

---

## Meeting of Executive Members for City Strategy and Advisory Panel

17 March 2008

Report of the Director of City Strategy

### Annual Highway Maintenance Report

#### Summary

1. This report provides a review of the performance of the highway maintenance service over the last year, it examines issues arising and proposes programmes of work to be undertaken in the financial year 2008/09.

#### Background

2. The highway maintenance service covers a wide range of activities. It is delivered by a number of in-house teams, working in conjunction with external service providers. The Highway Infrastructure team has overall management responsibilities for the highway assets, it determines works programmes for Members to consider and arranges for smaller scale routine maintenance works to be carried out on a priority basis. Neighbourhood Services (NS) carries out most of this work, other than street lighting, where Amey is used. Bus shelter cleaning and maintenance is carried out by Stoneplan.
3. Larger LTP or CYC capital schemes, or highway related Ward Committee schemes, are designed and managed by the Engineering Consultancy and Tarmac is the principal contractor, although some of the smaller works may be carried out by NS. The consultancy also manages the Council's bridges assets and assists with land drainage issues affecting the highway.
4. Leisure Services acts as the corporate manager for grass cutting across the council and for amenity and landscaped areas requiring maintenance.

#### Review of 2007/08

5. This review is split into two parts, dealing with 'Performance and Successes' and 'Issues Arising'.

## Performance and Successes

### Adoptions

- 6 Over the past year the highway network has increased by 2.98 kilometres of carriageway and 5.10 kilometres of footway, due to adoptions and new development.

### Customer Satisfaction

- 7 The latest Talkabout Panel Questionnaire, dated June and September 2007 produced the following results:

<b>Item</b>	<b>Level of satisfaction June 2007</b>	<b>Level of satisfaction Sept. 2007</b>	<b>Level of dissatisfaction June 2007</b>	<b>Level of dissatisfaction Sept. 2007</b>
Condition of pavements	51%	48%	18%	16%
Condition of roads	49%	49%	17%	18%
Reliability of street lights	72%	72%	6%	6%
Drainage of water from footpaths and roads	51%	47%	20%	22%
Condition of grass verges	61%	55%	12%	17%
Clarity of street name plates and street markings	63%	62%	11%	14%
Condition of street lights and street furniture	56%	59%	9%	9%

8. Satisfaction with the condition of the highway network is also obtained through the Residents Opinion Survey. The information is as follows:

Item	2004/05	2005/06	2007/08
Satisfaction with pavement and footpath maintenance	Satisfied 51% Dissatisfied 32%	Satisfied 57% Dissatisfied 26%	Satisfied 51% Dissatisfied 32%
Satisfaction with road maintenance	Satisfied 51% Dissatisfied 31%	Satisfied 54% Dissatisfied 29%	Satisfied 47% Dissatisfied 36%
Satisfaction with street lighting	Satisfied 64% Dissatisfied 20%	Satisfied 65% Dissatisfied 18%	Satisfied 61% Dissatisfied 25%

- 9 The information, provided by the Residents opinion Survey shows that satisfaction with footways maintenance, road maintenance and street lighting has declined since these items were last included in this particular survey in 2005/06.
- 10 The percentage split of funding, between footway and carriageway surfaces was 60:40 for 2007/08 but the need to invest more in carriageways was discussed in the Advanced Design on Programmes report in January 2008, with the proposal to split funding on a 50/50 basis being approved.

### Street Lighting

- 11 The procurement of the new street lighting contract was successfully completed for commencement at the beginning of May. The new contract provides a better standard of service by incorporating a pro-active maintenance regime of cleaning, changing lamps and also includes electrical and structural testing. The contract has been procured at a cost that is slightly below budget.
- 12 A considerable amount of effort went into the production of the sustainable street lighting strategy, approved by the Executive in October 2007. One of the more immediate actions in the 'action plan' is the trialling of different lighting levels to try to gauge customer opinion. A report on the trials will be submitted to the Advisory Panel later in the year.
- 13 Advances in LED, photovoltaic and remote monitoring and control technology, means that there continues to be considerable opportunity to improve street lighting whilst at the same time reducing power consumption and CO2 emissions. The technology is not fully developed and from an invest to save perspective, it is not yet financially viable. This situation is, however, being kept under constant review.
- 14 There is improved awareness across the teams in different directorates, of the procedures we are required to go through to implement lighting changes or new lighting schemes. This has also lead to improved working arrangements between the street lighting contractor, Amey, and NS. A 'partnership working day' with all

organisations interfacing with the Council on street lighting issues is planned for April.

- 15 On a less positive note, vandalism of the older concrete street lighting columns was a problem earlier in the year and is happening again at the moment. We continue to work closely with the police on such matters until a successful outcome is obtained.

#### R&R Works

- 16 The programmes of work were started early in the financial year and particularly good progress has been made with the footway schemes carried out by NS.
- 17 Programmes for all other works have progressed satisfactorily, however a number of schemes, totalling £370k had to be deferred into 2008/09 due to budget pressures within the Directorate. This was reported to the Advisory Panel for their agreement in the Budget Monitor 1 and 2 reports. An effect of this deferral of schemes is that the footway slurry sealing programme could not be carried out in 2007/08.
- 18 Issues arose with the quality of the finished product for some of the carriageway slurry sealing schemes but this is discussed in the section of the report dealing with 'issues arising'.

#### Coordination of utilities and other works

- 19 In the first 10 months of 2007/08 approximately 3900 road opening notices were submitted for approval by utilities, private contractors, and the Engineering Consultancy. Whilst this is a similar figure to the previous year it actually represents more works carried out. One notice can represent a single small road opening or an opening covering up to 250m in length with multiple road openings throughout this length. An example of this is the type a major remedial works carried out by gas utilities covering about 20km of road in the past 6 months. This level of mains replacement is scheduled to continue for another 6 month period. In addition to this 121 new vehicle access crossings were approved between April 2007 and January 2008; down on last year's figure of 186.
- 20 Income from the utilities has tended to be higher this year due to the type of work and the level of default notifications. Overall income is expected to be about £25k above the budget level.
- 21 A report on the Charter for Works in the Street, covering utility and other road works, was brought to the Advisory Panel in July 2007 but there is nothing further to report on this as yet.

#### General Maintenance

- 22 The 'area working' system operates well to ensure that there is greater coordination of works instructions. Over the year, there has been improving performance across all the indicators for works orders being carried out at 1 day, 3 day and 20 day timescales. The 1 day indicator is ahead of target and the other two indicators should meet their targets by the end of the year if the current rate of improvement is sustained. Due to the continued improvement in coordination of working

arrangements between teams across directorates, there is no backlog of works orders awaiting completion.

- 23 Inspection works carried out by the Safety Inspectors in City Strategy has again demonstrated the effectiveness of this service through our continued high repudiation rate with regard to third party public liability claims. Information over the last 6 years is shown in the table below.

<b>Year</b>	<b>Total Number of Claims</b>	<b>Claims Closed</b>	<b>Claims settled at Zero Cost</b>	<b>Claims Open</b>	<b>Repudiation Rate</b>
2002/03	258	257	215	1	84%
2003/04	199	194	167	5	86%
2004/05	198	192	165	6	86%
2005/06	155	141	129	14	91%
2006/07	132	110	98	22	89%
2007/08	52	15	14	37	93%

- 24 The saving associated with this high repudiation rate is not available in precise terms but our insurance section estimates that the savings achieved through the efficient and consistent management of risk, principally but not restricted to, the work carried out by Highway Infrastructure and NS as service provider, is £150k per year.
- 25 As part of the work undertaken for the recent scrutiny of highway maintenance, benchmarking of NS costs has been completed with both private sector and other local authority organisations. The in-house costs have been shown to be comparable and competitive.
- 26 Also as part of the scrutiny review, the recommended improvements made on highway maintenance services since the best value review in 2001, have been demonstrated to be largely in accordance with the review recommendations bearing in mind that these recommendations are now 6 years old.
- 27 Efficiency savings, calculated using the Highway Efficiency Liaison Group methodology, have also demonstrated that considerable savings have been achieved, again in line with the best value review aspirations.
- 28 It has been established, with the procurement team, that the highway maintenance works carried out by NS do not need to be tendered, as they were obtained in open

competition during the Compulsory Competitive Tendering era. There is, however, a need to demonstrate that costs and quality of service provision are comparable with those that could be expected from other providers. This matter is currently being addressed but progress has been limited in recent months to provide support for scrutiny and PFI matters. However, a report will be brought to the Advisory Panel setting out the benchmarking work that has been carried out. Members will be asked to consider the creation of a formal Service Level Agreement. This agreement will continue to be the subject of an ongoing review and will impact on all aspects of service delivery, not just the element covered by NS. Clearly the outcome of the highway maintenance PFI would need to be taken into consideration in due course.

### Asset Management

29 The first three stages of the Transport Asset Management Plan (TAMP) was approved by the Advisory Panel in September 2006 and the document is available on the Council's website. The three stages look in detailed at:

Stage 1 Goals, Objectives, Priorities and Inventory

Stage 2 Condition Assessment and Demand Aspirations

Stage 3 Performance Gaps and Lifecycle Planning

30 Further development of the TAMP is dependant on the outcome of the PFI Highway Maintenance Expression of Interest bid which has been delayed for over 12 months. If we are successful with this bid, the TAMP will form the corner stone of the PFI Business Case and there will be increased demand for additional condition and inventory surveys of all highway assets including bridges and drainage systems.

31 If the Council is not successful in its expression of interest the TAMP will required developing to include:

Stage 4 Optimisation, Budget Consideration and risk Assessment

Stage 5 Forward Work Programmed, Physical Works and Services

Stage 6 Performance Management and Improvement Action.

32 These final stages will require communication with all stakeholders including Members to identify the required level of service with the optimum use of budget allocation.

### Improvements in data collection

33 The introduction of hand held devices for recording and ordering of repairs was introduced in September 2007. The process is used for the monthly walked survey and is being trailed on the monthly driven network at the moment. It is envisaged that the trial will be complete in March 2008 with all monthly surveys being carried out using this method from April 2008. It is intended to role out this process to the annual inspections from July 2008 giving 100 percent coverage of the safety inspection regime.

- 34 The advantage of the new process is that the safety inspection defects are stored electronically instead of a paper system. This leads to greater efficiency in the storing and recording of data and improves the management of the survey process. The defects are spatially recorded and can be displayed in a GIS layer that can be seen by both City Strategy and NS.
- 35 Discussions are in place with NS in the development of Exor to improve the management of the gangs that repair defects instructed by City Strategy. The use of GIS will highlight different types of defects that relate to specific gang work type and display them on a map. Work plans and gang management can be made more efficient when location of repairs can be easily displayed.

#### PFI Expression of Interest

- 36 The original intension of the Department for Transport (DfT) had intended to make an announcement about the success or otherwise of our Expression of Interest (Eol), submitted in September 2006, by the start of this financial year. DfT did ask for more information on the particular matter of latent defects early in 2007/08, and in December 2007 we were told that whilst some local authorities had been de-selected, this Council was one of five still in with an opportunity to have their Eol accepted.
- 37 DfT asked for an update on the original Eol, bearing in mind that some time had passed since it had been submitted. The 'refreshed' Eol was submitted in mid February, following a considerable amount of work to introduce new information and to produce the update. This has all been done in association with our financial and technical advisers.
- 38 DfT intends to set up two, possibly three, highway maintenance pathfinder PFI projects and the outcome of the DfT decision on the Eol will be reported to Members. DfT has indicated that it hopes to be able to make its decision from late April 2008.

#### Bridges

- 39 Repairs funded by the revenue budget have been carried out to Sheriff Hutton and Towthorpe Bridges over the River Foss and both are now in good condition. Design work is continuing on parapet replacements and the inclusion of cycle lanes on Clifton Bridge and it is expected that this LTP funded work will be implemented in the next financial year.
- 40 Network Rail are currently reassessing the strength of St Helens Road Bridge to establish the nature and extent of remedial works that are required, and the Council's liability for funding them. The Council's contribution towards the assessment, estimated to be £50,000 and funded by the LTP, has been slipped to the next financial year as the work has been delayed. When the outcome of the assessment is known Network Rail will progress a design and will then be able to quantify the Council's contribution to the works.

#### Winter Maintenance

- 41 At the end of January there have been a total of 36 call outs to carry out precautionary salting of the road network in comparison to 50 for the whole of the

previous year, although last year was particularly mild. With no significant snow fall it has not been necessary to activate the emergency control room for severe wintry weather. Unless the situation changes it is estimated that the budget for this service will be in surplus at the end of the winter period.

- 42 Members will recall that three winters ago we changed the de-icing agent from neat rock salt to a product called Safecoat. This product has proven to be a cost effective and a better de-icing agent than the rock salt and it is therefore proposed to continue its use and look into the possibility of whether or not further efficiencies can be made by using this product. The fact that the salt is stored in a salt barn now allows better control of its moisture content, if the necessary equipment is introduced and this means that the de-icing agent 'sticks' to the road surface more effectively, meaning that less salt is used. A report on this will be included in the Annual Winter Maintenance report later this year.
- 43 In preparation for the 2007/08 winter period NS purchased new gritters and ploughs. This new equipment is easier to operate and is also more effective. The gritters now have telemetry which in real time gives their location, direction of travel, speed, date and time, all of which is collected and recorded. A malfunction sensor lets the driver know if no salt is being spread, perhaps due to a blocked chute, and the sensor will provide information on the spread rate and spread pattern of the de-icing agent e.g., g/m<sup>2</sup> and spreading one lane to left and two lanes to right. This information gives far more certainty that the de-icing agent is being applied correctly and also assists with our defense of third party claims.

#### Grass and Tree Maintenance

- 44 Grass cutting has gone well this year considering the wet season we have had, with 13 of the 14 cuts being done. The remaining cut, weather permitting will be carried out in March in order that the grass will remain safe and tidy at the start of the growing season. Verge siding works have also gone well within the old City area, but budget savings in recent years have meant that the siding work done in the village areas has had to be on a priority basis rather than routinely carried out. Money is being vired between highway maintenance headings to put more into this part of the service for 2008/09.
- 45 The growth of ragwort is always an area of concern, especially for the horse owning members of the public, but those areas we have been clearing for longest, notably the outer ring road (A1237) had noticeably less ragwort on the verges this year than in previous years. Because of the ease with which seed can spread, the problem will never completely go away, but if we maintain present levels of control, York's highway verges will contain minimal amounts of ragwort.
- 46 So far as tree maintenance is concerned, generally everything has gone well with no serious problems, although providing the service within the budget is a struggle. Around 10 mature trees have been felled due to impending subsidence claims. One quarter of the trees have been inspected for safety as they are all on a 4 year cycle but the budget will struggle to cover the work found in the latter part of the financial year. Tree planting is currently underway and should be finished by March.



- 47 Damage to our trees as a consequence of highway works is something that needs to be kept in mind and this has been raised within CYC to ensure that adequate notification of schemes is provided.

### Drainage

- 48 The heavy and exceptional rainfall in late June 2007 overwhelmed the drainage systems in many locations across the city, although fortunately, only a small number of properties were actually affected by surface water. This matter was the subject of a comprehensive review report to Members in December 2007. This report contained a proposal for a growth bid which has resulted in a one-off sum of £200k being approved in 2008/09. This money will be used to enable an estimated £50k of survey works of the drainage asset to be undertaken with £150k being spent on high priority repair works, as identified from the survey. The survey work will involve obtaining whatever information currently exists from various sources, plotting this onto maps held in Exor and then physically surveying roads to provide more information where none currently exists. These physical surveys will involve metal detection of gullies and manholes, lifting manhole covers and tracing the routes of carrier drains. These works will be targeted at the locations where flooding and standing water problems are most prevalent.
- 49 Throughout the year there has been continuous monitoring of the gully cleaning operations because blocked gullies and ponding of the highways continues to be one of the main sources of complaint from our customers. At the time of writing it was expected that all the Wards will have had their scheduled gully cleans carried out by the end of March.
- 50 Members may recall that £100k was set aside to start to tackle the backlog of the larger scale drainage repairs. Several of these schemes had to be deferred at the mid point of the year due to other financial pressures across the Directorate, however, it later transpired that funding for another scheme, St. Helen's Road railway bridge, would not be required until 2008/09, allowing the two deferred drainage schemes to go ahead. It is intended to continue with the inclusion of a programme of capital drainage schemes in the proposed programmes of work.

### R & R works and other resurfacing works

- 51 In terms of small footway resurfacing schemes, there is now a well established coordination of roles between City Strategy and NS, with NS carrying out scheme design and all preparatory works prior to moving onto site. To bring to financial 'ceiling' on awarding small R&R schemes to NS up to a realistic level, this limit was reset to £100k at the start of the financial year.
- 52 The Footway Slurry Seal programme for 2007/08 had to be cancelled to accommodate budget pressures elsewhere in the Directorate.
- 53 The Surface Dressing programme ran very well with both the pre patching and the dressing being to a very high standard.
- 54 The Heavy Duty Slurry Sealing work has been defected and remedial works are now being carried out. Some of these remedial works will be bituminous macadam overlays to be carried out when the weather improves enough to allow this. The

cost of the remedial works is being held in retention in case still further work needs to be carried out. The programme for 2008/09 is dealt with later in this report.

- 55 The carriageway resurfacing program is on target for completion even with the increasing return to using more hot rolled asphalt (HRA) with its traffic control constraints. The use of HRA as opposed to other forms of surfacing, such as stone mastic asphalt (SMA), will be the subject of a surfacing material report to the Advisory Panel later in the year.
- 56 In general schemes have come in at, or slightly below, budget other than when an identified need for more works has developed since the estimate was initially prepared. It should be noted that schemes can end up being built over 12 months from the time of the estimate and that the winter months can significantly add to surface deterioration.

## **Issues Arising**

### PFI Expression of Interest (Eol)

- 57 If the Eol is successful and Members decide, in due course, to proceed with the project then it will take at least 3 years to go through the process. This involves producing and obtaining DfT approval to the outline business case followed by the complex procurement process using the competitive dialogue procedure, prior to having a 25 year contract in place. A dedicated project team, that is not going to impact significantly upon the normal operations of existing teams, will be required and this has been allowed for within the PFI costs.
- 58 Current resources issues in maintaining, updating and improving the highway asset inventory will have to be overcome rapidly through the engagement of specialist external service providers if PFI goes ahead.
- 59 If the Eol is not successful then the Advisory Panel will receive a report on options for the future but the existing contract arrangements can remain in place to 2010 for R&R schemes delivered by Tarmac and for the street lighting services delivered by Amey Infrastructure Services. The in-house arrangements with NS can also continue. The continuing arrangements provide sufficient time for the required services to go through any further procurement process in due course.
- 60 As part of this report Members are recommended to agree to the further continuation of the service delivery arrangements currently in place for NS.

### General Highway Maintenance via NS

- 61 Due to the need to financially support the Moor Lane roundabout capital projects in 2007/08, the number of individual capital schemes was reduced from that experienced in previous years. This was a significant factor in a reduction in the volume of work being awarded to NS, although there was also a reduction in routine maintenance budgets of £360k in 2006/07 compared to the previous year.
- 62 NS experienced difficulties at times throughout the year in obtaining sufficient work, despite taking measures to obtain work from other sources and despite introducing efficiency measures in the use of its resources.

- 63 The arrangements with NS cover the construction of small R&R schemes. The upper value of these schemes was set at £100k in 2007/08 and it is proposed that this should be increased to £105k, subject to Member approval.
- 64 The impact of the large Moor Lane project will not have a knock-on effect on the NS workload for 2008/09 and the previous decline in routine maintenance works will be partially reversed. There may be a need for NS to continue to seek other work from elsewhere to ensure there is a full programme of work for the year.

#### Drainage

- 65 The Pitt Review - Learning Lessons from the 2007 floods, has provided the initial recommendations to tackle flood risk. Recommendation 2 is relevant to local authorities and is as follows:
- 66 'The Review recommends that the Environment Agency, supported by local authorities and water companies, should urgently identify areas at highest risk from surface water flooding where known, inform Local Resilience Forums and take steps to identify remaining high risk areas over the coming months'.
- 67 The growth bid for 2008/09 will assist in identifying high risk areas in connection with drainage systems under CYC control.

#### River Flooding and Warping

- 68 The River Ouse floods and the costs of the required warping to clean the riverside footpaths are not fully known as some work is still outstanding, however, it is expected that the £35k budget will now be fully committed. This will not be a problem providing there is no further flooding in March. This budget will continue to be kept under review to see if the wetter winters need to be reflected with an increase in the warping budget.

#### Street Lighting

- 69 The fall in performance in BVPI 215a, the average time taken to attend faults under local authority control, in the first part of the financial year has been the subject of analysis and discussion with Amey and action from November onwards has improved performance.
- 70 New working arrangements, on a trial basis from January to March 2008, are being carried out on an alternate week basis i.e:

##### Week 1

- Day repairs and maintenance
- Night time repairs to 11:00pm, including any emergencies that would otherwise go through the on-call system (normally only about 1 emergency on a Monday to Friday at night)
- Night scouting to the end of the shift (ensuring that 1 complete night scout is done per month)

##### Week 2

- Day repairs and maintenance

- No routine night working other than 'on-call' emergencies

The proposal will be cost neutral as savings are being made on night scouting.

Benefits:

- 71 Night time working has taken place in the past on an ad-hoc basis and this has been proven to be an efficient use of resources, as on average three times as many faults can be dealt with due to working conditions being much improved. It is possible to detect the vague faults much faster than with any other system.

Drawbacks:

- 72 One less night scout per month will take place from October to March. However, the figures indicate that there is very little difference in the total number of faults detected per month whether one or two scouts take place.
- 73 The BVPI 215a target is 2 days, and it excludes faults that cannot be identified correctly or require apparatus to be specifically ordered in.

Performance since October 2007 is shown in the table below:

<b>Month/Year</b>	<b>BVPI Monthly Average (Days)</b>
October 2007	11.42
November 2007	3.65
December 2007	2.79
January 2008	4.90
February 2008	To be provided verbally

- 74 The January performance has raised a number of concerns that have been investigated jointly between CYC and Amey. The main reasons for the performance being below standard are:

- There was a large backlog of faults that were transferred on to the night working shift in early January and this has prevented the new system from showing the immediate benefits of this revised way of operation.
- There was a higher than normal level of emergency call-outs with many of them being NEDL faults requiring Amey staff to wait in attendance until NEDL arrived.
- There were priority instructions to carry out street lighting works, other than fault repairs, which reduced resources.

- 75 As of mid February Amey has confirmed that the backlog of faults has been eliminated and that the new method of operation should start to show the improvement that we anticipate. Amey is reviewing its procedures to ensure that the correct level of resource and training is being provided and the relevant BVPI figures will continue to be collected on a monthly basis to measure performance.

## Recycling Targets for Street Lighting for 2008/09

- 76 One of the Sustainable Street Lighting Scrutiny Sub-Committee recommendations, as approved by the Executive, was that the extent of recycling achieved with the term maintenance contract will be monitored. In discussion with the contractor, Amey, the current recycling activities and those planned for the future, are as follows:

### Current:

1. All metals, paper, cardboard, spent printer cartridges and batteries are recycled
2. All concrete columns are crushed and the aggregate re used
3. General spoil is sifted and re used
4. None hazardous work wear is recycled
5. All pallets are either sent back to the manufacturer or sent to the recycling centre.
6. Electricity, gas and water are monitored for use and targets set to reduce usage and the carbon foot print
7. Vehicle emissions are monitored by Amey's FUMES policy
8. All relevant activities are fully compliant with the WEEE directive

### Planned:

1. All electric Cars and vans
2. New commercial vehicles have the latest efficient engines
3. Reclaimed rain water into water butts to be used in mixing concrete and vehicle washing
4. Continuation of joint partnering events such as the tree planting at JRHT Park, already undertaken

## Energy Supply

- 77 The current energy supply contract for street lighting and illuminated signs is arranged through the YPO consortium of local authorities and the energy comes from high quality combined heat and power sources. This has allowed a much better financial and environmental arrangement than existed several years ago. The present arrangements will come to an end in October 2008 and preliminary work has already started with YPO to obtain the best possible price for energy. A short list of energy suppliers has been produced and initial quotations on prices should be available in April. However, the quoted price at this point in time is unlikely to be the final price as energy prices change regularly. The quotation exercise identifies who has the cheapest fixed element of the whole cost build up.
- 78 The supply of energy from renewable sources is in greater demand than can be supplied, however, in line with the Executive approval of the Sustainable Street Lighting Scrutiny Sub-Committee recommendation, the aim will be to include within any supply contract upwards of 20% renewable sourcing to be increased to a target of 100%. It seems likely that all the energy to be purchased under the forthcoming arrangements will be classed as 'green' without any climate change levy, coming from good quality combined heat and power sources.

## Unmetered Supply Arrangements

- 79 The Executive agreed with the Sustainable Street Lighting Scrutiny Sub-Committee recommendation that we should continue to review the use of the unmetered electricity supply arrangements compared to other tariffs. There was also a commitment to switch to a metered supply once the OFGEM working group has created an agreed system that enables remote monitoring to be used as a virtual meter and once this is affordable in whole life terms. The situation has not changed since the latest information on this was brought to the Executive in October 2007, however it is being kept under review as its introduction, as part of remote monitoring and control will ultimately have substantial benefits.

## Bridges

- 80 Although the Bridge Condition Index continues to indicate the bridge stock to be in good condition it should be appreciated that this is only based on General Inspections which do not allow for close up assessment of the structures. Due to limited budgets, the Council has not carried out the more detailed Principal Inspections, which should ideally be done on a six to eight yearly basis, on any of its bridges for many years and all are long overdue.
- 81 A one-off growth bid of £80k has been approved for 2008/09 to enable the requirement for year on year principal bridge inspections to be re-started. Further growth bid funding will be required in future years if this programme is to be sustained.
- 82 It is very likely that these Principal Inspections will reveal problems that cannot otherwise be observed and that these inspections will result in a programme of work with realistic bids for funding. If the Principal Inspection arrangements can be continued in future years this will provide effective and efficient management of the bridge stock and could remove the necessity for more expensive schemes and consequent disruption to traffic.

## Performance Indicators

- 83 The new performance framework for local authorities has produced a single set of national indicators and those impacting on the services in highway infrastructure are:
- NI 168 – principal roads where maintenance should be considered (using the machine based SCANNER technique)
  - NI 169 – non-principal roads where maintenance should be considered (again using SCANNER)
- 84 Both of these indicators are linked into the DfT Departmental Strategic Objective to sustain economic growth and improved productivity through reliable and efficient transport networks.
- 85 CPA calculations last year used BVPI 224b (unclassified road conditions) and BVPI 187 (footway conditions). In the absence of these indicators in the future, CPA calculations could only be based on the new NI 168 & 169 indicators, which appear

to replace BVPI 223 (condition of principal roads) and BVPI 224a (condition of non-principal roads), respectively.

- 86 The survey method used for the existing BVPI indicators for unclassified roads and footways is a combination of coarse visual inspection (CVI) and detailed visual inspection (DVI) in accordance with the United Kingdom Pavement Management System (UKPMS). It is expected that highway authorities will continue to carry out these CVI/DVI visual surveys until things are more certain, but that they will do so without going to the expense and time of having to have in-house surveyors accredited.
- 87 There are a number of reasons for continuing with the present methods of condition assessment:
1. The methodology for asset valuation is being determined at the moment by CIPFA with the outcome expected very soon. The current proposals are that we use UKPMS condition survey data to calculate asset depreciation. If this turns out to be the basis for future work then we will need to continue to gather this information.
  2. It is important to keep CVI/DVI surveys in place until the outcome of the PFI Expression of Interest is known. If PFI goes ahead then these surveys will continue for the foreseeable future.
  3. CVI/DVI surveys are required to support BVPI 224b and BVPI 187 as part of the LTP2 requirements.
- 88 The intention at this stage is to retain the existing UKMPS CVI/DVI surveys in their present form until various uncertainties are resolved.

Asset Management Plan report to EMAP in October/November each year

- 89 To improve the reports brought to Members on the condition of the highways assets, the proposal is to have a report each year dedicated to the condition of the Council's largest and most valuable asset. This report would also be the forerunner to the Advance Design report and would set the scene for the programme of works proposals. It will examine current conditions and trends and will demonstrate to Members the implications that various forms of treatment, and levels of investment, will have on the asset, looking at this in the short, medium and longer term. All of this forms part of the Asset Management Plan (AMP) and this will be reviewed at the same time.
- 90 To allow this to happen, in October/November each year, the current 'June' survey of all the Councils roads and footways, will need to be carried out in April. These surveys can only be done correctly when the roads are reasonably dry and it may be, in a particularly wet April that this desired timescale couldn't be achieved. If this happens then a combined Asset Management and Advanced Design report would have to be considered for the January EMAP meeting. The Annual Highway Maintenance report would continue to be brought to the March meeting.

### Traffic Management Act (TMA)

- 91 A large impact of the TMA is that there will be much greater numbers of notifications of work. This does not particularly affect the utilities but it has a much greater impact on the highway maintenance works carried out by NS. The development of Exor has taken place to deal with this increase in notification, including the updating of the Streetworks Gazetteer. Officers in City Strategy and NS are working to minimize this additional workload but it is too soon to know exactly how well this will be achieved.

### Grass Verge and Tree Maintenance

- 92 As siding of grass verges is only done every 10 years, normally, it is not an immediate problem that in some areas the budgets have been insufficiently to keep pace with the normal programme. There is the potential that a backlog could develop over the next few years as the verge edges start growing over paths. Where this happens it will not only be a visual blot on the condition of the streetscape but a possible danger if in extreme cases pedestrians feel they have to walk on the road. For this reason the budget for grass verge siding is being increased but without increasing the overall maintenance budgets.
- 93 Rural Verges make excellent wildlife corridors if left alone, but in some areas, such as T junctions and cross roads, tall grass can create sight line problems, causing a danger. Currently budgets allow 2 cuts per year on these areas. As growing seasons seem to be getting longer, it has become increasingly difficult to keep sight lines completely clear with only two cuts. On a trial basis, to overcome this problem in 2008/09, extra funding, within the maintenance allocation, will be allocated to rural grass cutting to enable a third cut to take place at junction locations where this is necessary.

### Term Contract for Highway Surfacing

- 94 At its meeting on 2nd May 2006 the Executive approved the recommendation to develop a minimum 18 month term contract for carriageway maintenance schemes extendable annually.
- 95 The current Term Contract for Highway Surfacing will expire on 31 March 2008.
- 96 In order to implement the Councils Structural Maintenance Programme for the financial year 2008/09 it is necessary to extend the Contract for a further 12 months from 1st April 2008.
- 97 The Contract rates for the period of the extension will be subject to a Contract Price Fluctuation Clause using the price adjustment formulae for construction contracts.
- 98 The contractor has delivered the resurfacing and reconstruction programme to a high standard and within prescribed timescales and a recommendation is included to extend the contract for a 12 month period from 1st April 2008.

### Heavy Duty Slurry Seal Works

- 99 The 2008/09 programme of works will only be commenced following satisfactory pre-works discussions with the supplier. There will be increased presence from



CYC staff to ensure that the supplier's on-site quality standards are to specification. However, as a result of the discussions that have already taken place and the costs to the supplier of the remedial works for the 2007/08 programme, it is not expected that this will be a problem in 2008/09.

## **Proposals for 2008/09**

### Highway Maintenance Budgets 2008/09

- 100 Details of the highway maintenance budgets, including an analysis of the variations on budget provisions 2007/08 to 2008/09 are shown in Annexes 1 and 2.
- 101 Excluding one-off items of growth, revenue budgets have increased by 8.1%. CYC capital funding has reduced as a result of the Prudential Borrowing period finishing, but LTP funding for structural maintenance has increased, partly as a result of further successful bids for increased funding. The net result is that there is an 8.7% increase in the total highway maintenance budgets for 2008/09 compared to 2007/08.

### Highway Programmes for 2008/09

- 102 As explained in the report to EMAP on 14 January 2008 on The Advanced Design of Programmes report, full detail of the proposed programmes of work forms part of this report. The detailed programmes are attached in Annexes 3 to 5 covering carriageway, footway, street lighting, drainage and bridge works funded by revenue and CYC/LTP capital. Specific comments about programmes and proposals are included in the following section of this report, covering the various elements of the service.

### Carriageway Maintenance - Surfaces Proposals

- 103 The decrease in the carriageway surface dressing programme is compensated for by the revenue R&R programme for carriageway works. The need for a substantial increase in asphalt repairs has been recognised with the additional funding of this budget. This will enable larger surfacing repairs, to be specified as the need arises throughout the year, to be carried out making far more effective use of funding than small scale patching. The repair budget for concrete roads has also been brought up to a more realistic level.
- 104 NS has a minimum required volume of R&R work to keep the specialist gangs fully employed. The minimum requirement for 2008/09 is £1,200k and this is provided within the works programme proposals. On the assumption that these programmes will not be reduced throughout the financial year, NS will be able to operate at a higher level of efficiency than is possible with a reduced volume of work and as a result will be able to offer an efficiency saving of £75k in 2009/10. The volume of work in 2007/08 dropped below the minimum requirement and therefore no efficiency saving could be made and used to fund small R&R schemes in 2008/09.

### Footway Maintenance – Surfaces Proposals

- 105 A revenue footway R&R budget, which used to exist, has been reinstated allowing 13 schemes to be included in the programme. The footway slurry seal budget is

higher than the initial budget for 2007/08, as last years programme had to be deferred into 2008/09. Both central area works and footway contingency budgets have been increased.

#### Safety and Enforcement

- 106 The need for above inflation increases has not been identified and the routine maintenance budgets are therefore similar to the previous year. A one-off budget of £80k is included to enable the principal bridge maintenance programme to be re-started.

#### Amenity Maintenance

- 107 A small increase in the tree maintenance budget has been allowed to assist with service pressures. The grass cutting budget has been increased to allow a third cut at junctions in rural areas, for safety reasons, if required. The revised budget also enables the verge siding programme to be correctly funded so that all verges can be cut back on a once in ten-year cycle.

#### Winter Maintenance

- 108 The relatively mild winters, with only small amounts of snow appear to be continuing and on this basis the winter maintenance budget is only being increased to take account of inflation.

#### Street Lighting

- 109 The 'works' budget has been reduced due to savings made as a result of the procurement in 2007/08. The energy budget has been increased but this may need further consideration once the results of the new energy procurement are known later in the year.

#### General Maintenance

- 110 Normal revenue maintenance has had inflation only increases applied. The one-off budget of £200k, to improve asset management data in relation to drainage and to undertake some drainage improvements as a result of this in 2008/09, is also included.

#### Street Maintenance

- 111 Inflation only increases have been applied.

#### Traffic Management

##### UTC

- 112 Increases are expected in the cost of leased lines servicing the controlled network. Work is progressing with ITT to source a single communications provider. The rising bollard on Stonebow requires upgrading in order to ensure operational efficiency and a sum of £8k has been allocated for this.

## TCMS

- 113 With the continued development of TCMS through the capital programme, it is essential that the revenue budget reflects this, and the inflationary growth provides for this. In the past year the telecoms costs has seen a significant increase related to increased on-street equipment levels. Keeping the budget at its current level means that although most equipment is still under warranty, dealing with major failures of equipment that are outside warranty will put pressure on the budget. This will be exacerbated in 2008/9, as more equipment starts to come off its capitalised maintenance period and expenditure will then rise significantly. To some degree however, it may be possible to offset potential increases in maintenance costs with reductions in communications costs when elements of the TCMS telemetry estate are absorbed into the ITT single communications provider arrangement. It is however, too early to be able to quantify these possible savings.

## CCTV

- 114 The annual rises in communications costs and costs associated with increased numbers of cameras, new communications media and the digital recording system will require additional funding. As above, the migration of the CCTV fiber optic network into the ITT single communications provider contract may, in the medium term, offer potential for communication cost savings. Members are however advised that the age of the maintained equipment on street is such that in the not too distant future significant investment will be required in order to maintain the CCTV capability. Based on the recent spending on essential repairs to keep the present system fully functioning, an additional sum of £9k has been allocated for 2008/09. In addition to this it would be advisable to allow for the proactive renewal of some camera units before their maintenance costs increase dramatically and this will be considered in 2009/10 for capital funding.
- 115 Further development of the CCTV system is in progress, this includes, community based cameras and mobile units. A sum of £40k was provided for the former, however establishing the required communications systems has presented a challenge, and the traditional fibre optic system is being utilized. Work is progressing with new cameras at Acomb Front Street, Burton Stone Lane and Bell Farm. In order to enable the continuation of the community system, it will be necessary for further funding to be provided to cover the necessary maintenance and communication costs. At present a single new installation will cost in the region of £15k. In addition, a mobile camera system is underway with two cameras to be deployed, one in the city centre focusing on cycle crime and a further in a suburban area. Dependent on the success of the mobile trials, it may prove feasible to expand this technology to other camera locations and reduce both capital and revenue costs. A growth bid for 2009/10 will be considered to enable the continuation of the community system.

## Highway Asset Management

- 116 Inflation only increases have been applied.

## Capital Structural Maintenance

- 117 In overall terms the budgets for 2008/09 are similar in size to 2007/08.

- 118 There is additional funding available for bridge works, mainly associated with Clifton Bridge. Should the cost of the Clifton Bridge works be lower than the current preliminary estimate, a potential reserve scheme to review the risk associated with barriers adjacent to water hazards, such as at Foss Bank would be introduced and works undertaken if considered appropriate and the necessary funding was available.
- 119 The only change to the scheme programme is the switching of two schemes between financial years. The Shipton Service Road resurfacing scheme for 2007/08 needs to be deferred until 2008/09 to allow adjacent development works to be completed. This scheme is being swapped with one in the Advance Design report, namely the CYC capital footway scheme at Forest Grove, which will now be completed in 2007/08 not 2008/09.

### **Consultation**

- 120 Due to the nature of this report no consultation has been undertaken.

### **Corporate Priorities**

- 121 Maintenance of the City's highway assets has a direct impact on several of the corporate priorities for improvement, namely:
- improvement of the actual and perceived condition and appearance of the city's streets, housing estates and publicly accessible spaces.
  - improvement of the health and lifestyles of the people who live in York, in particular among groups whose levels of health are the poorest.

### **Implications**

#### **Financial Implications**

- 122 The financial issues are discussed throughout the report and the way in which it is proposed to allocate revenue, capital and LTP funding is shown in Annexes 1 to 5. The highway maintenance service will be provided in accordance with the prescribed budgets and there are no financial implications.

#### **Human Resources (HR) and other implications**

- 123 There are no HR implications identified in this report although NS flag up the potential implications should their workloads be altered to such an extent that there is insufficient work for the current size of the workforce. The proposals in this report should not have any impact on NS that cannot be accommodated.

### **Equalities**

- 124 There are no equalities implications.

## **Legal**

- 125 The Council has a statutory duty to carry out highway maintenance under Section 41 of the Highways Act 1980 and this report sets out the proposals and budgets to allow this to happen in the forthcoming financial year.

## **Crime and Disorder**

- 126 There are no crime and disorder issues.

## **Information Technology (IT)**

- 127 There are no IT implications in this report.

## **Property**

- 128 There are no property implications.

## **Other**

- 129 There are no other implications in this report.

## **Risk Management**

- 130 In compliance with the Council's risk management strategy, the main risks that have been identified in this report are:

- Strategic Risks, arising from judgements in relation to medium term goals for the service
- Physical Risks, arising from potential underinvestment in assets
- Financial Risks, from pressures on budgets
- People Risks, affecting staff if budgets decline

- 131 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**

- 132 That the Advisory Panel advise the Executive Member to:

- (i) Note the performance and success in 2007/08
- (ii) Note the issues arising in 2007/08
- (iii) Approve the extension of existing arrangements for 2008/09 with Neighbourhood Services for the delivery of routine maintenance and the construction of footway resurfacing schemes up to a defined value

- (iv) Approve the extension of the term contract for Highway Surfacing for 2008/09
- (v) Approve the allocation of budgets for 2008/09
- (vi) Approve the implementation of the proposed programme

**Reason**

133 To ensure delivery of highway maintenance services in an efficient and cost effective manner.

**Contact Details**

**Author:**

Paul Thackray  
 Head of Highways and Street Operations  
 Tel : (01904) 551574  
 Fred Isles Project Manager  
 Tel: (01904 551444)

**Chief Officer Responsible for the report:**

Damon Copperthwaite  
 Assistant Director (City Development and Transport)

**Report Approved**



**Date** 5 March 2008

**Specialist Implications Officer(s)** *List information for all Implication ie Financial*  
*Implication ie Legal*  
 Name  
 Title  
 Tel No.

**Wards Affected:** *List wards or tick box to indicate all*

**All**

**For further information please contact the author of the report**

**Background Papers:**

City Strategy Capital Programme 2007/08 Monitor 2 Report – City Strategy EMAP 10 December 2007

Advance Design Highway Maintenance Programme for 2008/09 – City Strategy EMAP on 14 January 2008

**Annexes:**

Annex 1 – Summary of Budgets and Annexes

Annex 2 – Highway Maintenance Revenue Budgets

Annex 3 – City of York Council Revenue Programme

Annex 4 – City of York Council Structural Maintenance Programme

Annex 5 – LTP Structural Maintenance Programme