

Overview & Scrutiny Board

9 October 2018

Subject Heading:

Call-in of a Executive Decision relating to the Highways Capital Programme 2018/19

SLT Lead:

Daniel Fenwick – Director of Legal & Governance

Report Author and contact details:

Richard Cursons – Democratic Services Officer
richard.cursons@onesource.co.uk

Policy context:

The Corporate Plan includes specific commitments to maintain and clean our roads, pavements and town centres.

Financial summary:

Highways Act 1980 outlines a duty of the council to maintain the highways at public expense free from danger.

The agreed capital value of £3.2m for 2018/19 for highways maintenance contributes to the attached programme of works shown in Appendix 1

The subject matter of this report deals with the following Council Objectives

Communities making Havering	[X]
Places making Havering	[X]
Opportunities making Havering	[X]
Connections making Havering	[X]

SUMMARY

In accordance with paragraph 17 of the Overview & Scrutiny Committee Rules, a requisition signed by two Members representing more than one

Group (Councillors Ray Morgon and Clarence Barrett) have called-in the Executive Decision dated 17 September 2018.

RECOMMENDATION

That the Board considers the requisition of the call-in of the Executive Decision and determines whether to uphold it.

REPORT DETAIL

As per Appendix A

Background Papers List

Appendix A – Executive Decision

From: Councillor Ray Morgon
Sent: 25 September 2018 10:43
To: Andrew Beesley
Cc: Councillor Clarence Barrett
Subject: FW: Highways Capital Programme

Hi Andrew,

Please accept this notice to requisition the Highways Capital Programme Executive Decision 18/51 on the following grounds:-

1. There is a lack of detail in respect of the business case for each intended works.
2. There is a lack of data to provide evidence to back up the "worst first" business case. (There are no figures on the number of repair requests received for works to be done in each road over the past 3 years, details of input from the ALO's and results of UKPMS surveys).
3. There is a lack of detail on how the Horizon system creates the "worst first" list.
4. Lack of detail on the £1.7 million not now required on other schemes.

Clarence has agreed to countersign the requisition.

Ray

Notice of KEY Executive Decision

Subject Heading:	Highways Capital Programme 2018/19
Cabinet Member:	Councillor Osman Dervish
SLT Lead:	Steve Moore
Report Author and contact details:	Ollie Miller Ollie.Miller@havering.gov.uk 01708 431424
Policy context:	The Corporate Plan includes specific commitments to maintain and clean our roads, pavements and town centres. Highways Act 1980 outlines a duty of the council to maintain the highways at public expense free from danger.
Financial summary:	The agreed capital value of £3.2m for 2018/19 for highways maintenance contributes to the attached programme of works shown in Appendix 1.
Reason decision is Key	The grounds for decision being Key: (a) Expenditure of £2,000,000, and; (c) Significant effect on two or more Wards
Date notice given of intended decision:	14 th September 2018

Key Executive Decision

Relevant OSC:	Environment Overview and Scrutiny
Is it an urgent decision?	No
Is this decision exempt from being called-in?	No

The subject matter of this report deals with the following Council Objectives

Communities making Havering	[X]
Places making Havering	[X]
Opportunities making Havering	[X]
Connections making Havering	[X]

Part A – Report seeking decision

DETAIL OF THE DECISION REQUESTED AND RECOMMENDED ACTION

To approve the highway works schemes selected in appendices (listed in appendix one and mapped in appendix two).

AUTHORITY UNDER WHICH DECISION IS MADE

Individual Cabinet members' responsibilities for functions are set out in Part 3, section 2.5 (D) of the Constitution.

"To determine priorities in conjunction with the relevant member of CMT (within the policy framework and budget)."

STATEMENT OF THE REASONS FOR THE DECISION

The length of the highway network in Havering consists of 740km of carriageways (roads) and nearly 1,070km of footways, making it the second largest highway network in London. Havering, in its capacity as the Highway Authority, has a statutory duty to maintain the public highway (Highways Act 1980 s41) but fulfilling that statutory duty with such an extensive highway network can be challenging and expensive. With finite levels of capital funding available, it is critical that any funding is spent in the most effective way possible to get the maximum benefit to the highway network.

Proactive resurfacing not only helps the Council fulfil its statutory duties under the Highways Act, it also supports much of the Council's own vision and many of the desired outcomes in its Corporate Plan.

Method for prioritising locations for resurfacing – doing the 'worst-first'

The proposed locations for resurfacing works on borough footways and carriageways set out in appendix one are identified using a 'worst-first' approach.

The locations identified for surfacing works are considered to be the most in need of resurfacing based on the most recent condition United Kingdom Pavement Management System (UKPMS) surveys undertaken of every road and footway within Havering with the resulting programme lists generated and then verified by qualified highways engineers.

The worst-first lists are checked on site by qualified engineers and amendments are made for reasons such as:

- A different treatment type is needed as the road is low speed, fast braking etc.

Key Executive Decision

- The exact extent of the surfacing can be extended or contracted for traffic management, logistical reasons etc.
- The location may have already been resurfaced since the latest condition survey data

Making use of 'Horizons' to Objectively Deliver the 'worst-first' Strategy

In terms of a policy approach to identifying surfacing locations, it is appropriate to have an overtly objective approach to identifying and prioritising capital spending. Horizons is the newly introduced objective tool that has been utilised.¹

The Horizons software identifies and prioritises highway maintenance schemes, and determines the cost implications of various treatments. It allows Havering to use locally defined remedial treatments and also allows users to specify additional criteria and triggers at which these treatments would be invoked should it so wish. UKPMS (United Kingdom Pavement Management System) survey data - collected by Havering in accordance with industry best practice - is entered into Horizons and is the most significant input in terms of generating the works programme.

Condition surveys will be continued on an annual basis, which will further improve modelling of the highway asset in the future. Improving and maintaining survey data of the footway and carriageway will enable the Council to further refine lifecycle planning targets which would serve to better inform the future level of funding required.

Delivery of the programme

It is intended that all of the £3.2million allocation will be spent during 2018/19 although bad weather and urgent utility works (e.g. burst water mains) can lead to schedule revisions.

Possible additional schemes on top of those listed in appendix one could be surfaced if one of the following arose:

- proposed schemes are cheaper than anticipated,
- additional capital funding becomes available in-year, or
- particular locations are not able to be surfaced in 2018/19 (e.g. due to emergency utility works, bad weather etc.)

OTHER OPTIONS CONSIDERED AND REJECTED

¹ Horizons is a web based mapping application which allows users to visualise, manage and optimise asset management strategies. The software package is based on a combination of GIS, Pavement Management and Asset Management systems.

<https://www.yotta.co.uk/software/horizons/>

Key Executive Decision

Preventative on going small scale maintenance assist in maintaining our roads and footways to a safe and reasonable level, although the schemes listed in the attached are deemed to be in greater need at this present moment in time, the alternative not to invest this capital funding would result in a further deterioration of capital assets resulting in more costly future repairs, possible safety implications and poor public perception.

PRE-DECISION CONSULTATION

Briefings held with Cabinet Members and Senior Leadership team

NAME AND JOB TITLE OF STAFF MEMBER ADVISING THE DECISION-MAKER

Name: Ollie Miller

Designation: Group Manager, Highways Traffic & Parking

Signature: 

Date: 18/9/18.

Part B - Assessment of implications and risks

LEGAL IMPLICATIONS AND RISKS

Here officers seek approval for the Highways Maintenance Capital Programme for 2018/19 and the allocation of expenditure of £3.2 million for carriageway and footway renewal. The locations for capital works requires a key executive decision to be made by the Cabinet Member as per the Council's constitution given the spend level and that the locations are across multiple wards.

The London Borough of Havering as Highway Authority has a statutory duty to maintain the public highway (Highways Act 1980 s41) ensuring that it is in a safe and condition.

When carrying out the works Officers need to ensure the Contractor is mindful to ensure appropriate notices are lodged, including those relating to the Road Traffic Act, NRSW Act and the Traffic Management Act."

FINANCIAL IMPLICATIONS AND RISKS

A £2.0 million capital allocation for highway renewals is available as part of the five year Street Management Highway Resurfacing Capital programme for 2018/23.

Additional capital funding has been identified from the stocktake exercise carried out on existing capital programme. Services identified a total of some £1.2m of capital budgets that were no longer required for the original purpose, as either the scheme was

Key Executive Decision

completed under the approved budget, alternative funding has been identified or the approved capital was no longer specifically required. It is proposed that this capital approval, which is funded within the existing budget envelope, is redirected to the new purpose of footways and carriageway renewal. Formal virement of these sums will be undertaken as outlined within the financial regulations and delegations.

Approval is being sort to allocate £1.0 million for carriageway renewal and £1.0 million for footway renewal (including survey fees, staffing fees and capitalisation of some staffing costs).

The carriageway and footway works referred to in this decision will be funded from the aforementioned budgets. It is intended that the proposed Highway works schemes shown in Appendix x will be completed within 2018/19.

Due to the nature of highway resurfacing works, unforeseen circumstances within the highway construction phase may cause the volume of works necessary to change, along with the associated costs.

For example

- income generated from vehicle crossovers offered at a reduced rate within footway works, are used to part fund the overall Highways works cost.
- If contaminated asphalt is found during excavation disposal costs would increase the overall cost of works.

All costs of works will be monitored to ensure no overspend on the capital budgets, this may mean deferring some of the proposed works in appendix x to the following financial year.

The London Borough of Havering, in its capacity as the Highway Authority, has a statutory duty to maintain the public highway (Highways Act 1980 s41) ensuring that it is in a safe and passable condition and is maintained to an acceptable standard.

The risk of not carrying out these carriageway and footway renewals is that it would increase the chances of an accident occurring on these chosen schemes, for which the Council could find itself financially liable in third party claims.

HUMAN RESOURCES IMPLICATIONS AND RISKS (AND ACCOMMODATION IMPLICATIONS WHERE RELEVANT)

There are no HR implications or risks arising directly as a result of this decision.

EQUALITIES AND SOCIAL INCLUSION IMPLICATIONS AND RISKS

Havering has a diverse community made up of many different groups and individuals. The council values diversity and believes it essential to understand and include the contributions, perspectives and experience that people from different backgrounds bring.

Key Executive Decision

The Public Sector Equality Duty (PSED) under section 149 of the Equality Act 2010 requires the council, when exercising its functions, to have due regard to:

- (i) the need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
- (ii) the need to advance equality of opportunity between persons who share protected characteristics and those who do not, and;
- (iii) foster good relations between those who have protected characteristics and those who do not.

Note: 'Protected characteristics' are: age, sex/gender, race, disability, sexual orientation, marriage and civil partnerships, religion or belief, pregnancy and maternity and gender reassignment.

The council demonstrates its commitment to the Equality Act in its decision-making processes, the provision, procurement and commissioning of its services, and employment practices concerning its workforce. In addition, the council is also committed to improving the quality of life and wellbeing of all Havering residents in respect of socio-economics and health determinants.

BACKGROUND PAPERS

None

Key Executive Decision

Part C – Record of decision

I have made this executive decision in accordance with authority delegated to me by the Leader of the Council and in compliance with the requirements of the Constitution.

Decision

Proposal agreed

Delete as applicable

~~Proposal NOT agreed because~~

Details of decision maker

Signed



Name: Cllr Osman Dervish

Cabinet Portfolio held: Cabinet Member for Environment

Date: 17/09/2018.

Lodging this notice

The signed decision notice must be delivered to the proper officer, Debra Marlow, Principal Committee Officer in Democratic Services, in the Town Hall.

For use by Committee Administration

This notice was lodged with me on 27/9/18

Signed A-H-CM

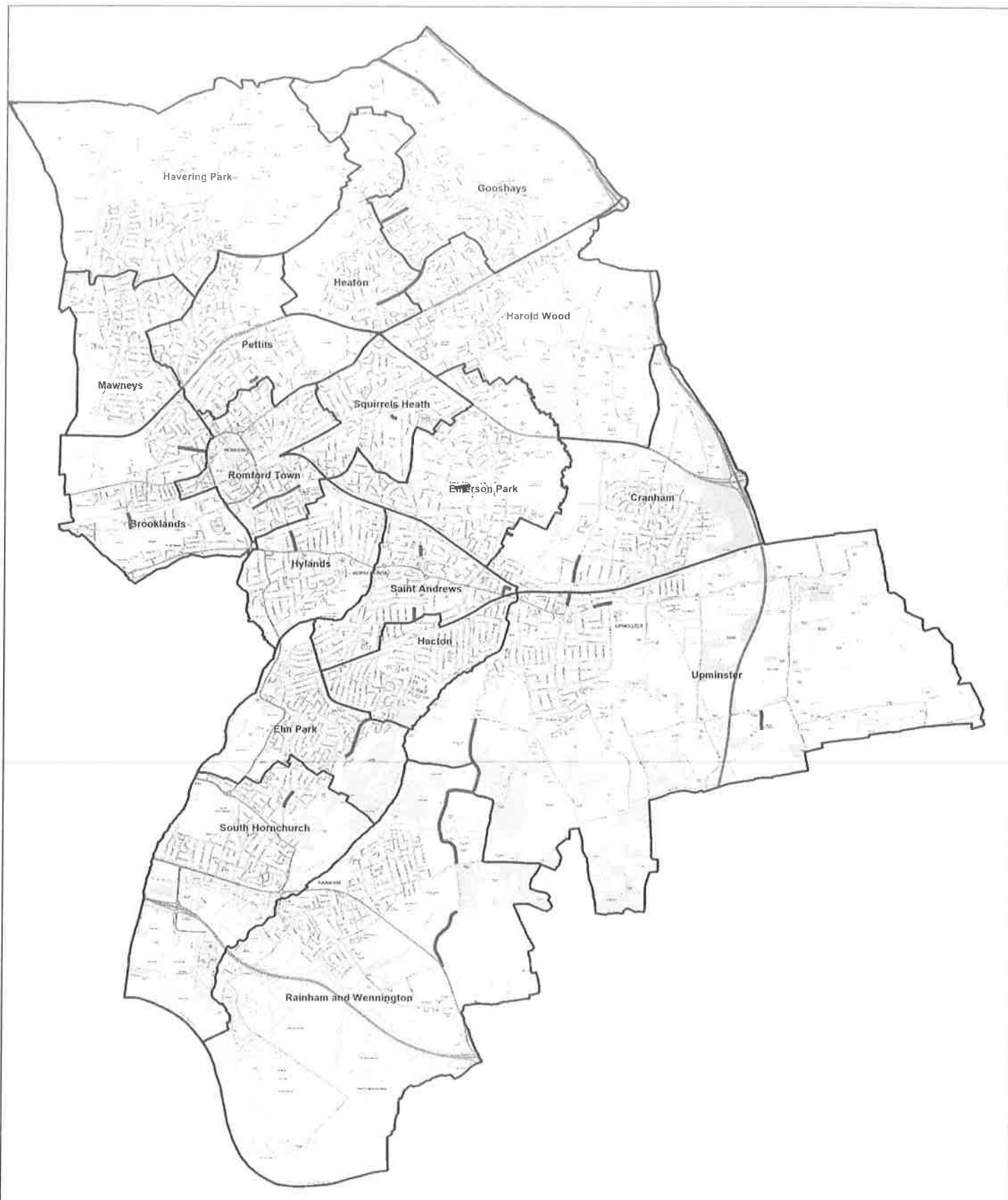
APPENDIX 1

Footway Resurfacing List - £1.6m budget

Priority	Road Name	Parameter	Ward	Treatment Required
1	BRIAR ROAD	Chatteris Ave to Lavender Close (left side only)	Heaton	Full Construction
2	BOSWORTH CRESCENT	All	Heaton	Full Construction
3	DRUMMOND AVENUE	All	Brooklands	Full Construction
4	BALMORAL ROAD	All	Hacton	Full Construction
5	CHILTERN GARDENS	All	Hacton	Full Construction
6	CHASE CROSS ROAD	Ascension Road to Felstead Road (right side only)	Havering Park	Full Construction
7	WHITETHORN GARDENS	All	Emerson Park	Full Construction
8	BERKELEY CLOSE	All	Cranham	Full Construction
9	FOOTPATH 113	All	Squirrel's Heath	Reg & O/lay
10	CRAMMERVILLE WALK	All	Rainham and Wennington	Slurry Seal
11	FOOTPATH 70	All	Pettits	Reg & O/lay
12	OAK ROAD	All	Harold Wood	Slurry Seal
13	WIDECOMBE CLOSE	All	Heaton	Slurry Seal
14	BARTON AVENUE	All	Brooklands	Slurry Seal
15	CAVELL CRESCENT	All	Harold Wood	Slurry Seal
16	JACOBS AVENUE	All	Harold Wood	Slurry Seal
17	YELVERTON CLOSE	All	Heaton	Full Construction
18	HACTON LANE	Railway Bridge to number 54 (left side only)	St. Andrew's	Full Construction
19	CHUDLEIGH ROAD	Whitchurch Road to Dagnam Park Drive (right side only)	Gooshays	Slurry Seal
20	THORNCROFT	All	Hylands	Slurry Seal
21	PARKHILL CLOSE	All	St. Andrew's	Slurry Seal
22	FANSHAWE CRESCENT	All	Emerson Park	Full Construction
23	ASHBURNHAM GARDENS	All	Cranham	Full Construction
24	HAMILTON DRIVE	All	Harold Wood	Slurry Seal
25	THE DRIVE	All (Recreation ground to Faircross Ave Slurry & Faircross Ave to Gobians Ave civils)	Mawneys and Havering Park	Slurry & Full Construction
26	RIVERSDALE ROAD	All	Mawneys	Full Construction
27	CLEMATIS CLOSE	All	Heaton	Full Construction
28	URBAN AVENUE	All	St. Andrew's	Full Construction
29	BERWICK POND CLOSE	All	Rainham and Wennington	Full Construction

Carriageway Resurfacing List - £1.6m budget

Priority	Road Name	Parameter	Ward	Treatment Required
1	LAUNDERS LANE	from A1306 to a point 940m north by Bridge to watercourse	Rainham and Wennington	CW Resurfacing 40mm
2	FARINGDON AVENUE	From Junction of Straight Road to a point 850m east to O/S 110	Harold Wood & Heaton	CW Resurfacing 50mm + Glass
3	SOUTH END ROAD	From Elmer Gardens to a point 295m south west to O/S 85	South Hornchurch	CW Resurfacing 40mm
4	CHURCH LANE	All of road from Ockendon Rd	Upminster	CW Resurfacing 50mm + Glass
5	CHURCH ROAD	All of road Chequers Road to Borough Boundary	Gooshays	CW Microsurfacing
6	HARDLEY CRESCENT	Woodcutters Close to End	Squirrel's Heath	CW Resurfacing 100mm
7	BRIDGWATER ROAD	Jct Edenhall Rd to the eastern junction of Montgomery Crescent	Gooshays	CW Resurfacing 40mm
8	HALL LANE	Deycourt Gds to Ingrebourne Gds	Cranham	CW Resurfacing 50mm + Glass
9	NORTH STREET	Theatre Rd to a point 170m south (Exit to Sainsbury Car Park)	St Andrews	CW Resurfacing 40mm
10	STATION ROAD	Gaynes Road to Station	Upminster	CW Resurfacing 40mm
11	AIRFIELD WAY	Rochester Road to Tesco Entrance	Elm Park	40mm overlay and kerb adjustments
12	ST MARYS LANE	Garbutt Road to a point 470m east to O/S 321	Upminster	CW Microsurfacing
13	PARK LANE	Bush Elms Road to Hornchurch Road	Hylands	CW Resurfacing 40mm
14	HORNMINSTER GLEN	All of Road	St Andrews	CW Resurfacing 40mm
15	JUTSUMS LANE	Crow Lane to Railway Bridge	Brooklands	40mm overlay and kerb adjustments
16	LOWER BEDFORDS ROAD	Helmsdale Road to Rise Bridge Chase	Pettits	CW Resurfacing 40mm
17	WARRINER AVENUE	All of Road	St Andrews	CW Microsurfacing
18	WAYSIDE CLOSE	All of Road	Pettits	CW Resurfacing 100mm
19	BERWICK POND ROAD	All of Road	Rainham and Wennington	CW Surface Dressing
20	FREEMAN WAY	All of Road	Emerson Park	CW Microsurfacing
21	MAWNEY ROAD	Willow Street to St Edwards Way	Brooklands	CW Resurfacing 40mm
22	BRENTWOOD ROAD	South Street to Princess Road	Romford Town	CW Resurfacing 40mm



Carriageway Schemes 2018/19



Scale: 1:50000

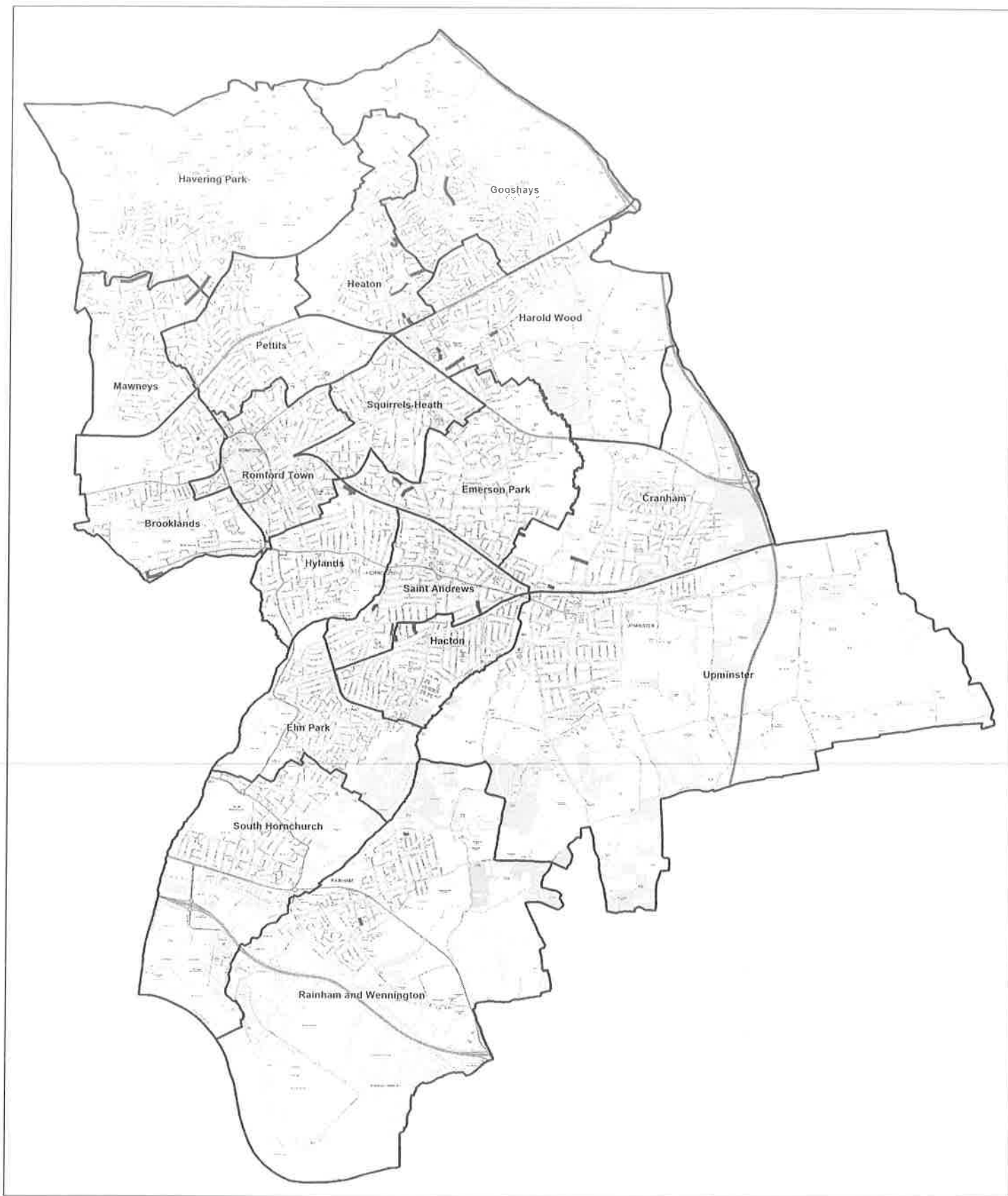
Date: 11 September 2018

0 5000 10000 15000 metres



London Borough of Havering
Town Hall, Main Road
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Tel: 01708 434343

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Ordnance Survey 100024327



Footway Schemes 2018/19



Scale: 1:50000

Date: 11 September 2018

0 5000 10000 15000 metres



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