# **Draft Highways and Footways Maintenance Review**

# 1. Background to the review

- 1.1 At its meeting on 11 June 2007 the Planning and Transportation Commission considered a number of possible work plan options and selected highway maintenance as the subject of its first review of 2007/08.
- 1.2 A meeting to explore how the Commission might best undertake a review of highway maintenance was held on 28 June 2007 and was attended by Christine Durrant, Assistant Director Highways and Transport, John Hansed Head of Street Care, the Chair and Vice Chair, and the Coordination Officer. A number of issues were considered at the meeting but after discussion it was agreed that there were two particular areas in which it was thought that a review by the Commission could add value and might provide information that would be of particular use to the Regeneration and Community Department. These areas were:
  - The funding of highway maintenance by local authorities
  - The Derby public's perception of the state of our roads and the highway maintenance carried out by the City Council.
- 1.3 It was therefore proposed to conduct a review to investigate:
- a) The ways in which other local authorities fund highway maintenance, the way in which they split their expenditure between planned maintenance and responsive repairs to deal with defects, and their comparative performance in respect of the relevant Best Value Performance Indicators (BVPIs).
- b) The public perception of the highway maintenance we do in Derby.

#### 2. Objectives of the Review

- 2.1 The primary objectives of the review were:
  - a) To compare the approach taken to highway maintenance by Derby with that of similar local authorities and to identify any examples of best practice that could be adopted by the City Council.
  - b) To find out how other similar local authorities obtain funding for highway maintenance and how they allocate the expenditure of that funding

c) To ascertain the Derby public's perception of the highway maintenance that the City Council does and to obtain their views on what they think the Council might/should do.

## 3. Suggested Methodology and Costs of the Review

- 3.1 To achieve the objectives set out above, this review needed to include a large element of consultation.
- 3.2 For the first part of the review it was proposed to undertake the consultation through a questionnaire survey of comparable Unitary local authorities. The content of the questionnaire has been discussed with the Council's consultation team and a copy of the questionnaire is contained in Appendix 1.
- 3.3 A further questionnaire was sent to 475 Derby Pointer Panel members and an external company was employed to produce a report on the findings.
- 3.6 The information from the Pointer Panel questionnaire (a copy of the survey can be found on page 22) will be an important indicator of public's perception of the service provided by the Council.
- 3.7 It was initially proposed to conduct the Unitary Authorities questionnaire survey in October/November 2007 and the Pointer Panel questionnaire in early to mid November.

#### 4. Provisional Timetable for the Review

The original timetable for the review was as follows. This timetable slipped due to the extension of the Commission's review into Backland Development:

90000		
1.	Preparation of draft Scoping Report and discussion of questionnaire survey and Pointer Panel focus groups	July/August 2007
2	Draft scoping report and questionnaire survey to be considered at the September Planning and Transportation Commission meeting	24 September 2007
3.	Scene setting meeting for the Commission at which Regeneration and Community officers will be asked about the Council's current approach to highway maintenance and the sources of funding for this work	Early – mid October 2007
4.	Issue of Unitary Authorities questionnaire survey – to be returned by early November	Mid October 2007
5.	Issue of the Pointer Panel questionnaire – to be returned by late November	Early November 2007
6.	Evidence gathering interviews between the Commission, selected respondents and other relevant witnesses	Mid-late November 2007

7.	Preparation of draft report	December 2007
8.	Draft report for consideration by the Commission	21 January 2008
9.	Final report to Cabinet Member meeting for	4 February 2008
	Planning and Transportation	

## 5. Anticipated Outcomes of the Review

- 5.1 The anticipated outcomes of the review were:
- From the information gained from the Unitary Authorities questionnaire and the Pointer Panel questionnaire, the final report was expected to provide:
  - Information about the methods used by other local authorities to obtain funding for highway maintenance and the sources of that funding.
  - Information on the experiences of local authorities that have used other sources of funding such as PFI and Prudential Borrowing to finance highway maintenance.
  - A comparison of the quality/cost of highway maintenance in Derby with that of similar local authorities
  - A comparison of Derby's highway maintenance BVPIs with those of other similar local authorities
  - Any examples of best practice on highway maintenance identified from the questionnaire survey, and any consequent options for improving on what is done in Derby
  - Some representative views of the Derby public on the current standard of highway maintenance and on what might be done to improve it.
- 5.2 The Regeneration and Community Officers advised that this information would be helpful to them in preparing the Council's Highways Asset Management Plan. It was also considered that evidence gathered in the course of the review may enable the Commission to make recommendations for improving the way in which the Council funds and carries out highway and footway maintenance in the City.

#### 6. Review Timetable

- 6.1 When the Commission approved the Scoping Report for this Review at its meeting on 24 September 2007 it also approved a scoping report for a Topic Review into Backland Development.
- 6.2 It quickly became apparent that the Backland Development review was going to prove to be more in depth and require a longer period of investigation than had previously been thought.
- 6.3 At its meeting on 5 November 2007 the Commission agreed to extend the scope of the Backland Development Review and therefore, by implication to delay this review into Highways and Transport Maintenance until such a time that it could be effectively carried out.
- 6.4 The Overview and Scrutiny officers were able to commence this review in December 2007

#### 7. Distribution of Questionnaires

#### 7 a) To other Local Authorities

7.1 The approved questionnaires were distributed to 16 Local Authorities, which are deemed to be comparable to Derby City Council on 14 December 2007. Due to a low response rate the questionnaire was distributed again early in the New Year and by 8 February 2008 6 completed questionnaires had been received.

#### 7b) To Members of the Public

- 7.2 Questionnaires went to 475 members of the pointer panel who had expressed a specific interest in highways and Transport, on 11 January 2008.
- 7.3 Derby City Council set up the Panel in 1998 to involve local people in the Council's decision-making process. The Panel is made up of 1,200 local people aged 18 and over who are representative of the local population by age, gender, ethnicity and area.
- 7.4 Panel members take part in regular consultation about Council services to voice their suggestions and comments on how services can be improved.
- 7.5 The questionnaire prompted a highly successful response rate with over 240 questionnaires being received by the 8 February deadline.

- 7.6 Due to the large volume of completed questionnaires received, it was decided that an external company would be employed to input the data and to analyse the results.
- 7.7 The external company's report can be found on page 13.

#### Results

## 8. Comparable Local Authorities Questionnaire

- 8.1 Including Derby City Council, 6 Local Authorities completed the questionnaire.
- 8.2 Full details of the results can be found in appendix 3

# 9. Populations of respondents

9.1 The populations of the Local Authorities who responded ranged from 118,752 – 279,923 people.

# 10. Kilometres of Carriageway and Footway Local Authorities are responsible for

10.1 In order to compare the responsibilities other LAs had for carriages and Footways respondents were asked to detail approximately how many kilometres of carriageway and footway the local authority was responsible for.

The responses are detailed below.

Table 10.1

	Principle Roads	Non- principle Classified Rds	Unclassified Rds	Footways	
Authority					
Derby	62	79	578	1,092 (ap	prox)
Halton/Runcorn	49.7	79.3	430.2	200	
				(approx)	
Leicester	65	67	656	1300	
Peterborough	70.9	235.3	541.3	Unknown	
South Gloucester	117	400	948	1654	
Warrington	100.9	115.9	727.8	1400	

# 11. Maintenance Funding Streams

- 11.1 One of the primary objectives of the survey was to establish whether there were any funding streams that other Local Authorities were making use of that Derby City Council was not utilising.
- 11.2 The responses demonstrated that there were no specific funding streams that other Local Authorities were tapping into that Derby could make use of.
- 11.3 None of the Council's who responded use prudential borrowing to fund their maintenance programmes. Some Local Authorities had benefited from specific grants to redress specific local problems eg Drought Damage.

## 12. Funding

- 12.1 It is difficult to establish whether the results below in the table, which details the funding received from different funding streams, are measuring like with like and therefore difficult to determine whether Derby City Council's funding for highways and footways maintenance are favourable or not with other Local Authorities.
- 12.2 It is worthy of note however that Leicester's LTP Allocation was £1,533,000 higher than Derby's LTP Allocation.

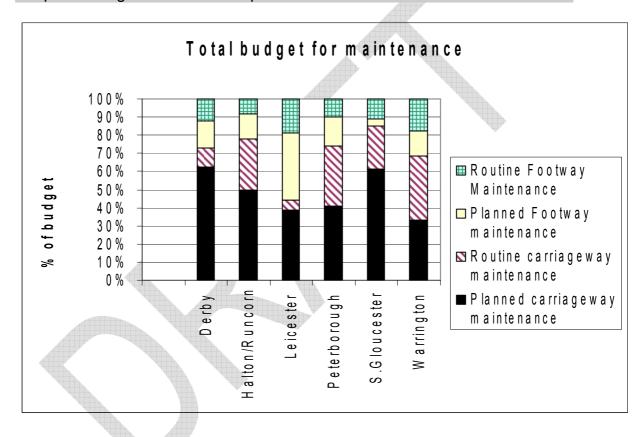
Table 12 below details responses to the question 'what was the approximate value of the funding you received from each of the following sources in **2006/07?**'

Author ity	Council Revenues	LTP monies	Prudential borrowing	Other
Derby	1,708,000	1,850,000	0	£110,000 - HA de-trunked maintenance grant
Halton/ Runcor n	4,295,296	2,364,840	0	0
Leicest er	6,621,500	3,383,000	0	Unable to quantify the amount of funding to improve The roads and footways in the city centre Which came from council revenues for the overall City centre improvements.  The £3,383,000 was our LTP allocation for 'Capital Maintenance' only.  This was broken down to £1,728,000 for Bridges, £246,000 for Local Road Carriageways, £515,000 for Local Road Footways, and £894,000 for Principal Roads. (Design costs, Street lighting column replacement cost, traffic signal renewal costs and preparation costs associated with the Upperton Road Viaduct Scheme are included in this).
Peterb orough	2,644,255	198,000	0	£1,582,500 – PCC capital Allocation - £738,500 Capital allocation for drought damage - £265,000 Additional PSA allocation - £469,000 HA detrunking maintenance grant- £60,000
South Glouce ster	3,311,000	3,145,00	0	0
Warrin gton	2,200,000	1,600,000	0	E500K bid for 08/09 - Revenue funding covers maintenance activities that include drainage, footway and carriageway repairs and improvements (resurfacing and surface treatments) street naming, road markings, signs maintenance safety fencing and environmental works – does not include lighting, winter or gully emptying  LTP is the allocation for roads from the maintenance block allocation
				£500k bid is for supplementing repairs to roads and gully / drainage maintenance needed across the network due to under resources over time

# 13. How was the Maintenance Budget split?

- 13.1 The questionnaire tried to determine how the maintenance budget was split between
- Planned carriageway maintenance
- Routine Carriageway maintenance
- Planned footway maintenance
- Routine footway maintenance

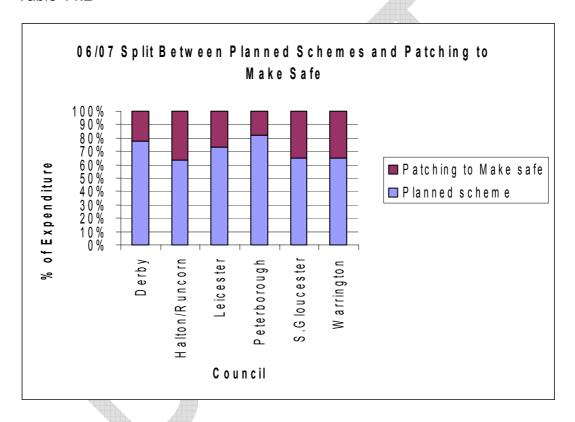
**Graph 13 Budget Maintenance Split** 



# 14 How was expenditure split between planned schemes and expenditure to make safe?

- 14.1 The table below shows that Derby City Council spends the majority of its funds for road maintenance on planned schemes. Only Peterborough spends a larger proportion of its budget on planned schemes.
- 14.2 South Gloucester and Warrington spend proportionally the largest amount of their budget on patching to make safe with around 35% of their budgets being dedicated to this.

**Table 14.2** 



#### 15 Intervention Levels

- 15.1Derby City Council does not repair the carriageway and footpaths until the surface becomes uneven or there is a hole or damage to the surface. The level at which intervention and therefore repair is deemed necessary on the carriageway is 40mm and 25mm at footway dropped crossing points and on footpaths is 15mm in the City Centre and 25mm elsewhere.
- 15.2Most of the responses stated the Council would act to repair the carriageway if there was damage at around 40mm depth. Peterborough did not intervene until there was a pothole depth of 100mm in the carriageway this was the deepest carriageway intervention level of the authorities that responded.

15.3 Footway intervention levels were quite similar with most of the Local Authorities intervening when there was a trip depth of around 20mm.

# 16. Compensation Payouts

16.1 In relation to the intervention levels it is interesting to note the compensation levels Local Authorities have paid out for trip claims and falls because of uneven surfaces and potholes:

#### Table 16

What was the approximate total cost to your Council in <b>2006/07</b> of payments and settlements arising from claims relating to carriageway and footway defects?		
Authority	Approx Cost	
Derby	£259,046.16	2006/07 figure equates to £10,402.75 by LA Department, £182,147.70 by the Local Authority and £66,495.71 by the Insurer.
Halton/Runcorn	£6,173 paid	£592,369 pending settlement (Not all of this will be paid dependent upon investigation).
Leicester	£18,000	with a reserve of £760,000
Peterborough	£234,081	
South Gloucester	£34,000	This is only what is settled to date. £277,000 outstanding in reserves. 72 cases from 144 closed
Warrington	£5,400	(67 closed claims)

16.2 Warrington paid out the least amount of compensation for trip claims and based on this figure it might be worthwhile to investigate how they have kept this figure so low.

#### 17. Recycled Materials

- 17.1 The Commission agreed that out of interest it would be useful to use the questionnaire to establish whether other Local Authorities were using recyclable materials in their Highway and Footway Maintenance Programmes.
- 17.2 The questionnaire responses showed that Leicester used the highest amount of recyclable material with 20% of the material it used in its maintenance programme being recycled.
- 17.3 All of the Local Authorities who responded to the survey used some recyclable material in their maintenance programme apart from South Gloucester.

#### 18. BV Performance Indicators

- 18.1 In the Commission's questionnaire to the public questions aimed to establish how well the public perceived the Council's performance on Highways Maintenance.
- 18.2 In order to compare Derby City Council's performance with other Local Authorities, BVI for the following Performance indicators were requested
- BV187 condition of footways
- BV223 % of Principal Roads where maintenance should be considered
- BV224a % of Non-principal Classified roads where maintenance should be considered
- BV224b % of Unclassified roads where maintenance should be considered
- 18.3 A full list of all Local Authorities' performance scores can be found in Appendix 2 and in the table below for the local authorities that responded to the questionnaire:

**Table 18.3** 

What was your C	Council's 20	006/07 perform	mance score for	r
	BV187	BV223	BV224a	BV224b
<u>Authority</u>			<b>*</b>	
Derby	17%	13%	14%	11%
Halton/Runcorn	25%	2%	6%	8%
Leicester	47%	11%	11%	9.59%
Peterborough	19%	5%	10%	21%
South	18%	5%	9%	12%
Gloucester				
Warrington	23%	7%	12%	9%

18.4 For all of these indicators a low percentage score demonstrates a strong performance.

# 19. Public Perception

19.1 As the public in Derby were being asked about their perception of the council's maintenance we asked other Local Authorities whether they had asked their local residents about how well they thought their council maintained footways and highways.

**Table 19.1** 

Halton/ Runcorn	These results relate to a 2004 survey. A new survey is planned for 2008. The survey contained over 30 questions on various aspects of maintenance. More detail can be provided if required.
Leicester  From a Mori survey of council services carried out in 2005  4% were very satisfied, 47% were fairly satisfied, 15% were neither satisfied nor dissatisfied, 19% were fairly dissatisfied, 10% were very dissatisfied, with the council's road maintenance service and 5% didn't know.  3% were very satisfied, 38% were fairly satisfied, 14% were neither satisfied nor dissatisfied, 28% were fairly dissatisfied, 14% were very dissatisfied with the council's pavement maintenance service and 3% oknow.	
Warrington	Poor investment in roads – perception of lots of potholes not being repaired quickly enough and quality of repairs questioned

#### 20. Conclusions from the Local Authorities' Questionnaire

- 20.1 The data from the other local authorities shows a similar approach to that taken by Derby City Council.
- 20.2 There are no obvious funding streams that are not being utilised by Derby City Council for funding Highway and Footway Maintenance.
- 20.3 It may however, be worth investigating why Leicester's LTP Allocation was £1,533,000 higher than Derby's LTP Allocation
- 20.4 Intervention levels for potholes and uneven surfaces were similar across the responses however compensation payout levels were varied. Warrington's was particularly low and the reasons behind this may be worth further investigation.
- 20.5 Although Derby City Council's performance against the BVPI varies, performance eye demonstrates we are meeting our targets and are improving.

# **Highways Maintenance Report**







For

# **Derby City Council**



Research

February 2008

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## 1. Introduction

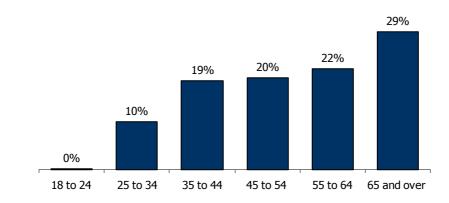
This report summarises results from the 2008 Highway Maintenance Survey. This was completed by residents on each ward of Derby in January and February 2008.

QA Research was commissioned to undertake data capture and reporting of this survey.

# 2. Demographic profile of respondents

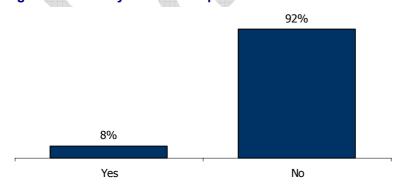
The charts below show the age, disability and location of respondents who completed the survey.

Figure 1: Age of respondents



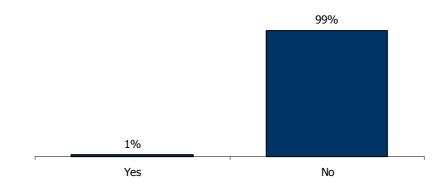
Base: 343

Figure 2: Disability status of respondents



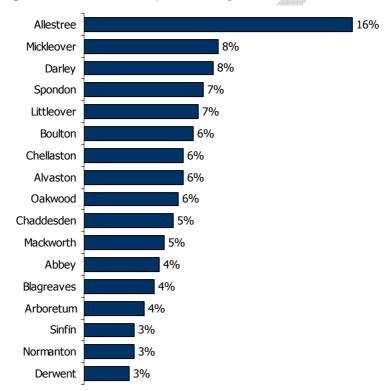
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Figure 3: Respondents who use a mobility scooter



Base: 344

Figure 4: Location of respondents by ward



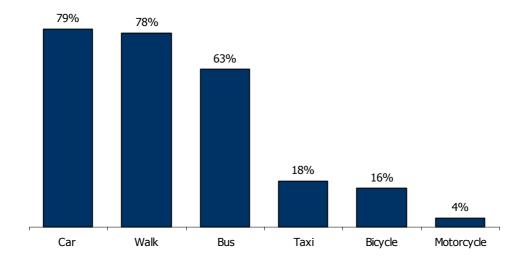
Base: 339

# 3. Key findings

# 3.1 Travelling around Derby

Respondents were most likely to say that they travel around Derby by car (79%) or they walk (78%).

Figure 5: How respondents usually travel around Derby



Base: 343

Respondents aged over 65 were more likely (84%) than average (63%) to say they travel around Derby by bus.

Respondents in Allestree were more likely (91%) than those in Mackworth (50%) to say they travel around Derby by car.

## 3.2 Opinions of the highways in Derby

Respondents were asked to rate a number of aspects of the highways in Derby. Respondents were most likely to say that 'the roads in the vicinity of their house' are good (54%).

Conversely, respondents were most likely to say that the 'footways in the vicinity of their house' are poor (36%).

Over a third of respondents said that statements relating to Derby as a whole, rather than their local area, are 'neither good nor poor'.

Respondents were more likely to provide a conclusive answer for statements relating to their local area.

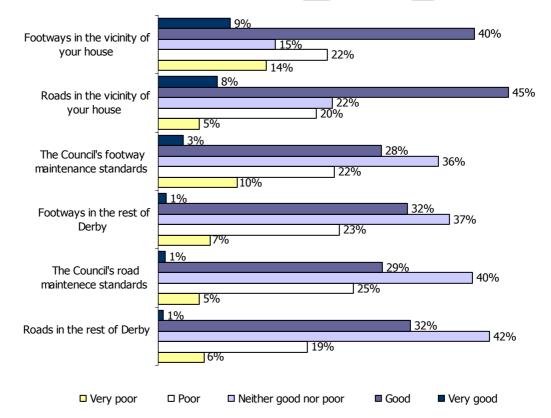


Figure 6: How respondents rate aspects of highways in Derby

**Base: Variable** 

Further analysis shows that respondents who said they travel around Derby by car are more likely (27%) than those who say they walk (21%) to say that 'the roads around the rest of Derby' are poor.

Overall, respondents who say elements of highways are poor in their local area, are also likely to say these elements are poor in the rest of Derby. For example, respondents who feel footways are poor *in their area* are also more likely (45%) to feel that footways *in the rest of Derby* are poor, than those who say footways in their area are good (10%)

# 3.3 Future improvements

Respondents were asked to write what they think the Council should do to improve the road and footway maintenance in Derby. Figure 7 shows all responses which have been coded into relevant categories.

There are two key themes from the responses show in Figure 7 below. These are repairs to roads and pavements and preventative measures such as cutting back trees and improving road safety.

Overall, the most common answer was to reduce potholes and uneven road surfaces (22%).

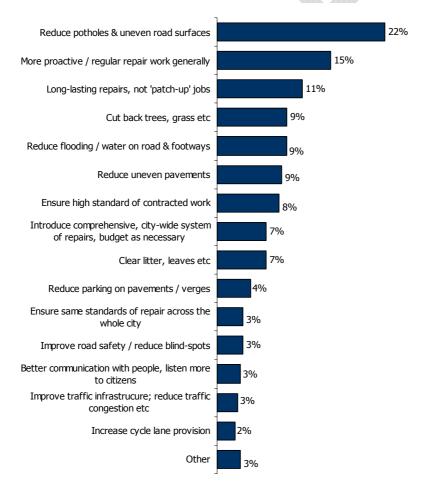


Figure 7: Suggested improvements to the highways

Base: 292

Further research shows that respondents who say they travel around Derby by motorcycle (50%) and bicycle (35%) are more likely than those who travel

around Derby by taxi (10%) to say the Council could improve the highways by reducing potholes and uneven road surfaces.

Respondents who say the roads in the vicinity of their home are poor were more likely (36%) than those who feel they are good (18%) to say the Council should reduce potholes & uneven road surfaces.

There were no significant differences by ward.

# 4. Conclusions

- Respondents are most likely travel around Derby by car, walking or by bus. Older respondents in particular are most likely to use the bus to travel around.
- Roads in local areas were said to be good, however footpaths were said to be poor. This indicates that footpaths may in some areas require attention before roads.
- If elements of the highways are perceived as being poor in local areas, respondents are also more likely to say that these elements are poor across Derby as a whole.
- Overall, reducing potholes and uneven road surfaces was the main improvement to the highways listed. Respondents who travel around Derby by motorcycle and bicycle were most likely to say this needs improving.

# 9. The Survey



## **Highway Maintenance Questionnaire**

#### Helpful hints for completing this questionnaire

- Please read each question and tick the right box to show your answer and, if asked to, write in your comments in the space provided.
- If you have any queries about the questionnaire, please contact Ellen Bird, Assistant Overview and Scrutiny Officer on 01332 255599 or e-mail <a href="mailto:ellen.bird@derby.gov.uk">ellen.bird@derby.gov.uk</a>
- Once you have completed the questionnaire, please put it in the envelope provided and return it to Director of Corporate Services, Derby City Council, FREEPOST, MID24259, Derby, DE1 2BR by Friday 8 February 2008. You don't need a stamp to return it.

	by <b>F</b>	riday 8 February 2008. You	don t nee	ed a stam	o to return it.			
1.	How	do you usually travel around	Derby? I	Please tic	k <b>all</b> that app	oly		
	M	/alk [ lotorcycle or scooter [ axi [	1 3 5		Car Bicy Bus	cle		
2.	How	do you rate the following?	Tick on	e box only	for each sta	tement		
			Very good	Good	Neither good or poor	Poor	Very poor	Don't know/ can't say
	a.	Roads in the vicinity of your house?			3	4	5	6
	b.	Roads in the rest of Derby?	1	2	3	4	5	6
	C.	The Council's road maintenance standards?	1	2	3	4	5	6
	d.	Footways in the vicinity of your house?	1	2	3	4	5	6
	e.	Footways in the rest of Derby?	1	2	3	4	5	6
	f.	The Council's footway maintenance standards?	1	2	3	4	5	6

	What do you think the Council should do to improve the road and footway maintenance in Derby?
	Delby !
14/-	
	e want to make sure that we hear everyone's views whatever your age or background, please answer the next few questions about you.
4.	How old are you? Please write in your age
5.	Are you registered as disabled? Tick <b>one</b> box only
	Yes No 2
6.	Do you use a mobility scooter? Tick <b>one</b> box only
	Yes No
7.	Please write in your postcode.
<b>a</b> Pro	All information provided will be treated in confidence, in accordance with the Data otection Act 1998 and the results will be used to inform the Highways Maintenance Review.
Th	ank you for your time and help.



#### **Local Authority Highway Maintenance Questionnaire**

#### Helpful hints for completing this questionnaire

- Please read each question and tick the right box to show your answer and, if asked to, write in your comments in the space provided.
- If you have any queries about the questionnaire, please contact David Romaine on 01332 255599 or e-mail david.romaine@derby.gov.uk.
- Once you have completed the questionnaire, please email it to <u>david.romaine@derby.gov.ik</u> by ? ?? 2007 or by post to Director of Corporate Services, Derby City Council, FREEPOST, MID24259, Derby, DE1 2BR. You don't need a stamp to return it.

What is the approximate population of	r your local authority?
Approximately how many <b>kilometres</b> responsible for?	of carriageway and footway is your local authority
	Number of kilometres?
Principal roads	1
Non-principal classified roads	2
Unclassified roads	3
Footways	3

3. Do you use any of the following funding sources to finance your carriageway and footway maintenance? Tick **all** that apply.

Footway Carriageway

Council revenues?	1 2
Local Transport Plan monies?	1 2
Prudential borrowing?	1 2
Private Finance Initiative agreement?	1 2
Other sources, please write in	1 2
4. What was the approximate value of the f	funding you received from each of the following
sources in <b>2006</b> / <b>07</b> ?	For the surely 2
	Funding value?
Council revenues?	£
Local Transport Plan monies?	£ 2
Prudential borrowing?	£ 3
Private Finance Initiative agreement?	£ 4
Other sources, please write in amount a	£ 5
explain below	
5 What are your interreption layers for	on the fellowing
5. What are your <b>intervention levels</b> for	or the following
5a. Carriageway maintenance?	

5b. Footway maintenance?			
6. What was your approximate to street lighting, winter mainten	ance and amenity maint	tenance, for	
	1	Fotal budget?	
Planned carriageway maintenance including surface dressing and prepatching?	£		1
Routine carriageway maintenance?	£		2
Planned footway maintenance sealing or similar low cost trea	£		3
Routine footway maintenance	3		4
7. How was your <b>2006/07</b> expe	nditure split between		
Planned schemes £			1
Patching to make safe	£		2
8. What was your Council's <b>200</b>	<b>)6/07</b> performance score	e for	
		2006/	07 performance score?
BV187 – condition of footways?		%	1
BV223 - % of Principal Roads where maintenance should be considered?		%	2
BV224a - % of Non-principal Classified roads where Maintenance should be considered?		%	3
BV224b - % of Unclassified roads where maintenance		%	4

should be considered?

What was the approximate total cost to you settlements arising from claims relating to				
£				
Have you carried out any consultation to find out the public's perception of the state     of				
the carriageways and footways in your Council's area?				
Yes □1 No □2				
11. If you ticked 'yes' to Q10, briefly explain what the public's perceptions were				
Name:				
Job title:				
Council:				
Phone number:				
E-mail:				

We will treat all the information you provide in accordance with the Data Protection Act 1998. We will use the survey results to inform our Highway Maintenance Topic Review.

Thank you for your time and help.

