scene budget of £8,011,125, approved as part of the 10 year Capital programme, by Council on 24th February 2022 (KD5353). This is fully funded by Council borrowing.
3. It is recommended that approval is granted to spend the 2022/23 Flood alleviation budget of £250,000 approved as part of the 10 year Capital programme, by Council on 24th February 2022 (KD5353). This is funded by £125,000 capital grant and £125,000 Council borrowing.
4. It is recommended that approval is granted to spend the 2022/23 Alleygating budget of £80,000 approved as part of the 10 year Capital programme, by Council on 24th February 2022 (KD5353). This is fully funded by an Earmarked Revenue Budget and will be regarded as a Revenue Contribution to Capital Outlay (RCCO).
5. It is recommended that approval be given to the proposed items of work and breakdown of funding as shown in table 1 and the proposed schedules of schemes associated with the breakdown for carriageways, footways, bridge

maintenance and watercourses/flood management contained in Appendices 1 to 4 of this report.

6. It is recommended that authority be delegated to the Head of Highway Services to grant approval for 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.
7. It is recommended that authority be given to the Director of Environment and Operational Services to amend the programme of works and funding allocations within the approved budgets as necessary for operational reasons.
8. It is recommended that authority be given to the Head of Highway Services 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 and to reporting of revised costs to the Director of Environment and Operational Services on a quarterly basis.

Reason for Proposal(s)

9. Approval of the allocated items of work shown in table 1 will allow the Council to continue with its programme of maintaining the condition of its carriageways, footways and associated highway assets, implement flood management schemes and continue the programme of alleygating.

Relevance to the Council's Plan

10. Good homes in well-connected neighbourhoods

The road, cycleway and footway networks are essential to travel and connectivity. The continued planned highway maintenance programme ensures that roads, pavements, associated structures and soft landscaping are maintained in a safe and usable condition so that they remain usable for all road users.

11. Safe, healthy and confident communities

The planned highway maintenance 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 continued programme of flood alleviation schemes helps protect properties from the risk of flooding and improves the environment.

12. An economy that works for everyone

The local economy is dependent on a well maintained and serviceable highway network, particularly for the passage of goods, services and people. The continued programme of flood alleviation schemes is more than offset by the financial and social cost of flooding and its effect on local economy.

Background

13. The budgets for these programmes were included within the 10 year Capital Programme approved by Council on 24th February 2022 (KD5353) as part of an ongoing commitment to highway maintenance, flood alleviation and alleygating.

Main Considerations for the Council

14. The funding identified against programme items, within the approved budgets are shown in table 1 below

Item Description	Allocation (£)
Highways and Street Scene	
Carriageways- Renewal / Resurfacing Programme	2,500,000
Footways – Renewal / Resurfacing Programme	1,440,000
Highway Defect Repairs	2,160,000
Bridge Maintenance	350,000
Bridge Renewal Projects - Feasibility	150,000
Watercourses	200,000
New River Loop	150,000
Verge and Shrub Beds	25,000
Highway Trees	500,000
Street Nameplates	26,125
Minor Highway Improvements	110,000
Playgrounds and Parks Infrastructure	400,000
Total 2022/23 Highways and Street Scene budget	8,011,125
Bridge Schemes (2021/22 allocation reprofiled to 2022/23)	£700,000
Total available Highways and Street Scene budget 2022/23	8,711,125
Alleygating	80,000
Flood Alleviation Programme	250,000
Total 2022/23 Capital Budget	£9,041,125

Table 1

15. Carriageways (£2,500,000): This allocation allows for the continuation of the Council's planned carriageway renewal/resurfacing programme to maintain and improve the condition of Enfield's roads. The carriageway schemes identified as being of highest priority for planned maintenance treatment during 2022/23 are listed in Appendix 1, table 1. Table 2 contains a list of reserve / future schemes which will be substituted for the programmed schemes if, for

any reason, a scheme needs to be postponed for network management reasons. Additional schemes will also be implemented from the reserve list if scheme outturn costs result in savings within the main programme. In addition to the main schemes identified in Appendix 1, an allocation for 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 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.

16. Footway Replacement Programme (£1,440,000). This allocation enables the continuation of the Council's planned footway renewal programme to maintain and improve the condition of the footways and footpaths. Also included within this programme is the provision of dropped kerbs and tactile paving to improve ease of use and a specific allocation for maintenance of footways in the vicinity of trees affected by root damage. The footway schemes identified as being of highest priority for treatment during 2022/23 are listed in Appendix 2, table 1 and include further phases to some larger schemes started in previous years. Appendix 2 also contains in table 2 a list of reserve schemes, which will be substituted for the programmed schemes if, for any reason a scheme needs to be postponed for network management reasons. Additional schemes will also be implemented from the reserve list if scheme outturn costs result in savings within the main programme.
17. Highway Defect Repairs (£2,160,000). Despite an asset management approach to planned maintenance and predict and prevent maintenance, there is always a need to undertake reactive maintenance of isolated defects which occur on the network and which are required to be made safe. Unless the entire network is in a good condition, with no backlog, the need for reactive maintenance remains high.
18. Bridge Maintenance Programme (£350,000). This enables the high priority structural repairs to be undertaken to bridges and culverts. The schemes are identified in Appendix 3, table 1.
19. Bridge Renewal Programme - Feasibility (£150,000) and Bridge Schemes Reprofiled from 2021/22 (£700,000). Table 2 of Appendix 3 lists the feasibility studies to be undertaken into a number of bridges and highway structures, which require extensive repairs or replacement, in order to ascertain the most appropriate course of action. Appendix 3, table 3 lists the schemes identified from the outcome of the feasibility studies undertaken last year. The £700,000 allocation is part of the £1m capital budget in 2021/22, specifically for bridges and approved by the Cabinet Member for Environment and Sustainability on 23 April 2021.
20. Watercourses (£200,000). These projects are listed in Appendix 4, table 1. In many cases the Council's capital funding attracts other contributions towards the total cost of the scheme and without the Council's capital input such funding would not be possible.

21. Flood Alleviation (£250,000). This will allow for flood alleviation schemes to be implemented reducing the impact of flooding and improving the environment. The schemes are listed in table 2 of Appendix 4. It will also allow for the ongoing inspection and maintenance of reservoirs, which the Council has a statutory duty to undertake. In many cases the Council's capital funding attracts other contributions towards the total cost of the scheme and without the Council's capital input such funding would not be possible.
22. New River Loop (£150,000). A specific allocation to undertake desilting of the New River Loop.
23. Verge and Shrub Beds (£25,000). This is to improve soft highway assets and for verge protection works such as installation of bollards, double height kerb treatment etc.
24. Highway Trees (£500,000). This budget has been significantly increased again this year in recognition of the need to support the Council's Climate Action Plan. Opportunity will also be taken to plant trees within the street scene as part of SuDS and rain garden schemes, thereby achieving flood management benefits and potentially attracting further match funding from external sources. New tree planting will be undertaken where space is possible, but there is a constant need 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. The tree planting season runs from November to March and therefore the spending profile for this element of the capital programme will be skewed to the latter end of the 2022/23 financial year.
25. Street Nameplates (£26,125). This allocation will allow for the ongoing programme of renewal and improvement of the borough's street nameplates.
26. Minor Highway Improvements (£110,000), This allocation 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 and enhancements to street furniture, signs and guard railing etc. and to continue the ongoing programme of corroded signpost replacement.
27. Playgrounds and Parks Infrastructure (£400,000). This will be used to fund essential maintenance and replacement to paths, fencing and playground equipment in various parks. This budget has been doubled this year compared to last year reflecting an increased budget need, including works to Broomfield lake.
28. Alley Gating (£80,000). This will allow for completion of commitments to the alley gating programme which enhances community safety. There is strong evidence that alley gating reduces burglary and disorder and increases the perception of safety and satisfaction within the area of residence.

29. During the currency of the programme, the Highways and Minor Works Contract, will come to an end. A new contract is being tendered and programmed to commence in September 2022. With the exception of carriageway resurfacing, which is undertaken under a separate contract, a number of schemes covered in this report are constructed and implemented through this contract. Rates are likely to increase, which would affect the outturn costs and therefore the extent to which the individual schemes outlined in Appendices 2 to 4 can all be accommodated. In line with paragraphs 7 and 8, the Director of Environment and Operational Services and the Head of Highway Services will adjust the programme accordingly.

Safeguarding Implications

30. The proposals within this report are for the maintenance and improvement of the highway and it is not considered that there are any specific safeguarding implications.

Public Health Implications

31. Footpath restoration and general environmental improvements are necessary to encourage residents to increase their physical activity by undertaking more journeys by foot.

32. Flood alleviation adaptations are important steps to reduce the public health threat of our changing climate and anticipated higher rain fall and greater flood risks in Enfield.

33. The perception of threat from crime is detrimental to resident wellbeing. Alley gating should reduce crime and improve the perception of safety in our neighbourhoods.

Equalities Impact of the Proposal

34. 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 for the programme has been undertaken and is included in Appendix 5. It identified that the activities within this capital programme can make a significant positive contribution for some protected groups, but during works they could be more adversely affected. A separate Equalities Impact Assessment has been undertaken for the wetlands programme and where appropriate, further Equalities Impact Assessments will be carried out for specific schemes to ensure compliance to the Equalities Act 2010.

Environmental and Climate Change Considerations

35. Carriageway resurfacing operations will continue to make greater use of warm mix asphalt and with improvements in material technology will look to move

away from predominant use of hot rolled asphalt. Warm asphalt technology typically reduces the embodied carbon of asphalt compared to conventional hot mixes by 8–12%, depending on plant efficiency.

36. The asphalt industry is continuing to respond to climate change and in addition to warm mixes is also looking at greater use of recycled materials. However, any products must be considered for durability and its whole life carbon footprint to ensure that possible increased frequency of application does not outweigh short term gains.
37. The proposals within the watercourses and flood alleviation programme include at least three wetland projects (including one in a school), over 20 rain gardens and the continuation of the Salmons Brook Natural Flood Management project, including further woodland and pond creation in Enfield Chase as part of the landscape restoration scheme. All these projects benefit people and wildlife by reducing flood risk, improving water quality in Enfield’s rivers and mitigating the impact of climate change.

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

38. A sustained level of capital funding is essential to maintain the highway network. Any alternative to sustained levels of capital funding would go against prevention and proper asset management principles, resulting in greater reactive maintenance and continued deterioration of the highway network and other associated assets, for which even greater capital funding will be required in the future.
39. Enfield 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.
40. Enfield has a statutory function to manage local flood risk and one for which capital works are essential to ensure flood risk is managed to an acceptable standard.

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

41. 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 schemes 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.

Financial	Risk: Cost escalation / underspend Mitigation: Contracts in place to deliver the works at agreed rates. There is a risk that rates will increase during the year due to renewal of contracts, however these will be managed. Reserve schemes identified to ensure full spend if some approved schemes cannot be programmed.
Reputational	Risk: Poor delivery of the programme Mitigation: Experienced contractors employed under direct supervision and management of council officers.
Regulatory	Risk: Failure to comply with statutory requirements. Mitigation: Experienced contractors used, ensuring compliance with all environmental, street works and health and safety requirements.

Financial Implications

Budget – Capital

42. This request is for the approval of £8,341,125 to deliver the Highways & Street Scene Programme in 2022/23 which is made up of:

- Highways & Street Scene - £8,011,125
- Flood Alleviation - £250,000
- Alley Gating - £80,000

The table below shows the breakdown of the various schemes that these funds will be spent on.

Item Description	Allocation (£)
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Carriageways- Renewal / Resurfacing Programme	2,500,000
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Verge and Shrub Beds	25,000
Highway Trees	500,000
Street Nameplates	26,125
Minor Highway Improvements	110,000
Playgrounds and Parks Infrastructure	400,000
Total 2022/23 Highways and Street Scene budget	8,011,125
Alleygating	80,000
Flood Alleviation Programme	250,000
Total 2022/23 Capital Budget	£8,341,125

Funding

43. The above programme and its schemes are to be funded by a mixture of Capital Grant, Revenue Contribution and Prudential Borrowing. This is shown in the table below:

Capital Scheme	Capital Grant	Revenue Contribution	Borrowing	Total £
Highways & Street Scene	0	0	8,011,125	8,011,125
Flood Alleviation	125,000	0	125,000	250,000
AlleyGating	0	80,000	0	80,000
Total Funding	125,000	80,000	8,136,125	8,341,125

£125,000 of the Flood Alleviation scheme that is currently showing to be funded by Capital Grant will be requested to be adjusted to be financed by borrowing in quarter one capital monitoring 2022/23 later in the year, and will be subject to a separate approval. This will enable the Council to unlock additional capital grants to support the Flood Alleviation capital programme (as shown in Appendix 4 Table 2). Should the additional £125,000 of capital borrowing is not secured later in the year, the Flood Alleviation capital programme will be amended accordingly.

Budget – Revenue

44. No additional impact on Revenue budgets.

Taxation

45. VAT input tax to be recovered as usual – no other tax implications.

Legal Implications

46. Section 111 of the Local Government Act 1972 gives a local authority power to do anything which is calculated to facilitate, or is conducive or incidental to, the discharge of any of its functions. The Council has various statutory obligations pertinent to the schedules of works described in this report including: the Highways Act 1980 which places a duty on the Council to maintain highway that is maintainable at public expense; and duties arising pursuant to the provisions of the Reservoirs Act 1975 and the Flood and Water Management Act 2010.

47. The Council also has a general power of competence in section 1(1) of the Localism Act 2011. This states that a local authority has the power to do anything that individuals generally may do provided it is not prohibited by legislation. The proposed works and services the Council wishes to provide within this report are in accordance with its powers.

48. The Council must ensure compliance with its Constitution. Where required, the Council shall carry out any procurement exercises in accordance with its Contract Procedure Rules and the Public Contracts Regulations 2015 (where procurements are caught by these Regulations) seeking assistance from the Council's Procurement Services and Legal Services where required.

49. The Council must ensure value for money in accordance with the Best Value principles under the Local Government Act 1999.
50. As this is a Key Decision the Council must comply with the Key Decision procedure.
51. Any legal agreements (and ancillary documents where relevant) arising from the matters described in this report must be approved in advance of contract commencement by the Director of Law and Governance.
52. The Council must be mindful that TUPE may apply if any of the proposals in this report will result in a service provision change, and legal advice must be sought to ensure that appropriate steps are taken to protect the Council's interest.

Workforce Implications

53. The work programmes described in this report will be delivered by in-house staff within Highway Services. There are TUPE implications associated with the change of contract which will deliver these schemes. These implications will not affect in-house staff and will be covered in the report for the award of the new contract.

Property Implications

54. The only elements of this report which attract property implications are those which do not involve adopted public highways; the works for the purposes of flood alleviation and creation of wetlands. A separate specific report has been produced on these series of works and property implications pertaining to these have been included in that report. As such, there are no other property implications required for this report.

Other Implications

55. No other implications have been identified with this report.

Options Considered

56. Local highway authorities should adopt asset management principles of 'predict and prevent' and planned maintenance 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. This would result in greater reactive maintenance and continued deterioration of the highway network and other associated assets, for which even greater capital funding will be required in the future.

Conclusions

57. The proposed schemes, to be funded from the capital programme for Highways and Street Scene, have been prioritised for treatment, based on condition surveys and safety inspection feedback. They are those at such a state of deterioration which will lead to increased reactive maintenance and a higher risk of failure without planned maintenance intervention.
58. The proposed schemes within the flood management capital programme will reduce the risk of flooding within the borough and bring about significant environmental improvements.

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Background Papers

None