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**Executive Member for Neighbourhood  
Services – Decision Session**

**17 November 2009**

Report of the Director of Neighbourhood Services

**HIGHWAY MAINTENANCE, ADVANCED DESIGN ON PROGRAMMES FOR  
2010-2011**

**Summary**

1. This report outlines the preparation of the provisional highway maintenance surfacing programmes. It recommends and seeks approval to begin advanced design for a list of schemes in each category of work.

**Background**

2. With the approval of next year's programme we can begin to carry out advanced design of some of the schemes and minimise any delay at the start of the year. This approach has proved very successful over the last ten years and it is proposed to continue with these arrangements. It is a requirement under the Traffic Management Act (TMA) 2008 to serve a minimum three months notice of intention to carry out major works.

**Surveys**

3. In order to produce the programmes of highway works for the next year information is drawn from a number of sources:
  - Visual safety survey of all our roads and footways.
  - Detailed condition survey of all our roads and footways.
  - UK PMS visual and machine surveys of all roads and approximately 22% of the footway network.
4. In previous years we carried out a full coarse visual condition survey of all our roads and footways in June – “the June survey”. This allowed us to grade them into three categories, grade 1 (good), grade 2 (average), and grade 3 (poor). By comparing with previous years’ survey results the survey informs us whether the condition of the city's infrastructure is improving or deteriorating and identifies those streets which need to be looked at more closely with regards to future maintenance schemes.
5. A number of modifications to the survey were introduced in 2009 as part of ongoing measures to improve the efficiency of the data collection:

- The bulk of the survey was carried out in May to enable the advance programme to be identified earlier, with more time available for design ahead of work starting on the ground in the new financial year.
  - To reduce duplication some streets were rated at the same time as the annual inspection.
  - Roads on the classified network that scored grade 3 (poor) were then given a more detailed survey.
  - The list of streets was updated to include all recently adopted roads.
6. The results of the 2009 survey indicate an increase in the number of grade 1 unclassified roads, including improvement to roads where no major works have been carried out. Changes to the survey method and the introduction of large machine lay patching have contributed to this improvement of the network. Further random inspections of those unclassified roads will be undertaken to reaffirm the condition rating. It is therefore difficult to directly compare the results from this years survey with last years results due to the changes outlined above. However with 82% of all roads being grade 1 or 2, York's roads have better than average condition when compared to other councils in the Yorkshire and Humberside region. Also the Council's footways are in the top quartile for condition compared nationally.
  7. The results of the 2009 visual survey of the highway network are shown in Annex 1. Comments on trends for each category of road and footway are shown in Annex 2 and a full copy of the survey results is available in the Members library. The exact format for the survey in future years is under consideration in conjunction with the wider reorganization of inspection regimes within the More for York programme.
  8. In August and September of 2009 a detailed condition survey was undertaken of all the following highways.
    - Streets listed in our LTP 5 year programme of structural maintenance
    - Streets identified as grade 3 by June 2009 survey
    - Streets where the UK PMS survey showed that sections of them breached national intervention levels
    - Requests by Members
    - Requests by residents
    - Recommendations of the Council's Safety and Area Highway Reactive Inspectors along with other officers of the Council.
  9. Each road and footway is assessed and given a condition rating (score) based on engineering criteria and experience, with a treatment solution determined. The detailed condition survey is compiled into a listing, a copy of which will be

available at the meeting.

10. Machine surveys to identify the skid resistance value and other highway defects of all principal roads and other classified roads is undertaken on an annual basis.
11. With all this condition information we are in a better position to identify where we should direct our maintenance activities and develop the programmes of work.

## **Programme Development**

12. The standards we have adopted when improving the footway or road are that even though economic designs are required they should be to the highest possible standard of quality in terms of materials, surface evenness and value for money consistent with a whole life costing approach. We would expect that full thickness surfacing of the footways should last for at least 20 - 30 years depending on whether it is a bituminous surface or cementitious and that renewal of binder course and running course for roads should last around 20 years with only minimal repair work necessary provided they have not suffered damage from third parties in the intervening period.
13. The priorities for selection are based on a number of weighting factors:-
  - Condition - we try to achieve a reasonable balance between dealing with those roads and footways in the worst condition, i.e. structural maintenance and those where early preventative work will save more costly work in the future, i.e. preventative maintenance.
  - Safety - is the road or footway safe to use and will it deteriorate within the next twelve months to make it such that it becomes unsafe?
  - Location - is it near a school, elderly persons accommodation, public buildings, shops, post offices etc.?
  - Usage - is there a heavy use by pedestrians, cyclists, public transport?
  - Accident record - is there a history of pedestrian/vehicular traffic accidents, has there been a high level of third party highway insurance claims?
  - Hierarchy - the importance of the road and/or footway to the traffic management, public transport and the pedestrian priority route.
  - Affordability - the cost of carrying out the scheme when balanced against other potential schemes and the maintenance liability if left.
  - Structural and preventative - obtaining the right balance to extend the life of the asset. Achieving the right balance is difficult when the choices are so wide and there is insufficient funding to bring the whole infrastructure up to the desired standard in one year.

14. Our approach to preparing the programmes has been as follows:-

- LTP funding is mainly restricted to the structural maintenance of the Council's classified roads and footways network and some of its important local roads.
- CYC funding is primarily targeted at local and residential roads and footways including the city centre.
- In the past the split in budget between footways and roads has been in the proportions of 70/30 towards footways and more recently 60/40, which reflected the wishes of Members and residents. However, the survey trends in Annex 2 and the Asset Management Plan indicate that we need to invest more in our road network if we are to halt the deteriorating trend. Therefore, over the last two years we have altered the funding split to 50/50 on footways and roads. Members are recommended to approve this split in the funding of footway and road schemes. The provisional programme of works has been compiled on this basis, however, should Members approve an alternative split in the funding, this will be reflected in a revised programme of works that will be brought to Executive Member Decision Session in March 2010 as part of the Annual Highway Maintenance report.

The former BVPI 187 for important footways York is in the top quartile of Unitary authorities for 2007/8 which are the latest comparable results available.

- We have identified areas for forward planning so that we target areas of work both on an area basis and on key radial routes.
- We also believe that the city centre, because of the high pedestrian use, should continue to receive special attention in the form of its own maintenance budget.

15. In terms of surface material choices the programmes are developed in accordance with the Council's current Paving Policy for footways. Although there is no similar approved policy for road surfaces materials, common practice has been developed which uses nationally recognised materials and techniques as follows:-

- surface dressing on rural and minor residential roads where turning movements and event sections are minimal
- thin overlays on minor residential roads and junctions where turning movements are more numerous and severe
- bituminous macadam on more heavily trafficked roads
- asphalt on urban principal and urban classified roads

16. The choice of asphalt will very much depend on the scope of the work we are carrying out, in the main if there is a good foundation we will continue with the use of stone mastic asphalt as this does not require a chipping spreader and therefore means resurfacing can be carried out quicker, with less disruption and in a safe manner. However, where the base is not considered adequate for stone mastic asphalt then hot rolled asphalt will be the material of choice either 30% with pre-coated chippings or high stone content, 55% aggregate.

### **Proposals**

17. Taking account of all the policies and procedures, the provisional programme and schemes are listed in Annexes 3 - 14.
18. Over the remaining part of this year Neighbourhood Services will begin work preparing schemes so that an early start on construction can be made in the new financial year.
19. Any adjustments to the programme for next year as a result of changes in the budget, particularly the CYC funding element which at the time of writing is not known, will be reported to Members in the March Annual Highway Maintenance report.

### **Consultation**

20. The Council's finance manager has read the report and is satisfied with its contents.

### **Options**

21. There are no options applicable to this report as it only seeks approval for a programme of works.

### **Analysis**

22. Due to paragraph 21 no analysis is required.

### **Corporate Priorities**

23. Maintenance of the city's highways has a direct impact on several of the Council's corporate aims and priorities:
  - Decrease the tonnage of biodegradable waste and recyclable products going to landfill
  - Increase the use of public and other environmentally friendly modes of transport
  - Improve the actual and perceived condition and appearance of the city's streets, housing estates and publicly accessible spaces
  - Improve the health and lifestyles of the people who live in York, in particular

among groups whose levels of health are the poorest.

## **Implications**

### **Financial**

24. The report has been prepared using the latest indications for the highway maintenance budget for 2010/11. However, there may be changes prior to the budget finally being approved at the Budget Council in February/March 2010. The Annexes can therefore only be classed as an indicative list only. Any adjustments to the budget for the next financial year will be reflected in the programme of work and reported to Members in the March 2010 Annual Highway Maintenance report.

### **Human Resources (HR)**

25. Staff from Neighbourhood Services will be engaged in the detailed design and management of the programme of works. The quantity of work, comparable with previous years, will not impact on staffing levels.

### **Equalities**

26. There are no equalities implication. The Council in its capacity as the Highway Authority has a duty under Section 41 of the 1980 Highways Act to maintain the public highway.

### **Crime and Disorder**

27. There are no crime and disorder implications.

### **Information Technology (IT)**

28. There are no IT implications in this report.

### **Property**

29. There are no property implications.

### **Other**

30. There are no other implications in this report.

### **Risk Management**

31. In compliance with the Council's risk management strategy, the main risks that have been identified in this report are:
  - Strategic Risk, arising from judgements in relation to medium term goals for the service
  - Physical Risks, arising from potential underinvestment in assets

- Financial Risk, from pressures on budgets
- People Risks, affecting staff if budgets decline

Measured in terms of impact and likelihood the risk score for all of the above has been assessed at less than 16. This means that at this point the risks need only to be monitored as they do not provide a real threat to the achievement of the objectives of this report.

## Recommendations

32. The Executive Member is recommended to:

- note the results of the 2009 condition surveys on the city's roads and footways.
- approve the split in funding between footways and roads on a 50/50 basis.
- approve the provisional programme of work listed in Annex 3 - 14 of this report.

Reason: To ensure the Highway Maintenance budget is expended in the most cost effective way based on the Council's assessed priorities and approved policies.

## Contact Details

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### Chief Officer Responsible for the report:

Sally Burns  
Director of Neighbourhood Services

Report  
Approved

Date 22/10/09

### Specialist Implications Officer(s)

Implication: Financial  
Name: Rachel Harrison  
Title: Finance Manager, Neighbourhood Services  
Tel No: 553210

Wards Affected:

All

For further information please contact the author of the report

### Background Papers:

There are no background papers

## **Annexes**

- Annex 1 - Results of the 2009 Highway Condition Survey
- Annex 2 - Condition Trends for Roads and Footways
- Annex 3-14 - 2010/11 Advance Design Programmes

22 October 2009  
Advance Programme Highway Maintenance 2010-11

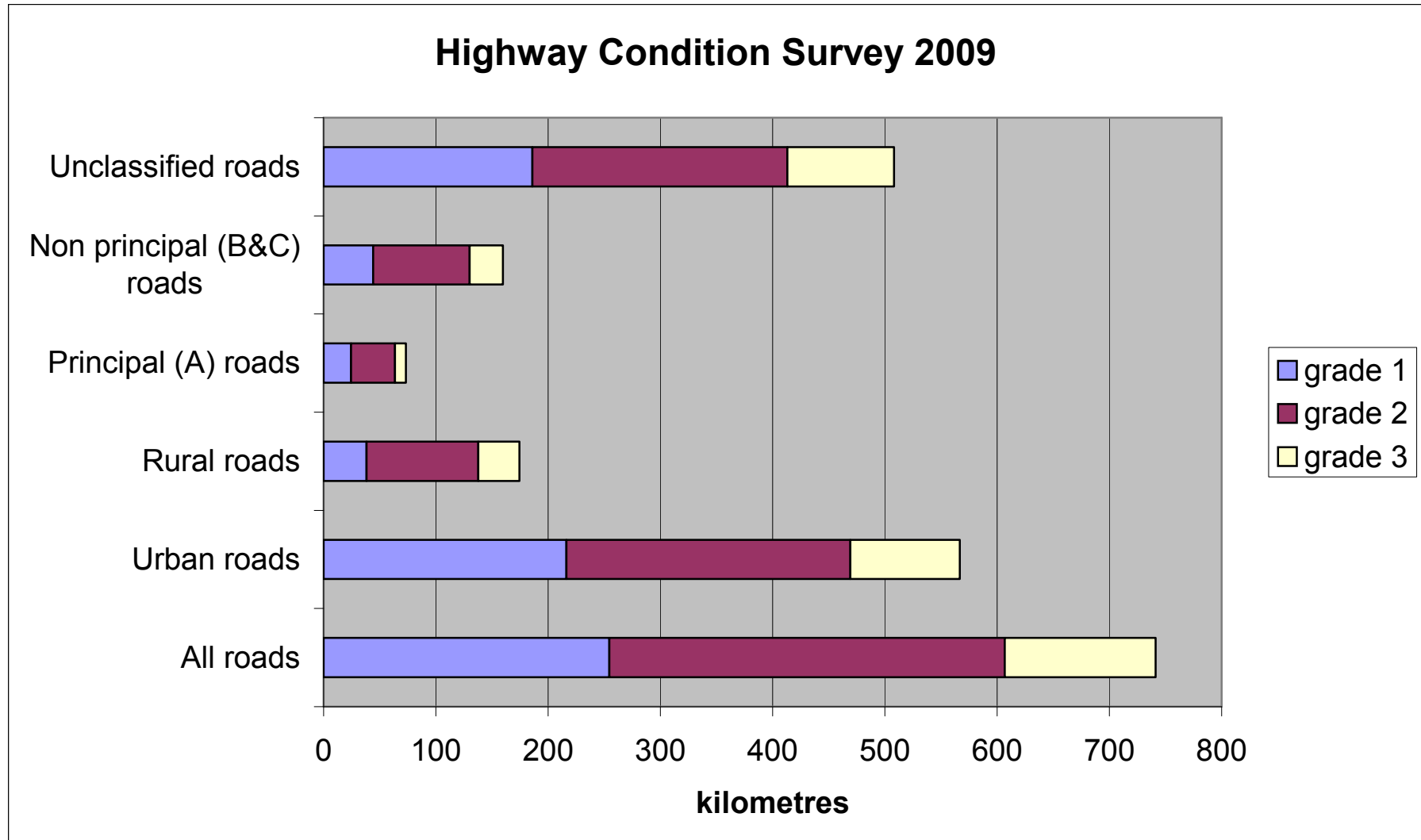


## CITY OF YORK COUNCIL

## Condition Assessment of the Highway 2009

	% Grade 1 - Condition Good						% Grade 2 - Condition Average						% Grade 3 - Condition Poor					
	2004	2005	2006	2007	2008	2009	2004	2005	2006	2007	2008	2009	2004	2005	2006	2007	2008	2009
All roads	31	29	26	28	27	34	50	52	57	56	57	48	19	19	17	16	16	18
All footways	38	30	31	31	30	38	54	62	62	62	62	55	8	8	7	7	8	7
Urban roads	29	29	28	29	28	38	53	54	57	56	57	45	18	17	15	15	15	17
Rural roads	28	28	22	26	24	22	49	47	55	55	57	57	23	25	23	19	19	21
Principal roads	47	35	34	30	27	33	37	49	51	59	63	54	16	16	15	11	10	13
Non-principal roads	32	35	28	32	30	28	52	48	58	56	56	54	16	17	14	12	14	18
Unclassified roads	27	26	25	27	26.5	36	52	54	57	55	56.5	45	21	20	18	18	17	19

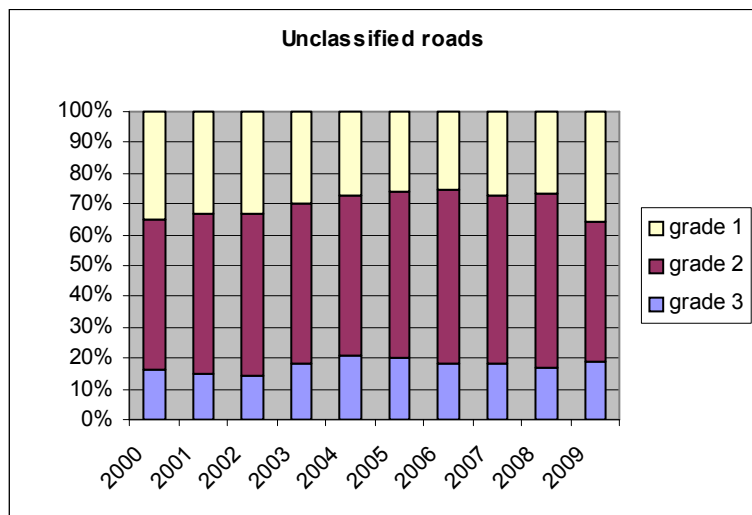
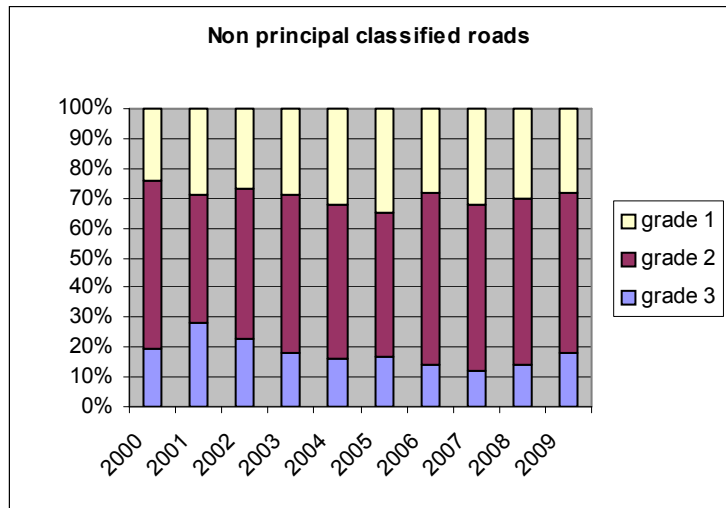
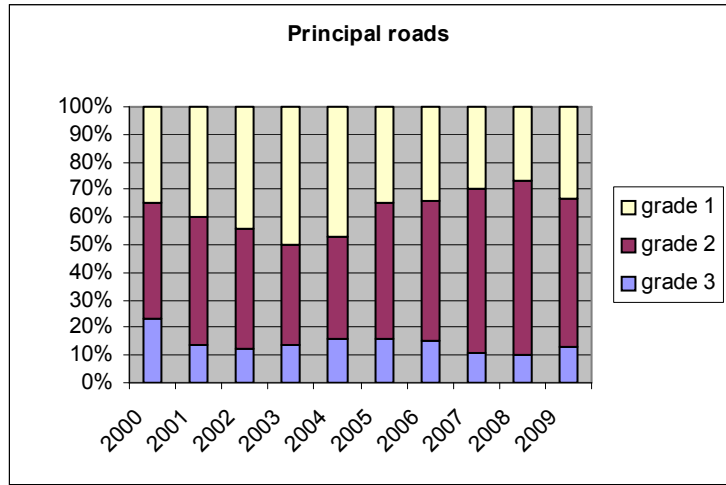
	% Grades 1 and 2 - Satisfactory						% Grade 3 - Condition Poor					
	2004	2005	2006	2007	2008	2009	2004	2005	2006	2007	2008	2009
All roads	81	81	83	84	84	82	19	19	17	16	16	18
All footways	92	92	93	93	92	93	8	8	7	7	8	7
Urban roads	82	83	84	85	85	83	18	17	15	15	15	17
Rural roads	77	75	77	81	81	79	23	25	23	19	19	21
Principal roads	84	84	85	89	90	87	16	16	15	11	10	13
Non-principal roads	84	83	85	88	86	82	16	17	14	12	14	18
Unclassified roads	79	80	82	82	83	81	21	20	18	18	17	19



## Results of the 2009 Survey of Highway Surfaces

Road Type	Condition	Change 2008– 2009	Long term Trend (5 yrs)	Comment
<b>Principal roads</b>	Good 33% Average 54% Poor 13%	↑ 6% ↓ 9% ↑ 3%	deteriorating	There has been some improvement over the last year following increased investment, over the long term the principal network is showing signs of deterioration. Previously investment had been transferred to other parts of the network which were in more need. Principal road treatments are expensive, consisting of strengthening and high quality materials.
Non Principal classified roads	Good 28% Average 54% Poor 18%	↓ 2% ↓ 2% ↑ 4%	improving	The long term trend still shows improvement as a result of earlier targeting of investment through LTP funding, although conditions have deteriorated over the last year. Treatments are similar to Principal roads and expensive.
Unclassified roads	Satisfactory 81% Poor 19%	↓ 2% ↑ 2%	stable	The condition of this part of the network continues to be stable, although this includes a high number of roads in poor condition. Stability has been achieved by increased use of low cost techniques such as surface dressing, heavy duty slurry sealing and thin surfacing overlays.
Urban roads	Satisfactory 83% Poor 17%	↓ 2% ↑ 2%	stable	The long term trend is stable, reflecting the level of investment, recent increased use of low cost maintenance techniques such as thin surfacings and surface dressing has produced stable conditions this year..
Rural roads	Satisfactory 79% Poor 21%	↓ 2% ↑ 2%	deteriorating	There was an increased level of investment put into this part of the network three years ago, the long term trend still shows slight deterioration due to insufficient investment. Economic designs give only moderate lifespan.
All roads	Satisfactory 82% Poor 18%	↓ 2% ↑ 2%	stable	Both annual and long term trends are stable, but worryingly the good condition roads are showing a significant deterioration, which reflects the fact that most of our past investment has gone into footways rather than roads.
All footways	Satisfactory 93% Poor 7%	↑ 1% ↓ 1%	improving	Both annual and long term trends are showing slight improvement which shows that investment is keeping pace with the need to carry out works. The low number of footways in poor condition reflects the high investment.
All back lanes	Satisfactory 89% Poor 11%	↑ 9% ↓ 9%	improving	The investment in back lanes is showing slight improvement in condition over the long term. Back lane treatments are expensive due to access problems and the need for total re-construction of the setts using bituminous macadam.

### Long Term Trends for Highway Surfaces



**Estimated Capital Budget Allocation 2010/11**

LTP Allocation 2010/11	£1,605,000
Dft De-trunked Grant	£830,000
CYC Capital – R&R	£1,250,000
CYC Capital – Bridge Maintenance	£200,000
	<b>£3,885,000</b>
Deduct	
Bridge Maintenance	£200,000
Street Lighting	£85,000
Payment of Retention	£50,000
Balance	<b>£3,550,000</b>

**R&R Budget Allocation excluding De-trunked**

50/50 Split between Footway & Carriageway	
Carriageway	£1,360,000
Footway	£1,360,000

**R&R Scheme Allocation**

Carriageway Schemes from LTP funding	£1,360,000
Footway Schemes from LTP funding	£110,000
Footway & Drainage Schemes from CYC Capital funding	£1,250,000
De-trunked Scheme	£830,000
Balance	<b>£3,550,000</b>

**ANNEX 4****De-trunked Roads Advanced Programme 2010/11**

<b>Road</b>	<b>Ward</b>	<b>Estimate</b>
A19(South) A64 to Boundary	Fulford &Wheldrake	£830,000
	Total	£830,000

**ANNEX 5****LTP Principal Roads Advanced Programme 2010/11**

	<b>Road</b>	<b>Ward</b>	<b>Estimate</b>
	<b>2009/10 Reserve Schemes</b>		
1.	Skeldergate Bridge	Guildhall & Micklegate	£42,500
	<b>2010/11 Schemes</b>		
2.	Hull Road(part), Dunnington	Derwent	£121,000
3.	Boroughbridge Road(part)	Acomb	£162,000
4.	Tadcaster Road/St Helens Road Junction	Dringhouses & Woodthorpe	£62,500
		Total	£388,000

**ANNEX 6****LTP Non Principal Roads Advanced Programme 2010/11**

	<b>Road</b>	<b>Ward</b>	<b>Estimate</b>
	<b>2009/10 Reserve Schemes</b>		
1.	Haxby Road(part)	Clifton	£149,000
2.	Haleys Terrace	Clifton	£60,500
	<b>2010/11 Schemes</b>		
3.	Clifton Moorgate(part), Rawcliffe	Skelton, Rawcliffe & Clifton Without	£178,500
4.	Livingstone Street	Holgate	£27,000
		Total	£415,000

**ANNEX 7****LTP Local Roads Advanced Programme 2010/11**

	<b>Road</b>	<b>Ward</b>	<b>Estimate</b>
	<b>2009/10 Reserve Schemes</b>		
1.	Westfield Lane	Haxby & Wigginton	£42,000
	<b>2010/11 Schemes</b>		
2.	Crichton Avenue	Clifton	£90,000
3.	Oak Tree Lane/Briergate	Haxby & Wigginton	£63,000
4.	Hamilton Drive/Tudor Road Rbt	Westfield	£49,000
5.	Chantry Gap, Upper Poppleton	Rural West York	£66,000
6.	Cotswold Way	Huntington & New Earswick	£30,500
7.	Eason View	Dringhouses & Woodthorpe	£125,000
		Total	<u>£465,500</u>

**ANNEX 8****LTP Minor Urban Surfacing Advanced Programme 2010/11**

	<b>Carriageway</b>	<b>Ward</b>	<b>Estimate</b>
	<b>2009/10 Reserve Schemes</b>		
1.	Saxford Way	Haxby & Wigginton	£17,000
2.	George Street	Guildhall	£38,500
		Total	<u>£55,500</u>

	<b>Footways</b>	<b>Ward</b>	<b>Estimate</b>
1.	New Lane	Huntington & New Earswick	£30,000
2.	New Lane	Holgate	£80,000
		Total	<u>£110,000</u>

**ANNEX 9****LTP Surface Dressing Advanced Programme 2010/11**

	<b>Carriageway</b>	<b>Ward</b>	<b>Estimate</b>
	<b>2009/10 Reserve Schemes</b>		
1.	Bad Bargain Lane	Osbaldwick	£30,000
2.	Crossmoor Lane	Haxby & Wigginton	£35,000
		Total	<u>£65,000</u>

**ANNEX 10****CYC Advanced Footway Capital Programme 2010/11**

Allocation £1,139,750

	<b>Road</b>	<b>Ward</b>	<b>Estimate</b>
	<b>2009/10 Reserve Schemes</b>		
1.	Burton Avenue	Clifton	£32,250
2.	Greenshaw Drive	Haxby & Wigginton	£22,500
3.	Second Avenue	Heworth	£36,000
4.	Main Street, Elvington	Wheldrake	£24,000
5.	North Lane	Huntington & New Earswick	£54,000
6.	Smeaton Grove	Acomb	£21,000
7.	Linton Road, Nether Poppleton	Rural West York	£29,000
	<b>2010/11 Schemes</b>		
8.	Museum Street	Guildhall	£14,000
9.	Ridgeway(part)	Westfield	£111,500
10.	Northfields Cul-de-sac (No's 1-24)	Strensall	£39,250
11.	Leeside(part)	Dringhouses & Woodthorpe	£42,500
12.	Friars Walk	Heworth	£51,500
13.	George Cayley Drive(part), Clifton Without	Skelton, Rawcliffe & Clifton Without	£32,750
14.	Amy Johnson Way, Clifton Without	Skelton, Rawcliffe & Clifton Without	£98,500
15.	Swinerton Avenue	Holgate	£28,000
16.	Swale Avenue	Dringhouses & Woodthorpe	£120,750
17.	Burnholme Drive(part)	Heworth	£56,250
18.	Bad Bargain lane(part)	Heworth	£27,500
19.	Pavement(part)	Guildhall	£18,500
20.	High Ousegate	Guildhall	£18,500
21.	Hospital Fields Road	Fishergate	£65,000
22.	Devon Place	Fishergate	£18,000
23.	Ambleside Avenue	Hull Road	£67,500
24.	Temple Avenue	Hull Road	£84,000
25.	Queenswood Grove(part)	Westfield	£12,000
26.	Hawthorn Terrace(part)	Huntington & New Earswick	£15,000
		Total	<u>£1,139,750</u>

**ANNEX 11**



## CYC Advanced Footway Capital Slurry Sealing Programme 2010/11

Allocation £46,000

	<b>Road</b>	<b>Ward</b>	<b>Estimate</b>
1.	Carr Lane(part)	Acomb	£8,500
2.	Clarence Street	Guildhall	£5,000
3.	University Road	Heslington	£3,500
4.	Green Dykes Lane(part)	Fishergate	£4,500
5.	Straight lane, Holtby	Rural West York	£2,000
6.	The Old Orchard	Fulford	£1,000
7.	Shipton Road, Skelton	Skelton, Rawcliffe & Clifton Without	£5,500
8.	Boroughbridge Road(part), Upper Poppleton	Rural West York	£5,500
9.	Church Lane(part)	Wheldrake	£3,000
10.	Wetherby Road(part), Knapton	Rural West York	£3,000
11.	Dalton Hill	Wheldrake	£3,000
12.	School Lane, Askham Richard	Rural West York	£1,500

Total £46,000

## ANNEX 12

## City of York Council Advanced Drainage Capital Programme 2010/11

Allocation £35,250

	<b>Road</b>	<b>Ward</b>	<b>Estimate</b>
1.	Various Issues	Various	£35,250
		Total	<u>£35,250</u>

## CYC Advanced Surface Dressing Revenue Programme 2010/11

Allocation £175,750

	<b>Road</b>	<b>Ward</b>	<b>Estimate</b>
1.	Main Street, Askham Bryan	Rural West York	£26,000
2.	Wheldrake Lane, Elvington	Wheldrake	£31,500
3.	Station Road, Copmanthorpe	Rural West York	£10,500
4.	School Lane, Askham Richard	Rural West York	£10,000
5.	Straight Lane, Holtby	Derwent	£16,500
6.	Briar Avenue	Acomb	£5,000
7.	Highthorn Road	Huntington & New Earswick	£6,250
8.	Usher Lane	Haxby & Wigginton	£24,500
9.	Flaxton Road	Strensall	£18,750
10.	Westfield Lane	Haxby & Wigginton	£8,250
11.	Green Dike	Haxby & Wigginton	£18,500
			£175,750

**CITY OF YORK COUNCIL ADVANCED FOOWAY SLURRY SEALING REVENUE PROGRAMME 2010/11**

Allocation £67,000

	<b>Road</b>	<b>Ward</b>	<b>Estimate</b>
1.	Manor Drive South	Acomb	£500
2.	Deepdale	Dringhouses & Woodthorpe	£1,750
3.	Longridge Lane(part), Upper Poppleton	Rural West York	£2,500
4.	Stirling Road	Skelton, Rawcliffe & Clifton Without	£11,000
5.	Pear Tree Lane, Dunnington	Derwent	£1,250
6.	Tithe Close	Westfield	£1,250
7.	Parker Avenue	Westfield	£2,000
8.	Sandy Lane, Stockton on the Forest	Strensall	£9,500
9.	Hotham Avenue	Westfield	£3,000
10.	Second Avenue	Heworth	£1,500
11.	Westfield lane, Upper Poppleton	Rural West York	£1,000
12.	Ryecroft Avenue(part)	Dringhouses & Woodthorpe	£10,000
13.	Dikelands Lane, Upper Poppleton	Rural West York	£7,000
14.	Roper Court, Copmanthorpe	Rural West York	£1,750
15.	Vavasour Court, Copmanthorpe	Rural West York	£1,250
16.	Bannisdale	Dringhouses & Woodthorpe	£1,000
17.	Bramble Dene	Dringhouses & Woodthorpe	£6,750
18.	Troutbeck	Dringhouses & Woodthorpe	£1,000
19.	St Edwards Close	Dringhouses & Woodthorpe	£1,250
20.	Beech Way, Upper Poppleton	Rural West York	£1,750
		<b>Total</b>	<hr/> £67,000