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

8 December 2008

Report of the Director of City Strategy

**HIGHWAY MAINTENANCE, ADVANCED DESIGN ON PROGRAMMES
FOR 2009-2010**

Summary

1. This report discusses how the provisional highway maintenance surfaces programmes have been prepared. 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 has proved very successful over the last ten years and this report proposes to continue with these arrangements. It is also a requirement under the Traffic Management Act 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 surveys which are carried out throughout the year.
 - 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 June 2008 we again carried out a full coarse visual condition survey of all our roads and footways. This allows us to grade them into three categories, grade 1 (good), grade 2 (average), and grade 3 (poor). By comparing with previous year's survey results the survey tells 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 a future resurfacing scheme. The results of the 2008 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 and will also be available at the meeting. It is intended to continue this survey next year in order that we can

continue to monitor trends in improvement and deterioration and as an aid to identifying which streets should be resurfaced.

5. In October and November of 2008 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 2008 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.
6. 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.
7. To augment all those other surveys and also identify areas for treatment, machine surveys to identify the skid resistance value and other highway defects of all principal roads and most other classified roads is undertaken on an annual basis to identify other highways requiring attention.
8. 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

9. When considering roads and footways for inclusion in the programmes we have to consider a number of issues. These are:-
 - The standards to be adopted
 - The priorities for selection
 - The approach to take
 - The choices to be made
10. 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.

11. 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.

12. 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, last year we altered the funding split to 50/50 on footways and roads so that we can address this deteriorating trend and still meet the aspirations of Members and residents. It is proposed to continue with this same split this year and 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 Members in March 2009

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 2006/7 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. However, this has had to be reduced due to budget pressures throughout the programme.
 - Over the last 12 months there has been pressure on the day to day basic maintenance budget and it is proposed to vire £380k from revenue scheme allocation to day to day maintenance in order to fund an additional two gangs per week which is now needed to keep pace with the volume of work being identified/ reported to us.
13. 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
 - heavy duty slurry sealing on minor residential roads, mainly culs de sac where traffic movements and speeds are low
 - 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
14. The choice of asphalt will very much depend on the scope of the work we are doing but 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 done quicker with less disruption and in more safety. 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

15. Taking account of all the policies and procedures, the provisional programme and schemes are listed in Annexes 3 - 12.
16. Over the remaining part of this year City Strategy will begin work preparing some schemes so that an early start on construction can be made in the new financial year.

17. Members will be aware that for the last three years City Strategy have undertaken the design and build of all footway schemes and that this has worked well bringing efficiency savings to the Council in the region of £75,000 which can be used to carry out additional schemes.
18. 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

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

Options

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

Analysis

21. Due to paragraph 20 no analysis is required.

Corporate Priorities

22. Maintenance of the cities 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 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

23. The report has been prepared using the latest indications for the highway maintenance budget for 2009/10. However, there may be changes prior to the budget finally being approved at the Budget Council on 26 February 2009. 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 2009 Annual Highway Maintenance report.

Human Resources (HR)

24. Staff from City Strategy will be engaged in the detail design and management of the programme of works. The quantity of work, particularly a reduction on previous years, may have a negative impact on staffing levels.

Equalities

25. There are no equalities implications.

Legal

26. 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 June and October 2008 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 - 12 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:

Bill Woolley
Director of City Strategy

Report
Approved



Date 21/11/08

Specialist Implications Officer(s)

Implication: Financial
Name: Patrick Looker
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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 June 2008 Highway Condition Survey
- Annex 2 - Condition Trends for Roads and Footways
- Annex 3-12 - 2009/10 Advance Design Programmes