

Report for: Cabinet – 18th April 2023

Title: Highways and Street Lighting Investment Plan (HSLIP) 2023/24

Report authorised by Barry Francis, Director of Environment and Resident Experience.

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Ward(s) affected: All

**Report for Key/
Non-Key Decision:** Key Decision

1 Describe the issue under consideration.

- 1.1 The Council is the highways authority responsible for managing and maintaining the highway assets that fall within its 355km highway network. This requires the Council to ensure that those assets are safe, fit for purpose and able to fulfil their function in an efficient and sustainable manner.
- 1.2 Through its investment strategies and by prioritising works, the Council is making considerable progress in improving assets, reducing the backlog of maintenance. The continuing investment in the maintenance of our roads and wider assets is therefore critical to sustain those improvements and achieve the longer-term aspirations being set out in the evolving Highways Asset Management Strategy (HAMS) that will be presented for adoption later this year.
- 1.3 This report makes recommendations for investment in highway infrastructure in 2023/24 and particularly covers footways, carriageways, and street lighting assets.
- 1.4 Appendices 1 and 2 of this report set out the recommended investment and, where relevant, expected funding streams for 2023/24 for the various works.
- 1.5 This investment plan covers several highways service areas, which will be collectively referred to as the Highways and Street Lighting Investment Plan (HSLIP).

2 Cabinet Member Introduction

- 2.1 Highways play a pivotal role in our daily lives. Whether we are working from home, commuting to work, taking exercise or meeting family and friends - we all rely upon welcoming and accessible streets and public realm.

- 2.2 Haringey is one of London's best-connected boroughs and the transport network is and will continue to be well used by our residents, businesses and by people from across the city and beyond.
- 2.3 Haringey Council's vision aims to enhance our public space, improve residents' experience and quality of life, and develop a truly unique Haringey, which will reshape the way that people travel in the borough. To achieve this, the Council has adopted asset management practices that ensure the largest benefit for the whole community is achieved. Such practices require that we look to long-term investment to make the best use of resources.
- 2.4 Street lighting not only improves safety for drivers, riders, and pedestrians, where driving at night is more dangerous, but reduces crime and fear of crime, in our urban areas, ensuring social inclusion where people are not afraid to go out at night. We have now converted virtually all our street lighting to LED, which not only improves lighting standards but reduces our carbon footprint. We are installing additional lighting in areas where residents tell us that they don't feel safe. Our new CMS system allows the intelligent management of street lighting allowing it to adjust to local conditions. We will develop our future programme with residents to ensure that we are targeting the right locations. The continuing investment in street lighting alongside the current development of a lighting policy and collaboration with other partners and agencies will also support improvements in community safety.
- 2.5 I am pleased to present our investment in highways and street lighting for the coming year, setting out the projects and programmes. This represents a total investment of £10.474m, inclusive of approved Medium Term Financial Strategy growth in capital budgets.
- 2.6 Engagement with residents, businesses and other interested parties will continue when developing highways schemes and the projects will allow contribution to the design solution of major schemes, where applicable.

3 Recommendations

Cabinet is asked to:

- 3.1 Approve the Highways and Street Lighting Investment Plan which includes investment of £8.974m in highway assets for 2023/24, as set out in Appendix 1 of this report.
- 3.2 Approve the Highways and Street Lighting Investment Plan which includes investment of £1.5m in lighting assets for 2023/24, as set out in Appendix 2 of this report.
- 3.3 Vire £0.355m from the Borough Roads budget to the Flood Water Management budget.

- 3.4 Delegate decisions relating to highways infrastructure asset maintenance schemes design and implementation to the Head of Highways and Parking, subject to decisions being reported to Cabinet where a key decision applies.
- 3.5 Authorise the Head of Highways and Parking to carry out any required consultation in accordance with Appendix 3 and to make any necessary traffic management orders, having had due regard to any prior consultation to give effect to those schemes, subject to consultation representations regarding key decisions being considered by Cabinet.
- 3.6 Authorise the Head of Highways and Parking to consider any objections and representations on highways maintenance improvement schemes and to report back to the Cabinet Member for Tackling Inequality and Resident Services if there are significant, or substantial objections or concerns raised about a scheme not covering two or more wards.

4 Reasons for Decision

- 4.1 This report sets out the 2023/24 investment in the Council's local highways infrastructure. It provides detail of the funding arrangements and seeks authority to proceed with the development and delivery of these projects, subject to appropriate consultation.

5 Alternative options considered.

- 5.1 No other options were considered, because the Council has a statutory duty to maintain the public highway network.

6 Investment in Highways Infrastructure Assets in 2023/24

- 6.1 The investment in Haringey's highways infrastructure for 2023/24 relates to footways, carriageways, structures, non-illuminated street furniture, street lighting and illuminated street furniture assets, but excludes investment in drainage assets (such as road gully cleansing and repairs) as that detail is provided as part of the Flood Water Management Investment Plan report to Cabinet.
- 6.2 Proposals in this report make the best use of resources by adopting a practical and prioritised investment approach that can be implemented at the most effective time, allowing the Council to demonstrate value for money.
- 6.3 The overall investment is set out in the following sections of this report and detailed in the corresponding Appendices:

Service area	Report section	Investment details
Footway, carriageway, structure and non-illuminated street furniture infrastructure assets	7 & 8	Appendix 1

Street lighting and illuminated street furniture assets	9	Appendix 2
Consultation methods	10	Appendix 3

- 6.4 The existing highways term contract is with Marlborough Highways Ltd which can expire in September 2025 or be extended by up to two years. The tendering of a new highways term contract can take around 18 months and a decision will need to be taken in early 2024 to extend this contract or to retender. In 2023, there are proposals to tender some of the 2023/24 footways and resurfacing works, as a benchmarking exercise before a decision can be made on any extension of the current highways contract.

7 Footway, carriageway, structure and non-illuminated street furniture infrastructure assets

- 7.1 Investment in Haringey's (non-lighting related) highway infrastructure assets is broken down in this report into the following programmes:

- Planned carriageway and footway maintenance.
- Highways structures, e.g., bridges and walls
- Non-illuminated street furniture e.g., bollards and posts

Planned carriageway and footway maintenance – £8.974m investment.

- 7.2 The proposed investment is detailed in Appendix 1: Table 1.
- 7.3 A well-maintained road network contributes to road safety through improved road conditions whilst reducing trip hazards and likelihood of road traffic collisions. It also encourages active travel and reshapes the way that people travel in the borough.
- 7.4 The 5-year long-term investment in footways and carriageways maintenance will make a significant impact to the highway condition and the investment aims to deliver up to 60km of footway reconstruction and 50km of carriageway resurfacing works.
- 7.5 £8.974m is being invested in our roads and footways, as well as in responsive maintenance, and other ad hoc improvements. in 2023/24. This investment will allow the Council to resurface approximately 10km of road and reconstruct 15km of footway. Historically, this investment has included Transport for London (TfL) funding for resurfacing the borough principal road network. At the date of this report, there is no indication that TfL will make funding available in 2023/24. However, should funding become available in year, it will be added to the Council's capital investment.
- 7.6 This year's investment includes for resurfacing the carriageway in 65 roads and the relaying of 32 footways (exclusive of short sections works) throughout the borough in 2023/24. Included within the overall investment is £1.099m allocated to support reactive maintenance issues, ad hoc asset improvements, responsive works, and small-scale highways maintenance schemes. These maintenance works will include for the repair of potholes and fixing footway trip hazards. It is noted that the investment outlined in this report excludes £448k for gully cleansing revenue maintenance and £355k for drainage

improvements, which are reported in the Flood Water Management Investment Plan 2023/24 Cabinet report.

- 7.7 The highways resurfacing, and footway proposals were prioritised using the:
- current Highways Asset Management Plan,
 - borough wide survey inspection carried out in 2022,
 - the methodology used for scoring maintenance scheme proposals (set out in paragraph 7.8 below)
 - Highways Safety Inspection Manual.
- 7.8 The methodology used was a scoring system based on the following.
- Borough wide condition survey scoring,
 - Engineer's visual survey,
 - Network hierarchy,
 - Classification of the road,
 - Public and Members' requests,
 - Whether on a bus route and/or cycle route and/or institutions (e.g., school) are on the road.
- 7.9 The roads that scored the highest were considered priority for resurfacing and footway works. Those roads are listed in Appendix 1: Tables 3 to 5.
- 7.10 A few of the footway and carriageway maintenance proposals include for schemes that may have been recently completed before this report date. This will be due to several reasons, including some contractor programming opportunities. In such instances, other roads that are currently proposed for 2024/25, will then be carried out in 2023/24.
- 7.11 Elected Members were invited to contribute to the development of the programme. The roads that they suggested for inclusion in the programme, along with any requests by residents, were also assessed in line with the methodology set out above in paragraph 7.8.
- 7.12 Short sections footways and carriageways works are also proposed for next year's programme. This programme is for maintenance improvements of short lengths of roads which are not substantial enough to be included on the major footways and carriageways works programme. This work has been identified by Elected Members, officers and residents and includes for £50k of ad hoc maintenance and street furniture improvements in Lordship Lane.
- 7.13 The overall list of works proposed for this short-section treatment exceeds the available budget, but those that will be included in the 2023/24 programme have been added to Table 5 in Appendix 1. Any new areas benefiting from 'short section' maintenance identified throughout the year through highways inspections, or those reported by Elected Members and residents, will be added to this list. They will be prioritised using the scoring matrix set out in paragraph 7.8. and against available budgets.

7.14 Additional capital investment in 2023/24 is being continued for highway carriageways, structures, drainage and street furniture assets - which are listed as follows:

- £1.950m resurfacing B, C and unclassified roads
- £500k principal road maintenance
- £280k structures
- £200k non-illuminated street furniture
- (£355k gully maintenance - referenced in the FWMIP 2023/24 report)

8.0 Highway structures (e.g., bridges) and street furniture

8.1 Haringey's structures are generally maintained on an 'as needed' basis and close to the point of potential serious failings. These works can be funded via specific capital allocation from grant funding through LoBEG (London Bridges Engineers Group), or from Haringey Council. No funding, as in previous years, has been granted to Haringey through LoBEG. Costs for major bridge works are variable and are generally in the region of millions of pounds.

8.2 A number of structures require maintenance to extend their lifespan and greatly reduce the risk of significant disruption and future costs.

8.3 A programme of structural surveys and minor reactive/preventative maintenance is proposed to extend the life of the structure assets before major interventions are required. The proposed growth funding budget of £280k (as shown in Appendix 1: Table 1 and paragraph 7.14) will be used to carry out these repairs. The type of repairs typically will include bridge waterproofing, brickwork repairs, concrete repairs, painting, rectification of damage by vehicle strikes and vandalism.

Non-illuminated street furniture and replacement of bollards with trees

8.4 A capital investment of £200k will be used for the essential replacement and repair of highways street assets such as bollards, benches, signs, signposts, and planters, included in the sum in Table 1. In addition, £50k has been allocated from highways capital to address parking problems and to replace bollards with trees, specifically in Lordship Lane, included in Table 6. This road will also be subject to additional attention through the Road Danger Reduction Action Plan.

9. Street lighting - £1.500m investment

Summary and background

9.1 The investment in street lighting (£1.3m) and illuminated street furniture assets (£200k) on the highway network is set out in Appendix 2.

9.2 Street lighting plays a key role in reducing crime and fear of crime in our borough. Residents, in particular women, have told us through various surveys that they do not feel safe walking alone at night.

9.3 The Council maintains approximately 15,560 street lighting columns across the borough highway network. This is in addition to 49 lit bollards and 2,176 illuminated signs. The Council changed its light profile to the use of light emitting

diodes (LED) technology, with most lanterns now converted to LED. This significantly reduces energy consumption, improving the Council's carbon footprint, contributing towards carbon emission reduction targets.

- 9.4 This light replacement programme also involved bringing lighting standards in all roads up to the national standards that applied at that time. This resulted in a net increase of 32 lighting columns borough wide. In addition, 34 additional lighting columns are being implemented on Downhills Way footpath, where residents raised concerns about lighting levels. Alexandra Gardens was also identified as needing additional lighting, with 1 additional column being installed and other columns being relocated to improve the lighting levels in that road.
- 9.5 It is recognised that there are inconsistent levels of street lighting across the borough and variations along stretches of individual roads. Lighting designers will evaluate risk when determining the lighting class for the roads to be refurbished/relit. The lighting calculations will be dependent upon the levels set in an emerging lighting policy, which will consider electrical power consumption levels, local area knowledge and night-time crime statistics. This will help address the variability in lighting levels. This may include the installation of additional lighting columns to achieve a more uniform light distribution.
- 9.6 The Council is also inviting feedback from residents through a "Commonplace" consultation on where they believe that lighting on the public highways and other public areas such as transport hubs, or footpaths segregated from the carriageway needs improving. This programme will be developed in spring or early summer and commence delivery in 2023/24.
- 9.7 The street lighting central management system (CMS) - which is now operational - allows the Council to detect and rectify faulty lighting more quickly. This will reduce the potential for and duration of unplanned areas of darkness (which undoubtedly adds to the concerns around safety at night). The CMS also enables appropriate lighting levels in crime hotspots or during events where the risk of crime may be more prevalent. It also allows lighting to be set at a level in all roads which, used with the LED lighting, avoids light pollution and unnecessary electrical energy consumption, providing a safe night-time environment.
- 9.8 The currently approved annual allocation for street lighting maintenance is £1.3m. This is modelled on a replacement cycle of 50 years (the expected lifespan of a steel lighting column). The efficiencies gained through the conversion to LED, and the implementation of a central management system, will offset the cost of interim faults, repairs and damage until 2026/27.
- 9.9 At present, around 15% of the street lighting columns in the borough are at or close to their end-of-life expectancy. The Institution of Lighting Professionals reinforces the principle of considering lighting column residual life as good asset management, in line with the requirements of the Well-Managed Highway Infrastructure national code of practice. Haringey's lighting stock is monitored by visual inspections and are further assessed via annual electrical and

structural testing programmes (required to ascertain the levels of corrosion and deterioration).

- 9.10 The street lighting column maintenance programme will fund the replacement of any priority columns identified through the inspections and testing regime, as well as supporting a rolling programme of street-by-street replacement of the oldest stock. This approach mitigates against the risk of impromptu lighting column collapse.

10 Engagement

- 10.1 The Council is committed to ensuring that maintenance programmes are co-produced with local communities and clear information regarding planned maintenance for the neighbourhoods is made available in an accessible way in good time to avoid any inconvenience when works are taking place.
- 10.2 A consultation is planned for the spring of 2023, using the engagement platform “Commonplace”, to identify any proposed locations where the public perceive that the existing lighting levels on the highway, near transport hubs or on footpaths segregated from the carriageway, are insufficient. This engagement may also identify other public areas needing attention. The data from this will be used to influence the lighting works programmes for the future.
- 10.3 The schemes identified within this report will initially be developed by engineers in accordance with national, regional and local standards and best practice. This will include, where applicable, the input from Ward Councillors, key stakeholder groups and residents’ associations at any consultation stages.
- 10.4 The expected level of consultation / notification for schemes is set out in the attached Appendix 3.
- 10.5 The Council will continue to improve the quality of information available to residents and other interested parties on highways schemes planned for their areas. This will involve the information being made readily available on the Council’s website, as well as through works signing, advanced warning signs and information letters. This will help to minimise any disruption and inconvenience associated with these works.
- 10.6 Highways maintenance improvements will be designed to national and Council specification, standards, and design manual guidance. These proposed works will be those that give the best whole-life solution, based on performance and cost. The extent of public consultation and information for maintenance works will include the adjacent areas where major future maintenance works are proposed. The public will be notified on the works programmes, major proposed changes to the existing network, any significant variance from the Council’s streetscape standards, traffic management during the works, and of any works updates.

11 Contribution to strategic outcomes

- 11.1 Investment in Haringey’s local highways network is critical to delivering the Council’s ambitions to make Haringey a better and safer place to live,

encouraging growth and attracting investment, and creating opportunities that all can share in. The investment recommended in this report has been identified to meet the Corporate Delivery Plan, Transport Strategy and Climate Change Action Plan objectives.

- 11.2 The HSLIP supports the 'Responding to the Climate Emergency' theme in the Corporate Delivery Plan, presented to Cabinet on 17th January 2023. Details are set out under *High Level Outcome 2: A Just Transition* for 'achieving more accessible footways and carriageways' and 'reduced casualties and safer road network in Haringey.' The projects and programmes in the HSLIP will contribute to these by improving the public realm and road network condition, reducing road traffic collisions, while improving accessibility for all road users, in particular pedestrians and cyclists and motorcyclists
- 11.3 The proposed resurfacing works will also contribute to the Corporate Delivery Plan of 'Responding to the Climate Emergency' under *High Level Outcome 3: A Low Carbon Place* for 'reduced carbon emissions from highway maintenance'. The investment of £4.7m in road resurfacing includes using warm mix asphalt (which typically reduce CO₂ emissions by 10% in the manufacture stage) and the use of recycled road materials in surfacing and road construction. In addition, high performance asphalt is used on highly trafficked roads that can be laid at shallower depths without a deterioration in its performance. The depth of footway reconstruction is designed so that it is fit for purpose and existing materials are left in situ where appropriate.

12 Statutory Officers' comments

12.1 Finance

- 12.1.1 This report sets out the expenditure for the 2023/24 Highways and Street Lighting Investment Plan detailing all the highways-related activities and the various funding streams that have been confirmed within the Council's approved Capital Programme.
- 12.1.2 The Council, at its budget setting meeting of 2nd March 2023, approved the General Fund capital programme which included £9.529m for Borough Roads and £1.3m for Street Lighting. The appendix to this report provides details of how the budget is to be spent.
- 12.1.3 The report is also recommending a virement of £0.355m from the Borough Roads budget to the Flood Water Management budget.
- 12.1.4 The table below outlines the allocation of the budget to the Investment Plan for 2023/24.

Borough Roads approved budget	£ 9.529m
Allocated to: Borough Roads	£ 8.974m
Allocated to: Illuminated Street Furniture	£0.200m

Vired to: Flood Water Management	£ 0.355m
Total	£ 9.529m

12.2Legal

12.2.1 The Head of Legal and Governance has been consulted on the preparation of this report and comments as follows.

12.2.2 The Council, as a highway authority, has a statutory obligation to maintain the public highways it is responsible for in the Council's borough and may carry out any work for the improvement of those highways.

12.2.3 This report seeks approval for the programme of highway and street lighting works on the public highway for the financial year 2023/24 which is a decision that Cabinet can take in accordance with the Council's Constitution.

12.3Procurement

12.3.1 The highways work will be procured through the existing highways maintenance contracts with Marlborough Highways Ltd.

12.4Equality

12.4.1 The Council has a Public Sector Equality Duty under the Equality Act (2010) to have due regard to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act.
- Advance equality of opportunity between people who share those protected characteristics and people who do not.
- Foster good relations between people who share those characteristics and people who do not.

12.4.2 The three parts of the Duty applies to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex and sexual orientation. Marriage and civil partnership status applies to the first part of the Duty.

12.4.3 The formulation of this work programme, as in such works carried out in previous years, identifies The EqlA identified several disproportionate impacts that may occur on equalities groups because of the implementation of the delivery plan.

12.4.4 The key beneficial impacts of the proposals for investment on the network include:

- Improved access to facilities will benefit all Haringey residents and visitors, but some protected groups such as older people and children will benefit disproportionately.
- Safer roads, less congestion and reduced levels of pollution are likely to benefit people in some of the protected groups, such as older and/or disabled people with respiratory illnesses more than for the general population.

- Improved light colour rendering through further installations of LED lights will benefit all Haringey residents and visitors by potentially improving perceptions of safety in the borough. This is likely to disproportionately benefit some protected groups who are known to feel less safe in the borough at night, including women, young adults, older people, and disabled people (particularly those who are visually impaired).
- The potential longer-term reduction of crime rates by encouraging social cohesion and community surveillance that may deter criminal behaviour. While this may positively impact on all residents, this has the potential to make a particular difference in areas such as the East of the borough where there are relatively higher levels of crime and anti-social behaviour. As these are also areas which have higher numbers of low-income households, among whom BAME residents are well represented, individuals from these demographic groups may benefit disproportionately from lighting improvements.
- Greater use of the network by cycling or walking which will be well-lit, which is likely to improve the health and wellbeing of all residents and visitors but particularly for groups with protected characteristics who are known to experience health inequalities.
- Reduced levels of pollution by greater use of walkways and cycling networks which are likely to of more benefit to people from protected groups than the general population, such as older and/or disabled people with respiratory illnesses.

12.4.5 Groups who may have greater reliance on travel by car (e.g., people with disabilities; parents with childcare commitments; people in transport poverty) may be affected adversely in comparison to other groups who are better able to use public transport or travel actively. Schemes will be individually planned and delivered in such a way as to minimise any negative impacts that may arise. Further equalities analyses to be carried out on individual schemes, including full EQIAs where appropriate, so that we can mitigate any negative impacts that may arise.

12.4.6 Improvements to the highways network may increase walking and cycling throughout the borough which can improve the health and wellbeing of groups with protected characteristics who are known to experience health inequalities.

12.4.7 The communication and engagement measures set out in the Investment Plan 2023/24, will increase awareness of works and minimise disruption caused at implementation stages. This will allow residents adequate time to make alternative arrangements, and any necessary adjustments will be made on a scheme-by-scheme basis in order to ensure continued access for affected groups with protected characteristics including disabled and elderly residents. Moreover, to minimise these impacts, schemes will be individually planned and delivered. Mitigations will include planning and undertaking some works at off-peak times when pavements are less likely to be in use, reducing the impact of the works on accessibility for all.

12.4.8 While the ambitions of the works proposed are likely to have a positive equality impact for most residents, the carrying out of the proposed works will potentially have further impacts on the following groups as listed below:

- a) Age (older people) - there is risk of older infirm residents having to find alternative routes to avoid areas disrupted by works which may lead to increased likelihood of trips and falls. In addition, as older residents may have lost confidence in leaving the home due to the impact of Covid-19, and highway works may further hinder their ability to build confidence to leave their homes.
- b) Age (younger people) - there is a risk that young people are required to leave safe routes to and from home/school due to the implementation of highway works, which may lead them to take alternative routes that put them in harm's way, either through needing to use less-safe crossings, or taking routes that may put them in danger due to local community/gang tensions.
- c) Disability (physical) - there is a risk that works taking place to upgrade footpaths could reduce mobility for residents with a disability and, in turn, have a knock-on impact in terms of quality of life and health opportunities.
- d) Race – where works cause disruption to commuter routes they may have a negative impact on those residents in low-paid roles who are at greater risk of sanction for arriving late to work. Given that there is a high proportion of BAME residents who occupy lower paid roles and where there is less scope to work from home, there is a potential negative impact of these works on this group. This would particularly be for those schemes in the East of the borough where residents earn 14% lower than those in the west of the borough.

12.4.9 The communication and engagement measures for site works in the investment plan will also increase awareness of works and minimise disruption caused. This will allow residents adequate time to make alternative arrangements, and any necessary adjustments for protected groups will be made on a scheme-by-scheme basis.

13 Use of Appendices

Appendix 1 – Highways Asset Investment Plan

Appendix 2 – Street Lighting Investment Plan

Appendix 3 – Consultation method

14 Local Government (Access to Information) Act 1985

- Corporate Delivery Plan
- Borough Plan 2019-2023
- Transport Strategy 2018
- Cabinet report: 2023-24 Budget and 2022-2027 Medium Term Financial Strategy Report
- Local Plan
- Street Lighting Policy Document (in development)
- Highway Asset Management Strategy (in development)