

READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES

TO:	TRAFFIC MANAGEMENT SUB COMMITTEE		
DATE:	12 MARCH 2015	AGENDA ITEM:	12
TITLE:	HIGHWAY MAINTENANCE UPDATE AND PROGRAMME 2015/2016		
LEAD COUNCILLOR:	COUNCILLOR A PAGE	PORTFOLIO:	STRATEGIC ENVIRONMENT, PLANNING AND TRANSPORT
SERVICE:	TRANSPORTATION AND STREETCARE	WARDS:	BOROUGH WIDE
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1. EXECUTIVE SUMMARY

- 1.1 To inform Councillors of the progress made on the additional Government funding announced in June 2014 for additional highway maintenance pothole repairs.
- 1.2 To inform Councillors of the £ 1.472 Million (works and fees) programme for Highway Maintenance for 2015/2016 from the Local Transport Plan (LTP) 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 2015/2016. The categories are Carriageway Resurfacing, Minor Resurfacing, Footway Resurfacing, Bridge Maintenance, Street Lighting and Major Maintenance. A detailed breakdown of allocations in each is shown in paragraph 4.7.

2. RECOMMENDED ACTION

- 2.1 That the Sub-Committee notes the current position regarding the additional pothole repairs.
- 2.2 That the Sub-Committee notes the proposed Highways Maintenance programme for 2015/2016 and to give spend approval as set out in paragraph 4.12.

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.

4. BACKGROUND

Highway Maintenance Update

- 4.1 At a meeting on 16th July 2014 the Strategic Environment, Planning and Transport Committee noted a report on the additional Pothole Repair Plan award made by Department for Transport (DfT) in June 2014 and that a further progress report be presented to a Traffic Management Sub Committee meeting.
- 4.2 The principle of this plan was to continue to deploy the available resources (2 maintenance gangs) for a fixed period of 8 months (to the end of March 2015) to carry out pothole repairs on the unclassified road network on a road by road basis (those roads not included within the original Pothole Repair Plan 2013/14) regardless of whether they meet current policy investigatory levels. Only classified and priority routes were included in the original Pothole Repair plan 2013/14.
- 4.3 In order to make best use of the funding available within existing time constraints it was proposed to use half the Pothole Repair Plan 2014/15 award on additional road resurfacing schemes, which enabled some of the reserve schemes (that were previously unfunded) approved for Major & Minor Roads resurfacing to be tackled during the 2014/15 financial year. This preventative measure will also help improve the resilience of the road network and reduce the number of potholes that would have developed following another winter.
- 4.4 At the time of preparing this report (2nd February 2015) the position was as follows:
 - 411 potholes have been repaired under the pothole repair plan 2 in addition to 1608 potholes repaired under the original pothole repair plan.
 - Two additional roads were resurfaced under the Major Roads Resurfacing programme 2015/15 including Crown street (junction with Southampton St) and The Meadway (between New Lane Hill and St Michaels Rd).

- One additional road was resurfaced as part of the Minor Road Resurfacing Contract 2014/15 at Henley Road, (between Donkin Hill & Lower Henley Road).
- 4.5 It is recommended that the Sub-Committee note the current position and that a final progress report will be presented to the June meeting of the Sub-Committee.

Highway Maintenance Programme 2015/2016

The Settlement

- 4.6 The Borough Council receives an annual Local Transport Block funding (Integrated Transport & Highway Maintenance) 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.
- 4.7 The settlement follows consultation on how the £5.8 billion should be allocated to local highway authorities in England. 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.
- 4.8 Reading Borough Council's allocation for the next 6 year cycle is as follows:
- 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 *
- 4.9 Every authority will also have 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.
- 4.10 The needs based element for each local authority is set for the first three years (from 2015/16 to 2017/18) with indicative allocations for the subsequent three years from 2018/19 to 2020/21 *. The indicative allocations* will be reviewed in 2017/18 following a data refresh exercise, which will ensure that funding allocations best reflect need.
- 4.11 The 'needs based' formula funding model is a fair allocation of the reducing capital grant future funding pot, however, this has resulted in Reading

receiving £ 836,000 less award for 2015/16 than in the previous financial year 2014/15

- 4.12 In previous years this allocation 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 2015/2016 settlement for works.

	2015/16 Spend Proposal	2014/15 Spend
Major Carriageway Resurfacing	£525,000	£ 970,000 *
Minor Resurfacing	£175,000	£ 305,000 *
Footway Resurfacing	£55,400	£140,000
Bridge Maintenance	£150,000	£719,000
Street Lighting	£25,000	£200,000
Major Maintenance	£350,000	£0

* Denotes Inclusive of Pot Hole Repair Award 2014/15

Major Carriageway Resurfacing (£525,000 works)

- 4.13 Due to the limited and reduced funding available it is necessary to prioritise the schemes based on nationally accepted technical assessment processes.
- 4.14 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.
- 4.15 Based on the above assessments the roads listed in Section A of Appendix 1 are recommended for treatment in 2015/2016. 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 will be treated. Estimated costs based on current information are shown against each scheme and would suggest that schemes 1 to 8 could be achieved this year.
- 4.16 Tenders for this work will be invited shortly and the documents will include a reserve scheme in case the tender prices returned are more favourable than current estimates enabling us to do more schemes within the budget

available. 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 Surfacing (£175,000 works)

- 4.17 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.
- 4.18 An assessment of the road surface will be carried 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 considered for inclusion in the next Financial Year's road surfacing programme, subject to budget availability.
- 4.19 Based on the above a list of schemes has been prepared as detailed in of Appendix1 Section B. Estimated costs based on current information are shown against each scheme and would suggest that schemes 1 to 17 could be achieved this year. Tenders for his work will be invited shortly and the documents will include a reserve scheme (schemes 18 to 28 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.

General Carriageway Condition

- 4.20 Following the successive cold and exceptionally wet conditions over the last few years many carriageways have suffered causing the surface to spall and a higher number of potholes than normal have developed.
- 4.21 In the event of unforeseen carriageway repairs, which are outside of the scope of normal maintenance work, being required due heavy rainfall or ice the programme of works would be reviewed and if necessary a reallocation of funding within the budgets would be made to undertake essential maintenance works.

Potholes

- 4.22 Most potholes are caused by wear and tear of the road surface. Continued traffic flow breaks down the surface and the area begins to crack. The surface between these cracks expands and material begins to fall away and a pothole is formed. Potholes normally increase during wet and cold weather as the bond between the surfaces breaks down more easily by extreme weather conditions.

- 4.23 The recent periods of prolonged wet and cold weather has increased the formation of potholes. However, whilst these are termed potholes many do not meet the Council's investigatory levels of 50mm for action.
- 4.24 The Council's investigatory criteria for potholes in the carriageway is where the hole is 50mm in depth over an area of about 300mm by 300mm, which is in line with nationally agreed standards and good practice. Potholes meeting the criteria are identified as part of their regular cyclical monitoring inspections and works orders are placed for patching work to be carried out.
- 4.25 Where potholes have reached investigatory level we endeavour to make a permanent repair on the first visit however in some locations (e.g. within a busy junction) we have to make a temporary repair and then organise road space with temporary traffic management to carry out a permanent repair. Also where an emergency repair is required we will generally do a temporary repair in the first instance. Sometimes the temporary repairs can come out but not very often and generally failures to a permanent repair are rare.

Maintenance Periods

- 4.26 The major road resurfacing contracts contain a 2 year maintenance period following which a joint inspection is carried out and all defects corrected at the contractor's expense before retention money is released. The minor resurfacing (micro-asphalt) contracts contain a 1 year maintenance period and as with all contracts a remedial inspection is carried out at the end of the maintenance period before releasing the contractor from their obligations.
- 4.27 Also with the major roads contracts the Council are able to put a Section 58 notice on the main roads which stops utilities excavating in them for a two year period on roads where a new surfacing layer is up to 40 mm depth and for five years where a layer of 100 mm and over has been laid, except in emergencies and new supply connections. The Council will try to reach an agreement with the utility providers on alternate routes for connections as well as appropriate reinstatement techniques should the need to excavate within the new surfacing arise during the Section 58 notice period.

Footway Resurfacing (£55,000 works)

- 4.28 Potential footway resurfacing schemes are identified as a result of visual condition surveys to determine deterioration. An assessment of the footway surface will be carried 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 are then considered for inclusion in the next Financial Year's footway programme, subject to budget availability. Many requests for footway resurfacing schemes are also

received from Ward Councillors and members of public. This list is long and the amount of funding available is not sufficient to deal with every request.

- 4.29 The schemes listed in Section C of Appendix 1 are recommended for action in 2015/2016. Estimated costs based on current information are shown against each scheme and would suggest that schemes 1 to 5 could be achieved this year. It is proposed to reconstruct footways that have been damaged beyond the point where slurry sealing would be an appropriate solution. A reserve footway reconstruction list is included for schemes 6 to 8 (as shown in Appendix 1 Section C) in case costs are more favourable than current estimates enabling us to do more schemes within the budget available.

Bridge Maintenance (£150,000 works)

- 4.30 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 scheme proposed for 2015/2016.

Works on Reading Bridge Pinch Point Strengthening Scheme continues into 2015/2015 financial year and is already funded by the DfT Pinch Point Grant award and local contributions.

Street Lighting (£25,000 works)

- 4.31 This allocation is used to replace life expired columns identified during the regular safety inspections carried out during the year. Typically over the last 2 to 3 years around 150 to 160 columns have been replaced on an annual basis equating to about 70% of the budget. During 2014/2015 100 columns were replaced. A programme of testing is undertaken each year on a sample of the street lighting stock with 3000 columns, signs and high-masts being tested in 2013/2014.
- 4.32 In view of last years' experience and the likely need to replace some columns following the column testing programme it is considered prudent to allow for around £175,000 this year. The Local Sustainable Transport Fund (LSTF) works programme has allocated £ 150,000 revenue funding towards streetlighting upgrades during 2015/2016.
- 4.33 When street lighting columns are replaced the condition of the lantern is assessed and if necessary it is replaced with an LED low energy lantern with the Mayflower Central Management System (CMS).
- 4.34 The balance of this year's budget will be used as follows:

- to continue our programme of replacing life expired Low Pressure Sodium (SOX) and High Pressure Sodium (SON) lanterns with low energy LED lanterns.
- to replace the remaining high energy (250W and above) lamps with low energy LED and Cosmoplis lanterns.
- to de-illuminate traffic signs and replace illuminated bollards with solar powered versions.
- to continue the current programme of repairs and modernisation of the 37 high-mast columns in the Borough.
- to expand the coverage of the Mayflower (CMS). There are currently 2000 lanterns controlled by Mayflower in the Borough.

4.35 These improvement works will continue to be co-ordinated with the current LSTF (Local Sustainable Transport Fund) works programme, Reading Station Improvement works, the Road Safety Programme and the Capital Programme and will reduce energy consumption and reduce CO2 emissions.

Illuminated Bollards/Traffic Signs

4.36 Changes in the Regulations regarding the illumination of traffic bollards allow local authorities to use non-illuminated bollards subject to prior authorisation from the Department for Transport (DfT) in certain circumstances. These provide a cost effective alternative to traditional illuminated bollards and do not require any electrical supply so reducing energy costs and CO2 emissions. The Borough Council has approval from the DfT to use these subject to certain conditions being met. In addition the Regulations allow local authorities to de illuminate certain warning signs provided high intensity sign faces are used.

4.37 During 2014/2015 illuminated bollards and warning signs that needed to be replaced either because they were life expired or suffered accident and / or vandalised were replaced with non illuminated units.

4.38 If the number of street lighting column replacements is lower than expected it is proposed to use part of this year's allocation to implement a planned programme of replacements of bollards and signs across the Borough.

Major Maintenance Schemes (£ 350,000)

4.39 Northumberland Avenue (between Cressingham Road and Canterbury Road) and has significant structural issues that will require specialist concrete penetration stabilisation to the sub-base layers to prevent further settlement. The road is on a residential street with a school, and is a strategic route serving a high frequency bus service.

4.40 Preparations are being made to deliver a stabilisation scheme within the 2015/2016 financial year with a provisional sum of £ 350,000 set aside to cover the anticipated works.

4.41 Due to the substantial costs of the concrete stabilisation, it is proposed to deliver the resurfacing of this section of Northumberland Avenue in the following financial year 2016/2017 as part of the major resurfacing programme.

5. CONTRIBUTION TO STRATEGIC AIMS

5.1 To promote equality, social inclusion and a safe and healthy environment for all.

6. COMMUNITY ENGAGEMENT AND INFORMATION

6.1 Defects reported by members of the public on these routes will be considered for appropriate action.

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.

7. LEGAL IMPLICATIONS

7.1 Under the 1980s Highways Act the Borough Council is required to carry out highway maintenance and maintain highway structures.

8. FINANCIAL IMPLICATIONS

8.1 The proposed annual programme work will be funded by the Local Transport Plan (LTP) capital settlement for Highways.

8.2 The proposed streetlighting programme will additionally be funded by the LSTF Transport budget.

9. BACKGROUND PAPERS

9.1 LTP3 document.

9.2 Strategic Environment, Planning and Transport Committee report 16th July 2014.

9.3 Traffic Management Sub Committee June 2013, September 2013, November 2013, January 2014 and June 2014.

HIGHWAY MAINTENANCE PROGRAMME 2014/2015

Section A - Major Carriageway Resurfacing Schemes (£ 525,000)

	Ward	Road	Estimated Cost (£)	Cumulative Cost (£)
1	Norcot	Norcot Road - Sections from Links Drive to Broomfield Road	£72,717.75	£72,717.75
2	Peppard	Peppard Road - Lowfield Road to Kidmore End Road	£46,704.00	£119,421.80
3	Mapledurham / Thames	Sections from Darell Road to Mapledurham Recreation Ground	£82,278.00	£201,699.80
4	Caversham / Thames	Priest Hill / The Mount - From Kidmore Road to Hemdean Road	£100,485.00	£302,184.80
5	Redlands	Upper Redlands Road - Elmhurst Road to Eastern Avenue	£59,421.08	£361,605.80
6	Katesgrove	A329- (IDR) Oracle Roundabout westbound on-slip	£23,154.60	£384,760.40
7	Abbey	Watlington Street / Kings Road - Sections from Queens Road to Gas Works Road	£58,352.70	£443,113.10
8	Whitley	Basingstoke Road - Imperial Way to J11	£77,641.73	£520,754.90
	<u>Reserve</u>			
9	Abbey	Caversham Road - Abbatoirs Road to Vastern Road	£74,922.23	£595,677.10

Section B - Minor Surfacing Schemes (£175,000)

	Ward	Road	Estimated Cost (£)	Cumulative Cost (£)
1	Peppard	Marchwood Avenue	£19,450	£19,450
2	Peppard	Tower Close	£11,600	£31,050
3	Minster	Parkhouse Lane	£6,200	£37,250
4	Caversham	Rectory Road	£7,900	£45,150
5	Whitley	Falmouth Rd/Conningham Rd	£18,500	£63,650
6	Kentwood	Fircroft Close	£12,000	£75,650
7	Southcote	Inglewood Court	£17,300	£92,950
8	Southcote	Lytham Close	£3,300	£96,250
9	Abbey	Brigham Road	£7,900	£104,150
10	Peppard	Cavendish Road	£6,600	£110,750

11	Kentwood	Vale Crescent	£17,600	£128,350
12	Mapledurham	Woodford Close	£15,000	£143,350
13	Abbey	William Street	£7,600	£150,950
14	Caversham	Patrick Road	£6,500	£157,450
15	Abbey	Thorn St	£3,700	£161,150
16	Minster	Edenham Crescent	£14,100	£175,250
17	Tilehurst	Savernake Close	£9,000	£184,250
		<u>Provisional List</u>		
		<u>Baker Street</u>		
18	Abbey	Howard Street to Russell St	£18,500	£202,750
19	Abbey	Russell St to Prospect St	£18,000	£220,750
20	Caversham	Harley Road	£7,000	£227,750
		<u>Corwen Road (Part)</u>		
21	Tilehurst	School Rd to Walnut Way	£8,100	£235,850
		<u>Wolseley Street (Part)</u>		
22	Minster	Brook St to Garnet St	£7,200	£243,050
23	Minster	Garnet St to Berkeley	£6,500	£249,550
24	Thames	Priest Hill	£15,700	£265,250
25	Abbey	Princes St	£11,400	£276,650
26	Abbey	Addison Road (Part)	£10,100	£286,750
27	Mapledurham	Carlton Road	£17,120	£303,870
28	Church	Holberton Road	£20,260	£324,130

Section C - Footway Schemes (£55,400)

	Ward	Road	Estimated Cost (£)	Cumulative Cost (£)
1	Mapledurham	Upper Warren Avenue (Sections)	£ 7,104.90	£7,104.90
2	Tilehurst	Beverley Road (Sections)	£10,334.40	£17,439.30
3	Minster	Berkeley Avenue no's 12 to 22A	£ 3,875.40	£21,314.70
4	Minster	Littlecote Drive **(Sections)	£19,377.00	£40,691.70
5	Whitley	Basingstoke Road **(Sections)	£29,453.04	£70,144.74
		<u>Reserve Footway Reconstruction Schemes</u>		
6	Peppard	Russet Glade *** (Sections)	£15,415.48	£85,560.22
7	Southcote	Bath Road *** (Sections)	£47,366.00	£132,926.22
8	Peppard	Autumn Close *** (Sections)	£14,640.40	£147,566.62
	** Area resurfaced will be adjusted depending on tender values	*** Dependent on tender prices		

Section D - Bridge/Structural Maintenance Schemes (£150,000)

	Ward	Location	Estimated Cost (£)	Cumulative Cost (£)
1	Abbey / Caversham	Reading Bridge (Pinchpoint) Strengthening Scheme	Funded by DfT Pinchpoint Scheme	-

2	Abbey	Kings Road Culvert strengthening (temporary)	£50,000.00	£50,000.00
3	Various	Bridge Assessment Programme (full SV assessment for Bridge Street Canal and conversion of HB capacity to SV rating for a number of Main Transport Corridor structures)	£25,000.00	£75,000.00
4	Various	Maintenance Repairs to residual Podium Structure	£50,000.00	£125,000.00
5	Abbey	Kennetside Retaining Wall strengthening	£25,000.00	£150,000.00
	<u>Reserve Schemes</u>			
6	Various	Bridge Assessment Programme (North Reading Culverts)	£30,000.00	£180,000.00