

READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES

TO:	TRAFFIC MANAGEMENT SUB-COMMITTEE		
DATE:	9 MARCH 2017	AGENDA ITEM:	13
TITLE:	HIGHWAY MAINTENANCE UPDATE AND PROGRAMME 2017/2018		
LEAD COUNCILLOR:	COUNCILLOR A PAGE	PORTFOLIO:	STRATEGIC ENVIRONMENT, PLANNING AND TRANSPORT
SERVICE:	TRANSPORTATION AND STREETCARE	WARDS:	BOROUGH WIDE
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1. PURPOSE OF REPORT AND EXECUTIVE SUMMARY

- 1.1 To provide the Sub-Committee with an update on the 2016/2017 Highway Maintenance programme.
- 1.2 To inform the Sub-Committee of the £ 2.039 Million (works and fees) programme for Highway Maintenance for 2017/2018 from the Local Transport Block Funding (Integrated Transport & Highway Maintenance) settlement.
- 1.3 The report outlines the background to the selection of schemes and Appendix 1 details the list of schemes in each category to be undertaken in 2017/2018. The categories are Major Carriageway Resurfacing, Minor Roads Surfacing, Footway Resurfacing, Bridge/Structural Maintenance, Pothole Award and National Productivity Repair Fund. A detailed breakdown of allocations in each is shown in paragraph 4.9.

2. RECOMMENDED ACTION

- 2.1 That the Sub-Committee notes the Highways Maintenance Update 2016/2017.
- 2.2 That the Sub-Committee gives approval for the proposed Highway Maintenance Programme 2017/2018 and proposed spend allocation as set out in paragraph 4.9.

3. POLICY CONTEXT

- 3.1 To secure the most effective use of resources in the delivery of high quality, best value public service.
- 3.2 To make travel more secure, safe and comfortable for all users of the public highway.
- 3.3 To provide a public highway network as safe as reasonably practical having due regard to financial constraints and statutory duties.

4. THE PROPOSAL

Highway Maintenance Update 2016/2017

- 4.1 In the Government's Autumn Statement 2015, it was announced that additional funding is being made available to Local Councils for pothole repairs. Given the success of the two previous Pothole Repair Plans, the Council proposed and delivered a third Pothole Repair Plan in 2016/2017. As before, this enabled potholes of a lesser depth than the Council's current investigatory criteria to be repaired, which helps to extend the life of roads until such time that they require a more comprehensive maintenance treatment.
- 4.2 Following the successful completion of the Pothole Repair Plan 3 during 2016/17 we can report that 1250 potholes as at 27.02.2017 have been repaired. This has resulted in a significant reduction in the number of potholes on the Borough's Highway network during the current Financial Year.
- 4.3 The Council has carried out a works programme of major carriageway resurfacing, minor roads surfacing, footway resurfacing, Street Lighting (LED Replacement), bridges/structural maintenance works programme as well as the delivery of a major maintenance scheme (Whiteknights Reservoir Flood Alleviation Scheme) and the Pothole Repair Plan 3. It should be noted that there has been a delay in the Whiteknights Reservoir Flood Alleviation Scheme as well as the resurfacing of Duke Street/Kings Road junction and Northumberland Avenue; these works will be scheduled for completion in the near future.

Highway Maintenance Programme 2017/2018

Local Transport Block Funding (Integrated Transport & Highway Maintenance) Settlement

- 4.4 The Council receives an annual Local Transport Block Funding settlement from the Department for Transport (DfT) for highway maintenance work.

This settlement covers the general headings of bridges, highways and lighting. The Highway Authority then needs to demonstrate that it has made suitable use of their allocation in accordance with highway needs and within the general criteria for which LTP maintenance funding is allocated.

4.5 In December 2014, the Secretary of State for Transport announced how the DfT planned to allocate £6 Billion being made available between 2015/16 and 2020/21 for local highways maintenance capital funding. Ministers reached a decision on how to allocate the £976 Million of local highways maintenance capital block funding available each year based on a 'needs based' formula funding model.

4.6 Reading Borough Council's settlement for this 6 year cycle is as follows:

FINANCIAL YEAR	AMOUNT OF SETTLEMENT
2015/16	£ 1,472,000
2016/17	£ 1,350,000
2017/18	£ 1,309,000
2018/19	£ 1,185,000
2019/20	£ 1,185,000
2020/21	£ 1,185,000

4.7 Every Local Highway Authority had the opportunity to secure additional funding on an "incentive basis", dependent on its pursuit of efficiencies and use of asset management; and/or from a competitive Challenge Fund for major maintenance projects.

Of the £6 Billion, £578 Million has been set aside for an incentive fund scheme, to help reward Local Highway Authorities who can demonstrate they are delivering value for money in carrying out cost effective improvements.

Each Local Highway Authority in England (excluding London) was invited to complete an annual self-assessment questionnaire, in order to establish the share of the incentive fund that they will be eligible for. Local Highway Authorities are not competing with each other for funding, but are demonstrating that efficiency measures are being pursued in order to receive their full share of the funding.

Each Local Highway Authority scores themselves against 22 questions, which places them into one of 3 Bands on the basis of the available evidence.

The incentive funding awarded to each Local Highway Authority is based on their score in the questionnaire and is relative to the amount received through the needs-based funding formula. The current banding model is shown in the table below.

This table, therefore, shows an indicative estimate of what the Council could potentially receive in additional funding per Band per Financial Year to 2020/21.

Highways maintenance incentive funding formula and indicative incentive allocations for Reading Borough Council award over the next 4 Financial Years is as follows:

YEAR	AWARD	BAND	INCENTIVE
2017/2018*	£1,309,000*	3 (100%)	£123,000
		2 (90%)*	£110,000*
		1 (60%)	£74,000
2018/2019	£1,185,000	3 (100%)	£247,000
		2 (70%)	£176,000
		1 (30%)	£74,000
2019/2020	£1,185,000	3 (100%)	£247,000
		2 (50%)	£123,000
		1 (10%)	£25,000
2020/2021	£1,185,000	3 (100%)	£247,000
		2 (30%)	£74,000
		1 (0%)	0

*Note: For 2017/2018 Reading Borough Council has now attained 'Band 2' so the total award with incentive is: £1,309,000 + £110,000 = £1,419,000

- 4.8 To enable Reading Borough Council to achieve the maximum incentive funding, the Council has appointed an Asset Manager and an Assistant to deliver an asset management programme that has the potential to move Reading from 'Band 2' to 'Band 3'. It should be noted that the Council successfully moved from 'Band 1' to 'Band 2' during this Financial Year (2016/2017) which has resulted in an additional £36,000 incentive allocation for Financial Year 2017/2018.
- 4.9 In previous years the LTP3/Local Transport Block Funding settlement has been split into a number of different areas to make best use of the funds available, and it is intended to continue with this approach. Against each heading is the proposed works allocation based on the 2017/2018 settlement for works.

	<i>2016/17 Spend (Works Only)</i>	<i>2017/18 Spend Proposal (Works Only)</i>
Major Carriageway Resurfacing	<i>£623,600</i>	£600,600
Minor Roads Surfacing	<i>£120,000</i>	£220,000
Footway Resurfacing	<i>£50,000</i>	£70,000
Bridge/Structural Maintenance	<i>£150,000</i>	£336,000
Street Lighting	<i>£0</i>	£0
Major Maintenance Schemes	<i>£288,000</i>	£0
Pothole Award	<i>£60,000</i>	£97,000
National Productivity Investment Fund	<i>N/A</i>	£523,000

Major Carriageway Resurfacing (£600,600 works)

- 4.10 Due to the limited funding available it is necessary to prioritise the schemes based on nationally accepted technical assessment processes as well as visual engineering assessments.
- 4.11 The provisional programme for category 1 and 2 roads (mainly class A and class B roads and roads with high volumes of commercial traffic) surface treatment has been prioritised after assessment of carriageways using information from:
- SCANNER surveys which checks the structural integrity and residual life of existing carriageways;
 - SCRIM (sideways-force coefficient routine investigation machine) surveys to check skidding resistance.
 - VISUAL/ENGINEERING ASSESSMENT by Highways Engineering Team.
- 4.12 Based on the above assessments the roads/sections of roads listed in Section A of Appendix 1 are recommended for treatment in 2017/2018. These are shown in priority order and will be progressed until the allocation is spent. To make the most effective use of the budget available only the sections of the roads with a poor residual life, as identified from the SCANNER surveys and visual engineering assessments, will be treated. Estimated costs, based on current information, are shown against each scheme and on this basis it would suggest that schemes 1 to 12 could be achieved in the 2017/2018 maintenance programme.
- 4.13 Tenders for this work will be invited shortly and the documents will include reserve schemes, in the event that returned tender prices prove to be more favourable than current estimates suggest, thus enabling us to undertake further scheme(s) within the available budget. In the event of unforeseen

carriageway deterioration outside of the scope of normal maintenance work, the programme of works would be reviewed and if necessary a reallocation of funding within the budgets would be made to undertake higher priority carriageway schemes.

Minor Roads Surfacing (£220,000 works)

- 4.14 For category 3 roads (residential and other distributor roads) there is generally no skid or condition information available therefore priorities have to be established as a result of visual condition surveys to determine deterioration. The common types of deterioration are, for example, the number of potholes, rutting, the amount of patching and cracking.
- 4.15 An assessment of the road surface condition for minor roads is therefore carried out annually using the Council's pro-forma. The assessment process consists of scoring the carriageway condition against various criteria. Those roads with the highest scores are then subjected to a further engineering assessment and those which, again, score highly through this process as well as being considered appropriate, are recommended for inclusion in the next Financial Year's minor roads surfacing programme, subject to budget availability.
- 4.16 Based on the above a list of schemes has been prepared as detailed in Appendix 1 Section B. Estimated costs based on current information are shown against each scheme and would suggest that schemes 1 to 9 could be achieved this year. Tenders for his work will be invited shortly and the documents will include reserve schemes (schemes 10 to 17 as shown in Appendix 1 Section B) in case the tender prices returned are more favourable than current estimates enabling us to do more schemes within the available budget.

Footway Resurfacing (£70,000 works)

- 4.17 Potential footway resurfacing schemes are identified as a result of visual condition surveys to determine deterioration. An assessment of the footway surface is carried out annually using the Council's pro-forma. The assessment process consists of scoring the footway condition against various criteria; those footways with the highest scores, as well as being considered appropriate, are then recommended for inclusion in the next Financial Year's footway maintenance programme, subject to budget availability. Many requests for footway resurfacing schemes are also received from Ward Councillors and members of public, but the amount of funding available is not sufficient to deal with every request.
- 4.18 In recent years the footway maintenance programme has consisted of 'slurry sealing' surfacing. Although this is a cost-effective process which provides a new 'thin veneer' overlain surface which seals and ultimately extends the life of footways, this treatment has limitations and has not been well

received by local residents at every location. Where footways have more comprehensive deterioration or wear and tear, resurfacing and/or localised reconstruction is a more appropriate maintenance treatment.

- 4.19 As was the case with the 2016/2017 footway maintenance programme it is proposed to focus on resurfacing/reconstructing several more footways/stretches of footway in 2017/2018 rather than a slurry sealing programme. Unlike slurry sealing, which is carried out by a specialist contractor, footway resurfacing/reconstruction work is carried out in-house by the Council's Highways and Drainage Operations Team.
- 4.20 The schemes listed in Section C of Appendix 1 are recommended for action in 2017/2018. Estimated costs, based on current information, are shown against each scheme and would suggest that schemes 1 to 5 could be achieved this year. 4 reserve footway resurfacing/reconstruction schemes 6 to 9 (as shown in Appendix 1 Section C) would be implemented if the costs for the main footway programme prove to be less than the current estimates thus enabling us to do more schemes within the available budget.

Bridge/Structural Maintenance (£336,000 works)

- 4.21 The Council has maintenance responsibility for around 80 bridges and 300 other structures. Each structure is inspected in line with the Code of Practice for Highway Structures. Based on these inspections the priority for works within the capital programme is determined and a rolling 5 year programme is developed and updated annually. Section D of Appendix 1 details the schemes proposed for 2017/2018.

Street Lighting

- 4.22 A successful bid was made jointly by the 3 Authorities and 70% (£6.68 Million) of the full cost of £9.8 Million was secured by Reading, reducing the Borough's contribution to 30% (£2.94 Million) and funding was secured. A joint LED swap out contract was tendered in Autumn 2015 and Volker Highways were awarded the contract to swap out 11,329 street lights, 2578 sign lights, 890 illuminated bollards and 2533 life expired columns. The contract works begin in April 2016 with completion in March 2018. All equipment will be controlled by the Mayflower CMS system which allows remote dimming, will monitor energy usage accurately and report faults remotely. To date 6,000 lanterns have been upgraded and 1500 columns have been replaced. As was expected more failed columns have been identified as the work has continued and it is likely that a further 1500 columns will be replaced as part of the contract to ensure public safety and continuity of service. This extra work will be funded from the contract contingency fund. The contract is currently on schedule to be complete as per the target date.

- 4.23 Existing maintenance budgets will reduce as the number of LED units increase over the next 2 years and by April 2018 it is envisaged that maintenance cost will reduce by 50% - 55% and energy consumption will reduce by 50%, creating significant savings in both revenue and capital budgets.

Illuminated Bollards/Traffic Signs

- 4.24 As part of the street lighting Invest to Save LED swap out works, the 890 remaining mains powered illuminated bollards will be changed to solar powered types. 2578 illuminated road signs will be either changed to LED types or be de-illuminated.

Major Maintenance Schemes (£0)

- 4.25 No programmed major maintenance schemes in Financial Year 2017/2018.

Other Carriageway Maintenance Works (£ To Be Confirmed)

- 4.26 It is recognised that there are roads which repeatedly do not meet the appropriate criteria for inclusion within the major carriageway resurfacing or minor roads surfacing programmes, but would benefit from other maintenance treatment(s) to extend the life of these assets. Examples of such maintenance works are explained in more detail below:

- Following a SCRIM (Sideway-force Coefficient Routine Investigation Machine) survey, where a carriageway surface appears, overall, to be in a good condition but would benefit from a surface rejuvenation to improve/restore skid resistance, extending the life of the road. This process would prove to be a cost-effective treatment, when compared with full scale resurfacing, enabling more roads to be treated.
- There are a number of concrete roads across the Borough which have previously been overlain with a thin flexible surfacing course. Over time this surfacing has locally worn away leaving a 'scabbed' surface. Typically these areas do not meet the Council's current defect investigatory level to trigger repairs and as long as the underlying concrete slabs are in a stable condition, they are unlikely to increase in depth. A typical example of such surface deterioration is evident on the Mayfair carriageway. Although such deterioration is aesthetically not pleasing, if the underlying concrete slabs are in reasonable condition, such roads do not score/rank as high as other roads for programmed maintenance work. Nevertheless such roads would benefit from an appropriate treatment whereby the existing surfacing is either rejuvenated or replaced to not only improve the running surface but to also seal and protect the underlying concrete slabs, in turn, extending the life expectancy of these roads.

- There are also examples of localised carriageway deterioration where the surfacing and/or sub-structure show signs of wear and tear in specific areas but not extensive enough to justify full-scale maintenance work to the complete carriageway area. In such situations, substantially sized patching, whether in the form of a surfacing course or a greater depth of reconstruction, can rectify the issue locally and help to extend the overall life expectancy of the complete road.

There is no allocated budget for such work but should appropriate funding become available or be identified the Committee will be updated accordingly at a future Traffic Management Sub-Committee Meeting.

4.27 Pothole Award (£97,000)

Following the Autumn Statement 2015 with the announcement of additional funding for pothole repairs and as confirmed in the DfT's Roads Funding: Information Pack (January 2017), £97,000 has been allocated to Reading Borough Council for 2017/2018.

Given the success of the three previous Pothole Repair Plans, it is proposed to deliver a fourth Pothole Repair Plan. As before, this will enable potholes of a lesser depth than the Council's current investigatory criteria to be repaired, which can only help to extend the life of roads until such time that they require a more comprehensive maintenance treatment.

The fourth Pothole Repair Plan will be set up similarly to the previous Plans and Members will be engaged at the appropriate time. Details will be presented in a Report for Committee approval at a future Traffic Management Sub-Committee.

4.28 National Productivity Assessment Fund (£523,000)

As announced in the Autumn Statement 2016, £185 million has been allocated to Local Highway Authorities from this Fund for 2017/18. This funding is for local highway and other local transport improvements to reduce congestion at key locations, upgrade or improve the maintenance of local highway assets, to improve access to employment and housing, to develop economic and job creation opportunities. This funding has been allocated to Local Highway Authorities based on a formulaic approach. Reading Borough Council allocation for 2017/18 is £523,000.

Currently Officers are obtaining further clarification on the scope of work covered by this funding allocation. A proposed works programme will then be prepared and presented in a separate report for Committee approval at a future Traffic Management Sub-Committee as appropriate.

5. CONTRIBUTION TO STRATEGIC AIMS

5.1 The Highway Maintenance Update and Programme 2017/2018 will contribute to the Council's Corporate Plan 2016 - 2019 objectives of:

- Keeping the town clean, safe, green and active
- Providing infrastructure to support the economy
- Remaining financially sustainable to deliver these service priorities

6. COMMUNITY ENGAGEMENT AND INFORMATION

6.1 Defects reported by members of the public on the Council's public highway network are assessed / considered for appropriate action in accordance with the Council's investigatory criteria.

6.2 Schemes are identified through an assessment process however members of the public also request sites and these are considered as part of the assessment process.

6.3 The Highway Maintenance Update and Programme 2017/2018 is available on the Council's website.

7. EQUALITY IMPACT ASSESSMENT

7.1 In addition to the Human Rights Act 1998 the Council is required to comply with the Equalities Act 2010. Section 149 of the Equalities Act 2010 requires the Council to have due regard to the need to:-

- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

7.2 The Highway Maintenance Programme 2017/2018 consists of improvement work to the Council's existing public highway network. There is no overall change to service delivery at this time. Should any future updates/amendments be required, which result in service delivery changes, an equality impact assessment will be carried out.

8. LEGAL IMPLICATIONS

8.1 The Council, as Highway Authority, has a duty under the Highways Act 1980 to carry out highway maintenance and maintain highway structures.

9. FINANCIAL IMPLICATIONS

- 9.1 The proposed Highway Maintenance Programme 2017/2018 will be fully funded by the Local Transport Block Funding (Integrated Transport & Highway Maintenance) settlement 2017/2018, Pothole Action Fund 2017/2018 and National Productivity Investment Fund 2017/2018.
- 9.2 The proposed street lighting LED replacement programme is jointly being funded by the 'DfT Challenge Fund Award' and 'An Invest To Save' capital borrowing.

10. BACKGROUND PAPERS

- 10.1 Local Transport Block Funding (Integrated Transport & Highway Maintenance) Document.
- 10.2 Traffic Management Sub-Committee Report -10th March 2016.
- 10.3 DfT Roads Funding: Information Pack - January 2017.
- 10.4 DfT Letter 'Roads Funding 2017/18' - 13th January 2017.

HIGHWAY MAINTENANCE PROGRAMME 2017/2018

Section A - Major Carriageway Resurfacing Schemes

		MAJOR ROAD		
	Ward	Road	Estimate Cost (£)	Cumulative Cost (£)
1	Abbey	Tudor Road (Half the length on the Caversham Road side)	15,417	15,417
2	Mapledurham	Richmond Road (Albert Road to Woodcote Road)	31,777	47,194
3	Southcote	Bath Road (90m East of Honey End Lane to signalised crossing east of Circuit Lane)	84,865	132,059
4	Abbey/Minster	Castle Hill (WB Lane from Coley Hill to Coley Avenue)	60,817	192,876
5	Southcote/Minster	Bath Road (300m west of Parkside Road)	80,546	273,422
6	Minster	Coley Avenue (Froxfield Avenue and Upavon Drive)	13,473	286,895
7	Abbey	Castle Street (From Castle Street Barbers to IDR roundabout)	53,270	340,165
8	Battle	Tilehurst Road (Waverley Road to Elm Park)	33,978	374,143
9	Norcot	Grovelands Road (Drayton Road to Oxford Road)	94,516	468,660
10	Thames	Peppard Road (Prospect Street to Derby Road)	56,136	524,796
11	Battle	Western Elms Avenue	63,057	587,852
12	Peppard	Caversham Park Road (Kiln Road to Birchwood Close) - note kerbs need lifting	19,313	607,166
		RESERVES		
13	Park/Redlands	Crescent Road	76,358	683,523
14	Norcot Road	Norcot Road (Blundells Road to Church End Lane)	57,725	741,249
15	Caversham	George Street	87,674	828,922

Section B - Minor Roads Surfacing Schemes

MINOR ROADS				
	Ward	Road	Estimate Cost (£)	Cumulative Cost (£)
1	Tilehurst	Mayfair	85,000	85,000
2	Peppard	The Horse Close	16,888	101,888
3	Caversham	Ardler Road	20,301	122,189
4	Norcot	Brockley Close	15,715	137,905
5	Southcote	Hogarth Avenue	20,314	158,219
6	Tilehurst	Ash Road	14,000	172,219
7	Mapledurham	Knowle Close	13,129	185,348
8	Peppard	Stuart Close	24,646	209,995
9	Minster	Bexley Court	16,312	226,307
RESERVES				
10	Mapledurham	Westdene Crescent	8,439	234,746
11	Thames	Darell Road	15,035	249,781
12	Redlands	Eldon Square	8,500	258,281
13	Caversham	Paddock Road	8,500	266,781
14	Tilehurst	New Lane Hill (Hogarth Avenue to Kendrick Gate) (delayed due to utility works)	39,125	305,906
15	Mapledurham	Silverthorne Drive (delayed due to utility works)	27,117	333,023
16	Minster	West Fryerne	6,041	339,064
17	Thames	Moss Close	11,611	350,676

Section C - Footway Resurfacing Schemes

FOOTWAYS				
	Ward	Road	Estimate Cost (£)	Cumulative Cost (£)
1	Abbey	Great Knollys Street (Caversham Road to traffic stop)	30203	30203
2	Southcote	Brunel Road	19143	49346
3	Thames	Ilkley Road	3290	52636
4	Peppard	Northbrook Road	11339	63975
5	Church	Foxhays Road	12630	76605
RESERVES				
6	Caversham	Wolsey Road	6395	82999
7	Church	Ennerdale Road	12911	95910
8	Peppard	Pendennis Avenue	4082	99991
9	Tilehurst	Beverley Road	5108	105099

Section D - Bridge/Structural Maintenance Schemes

		BRIDGES/STRUCTURES		
	Ward	Structure		
1	Abbey/Park	Kennetside Retaining Wall	200,000	200,000
2	Abbey	Kings Road Culvert	225,000	425,000
3	Borough-wide	Planned Maintenance	50,000	475,000