Havering
LONDON BOROUGH

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Local highways maintenance transparency report – London Borough of Havering

The Department for Transport expects all local highways authorities to publish information about their highways maintenance activities to help local taxpayers see the difference that funding is making in their areas. This document sets out the context of the London Borough of Havering's (the Council's) highway network, its approach towards both reactive and planned highway maintenance activities as well as complimentary plans and activities.

Our highway network

The highway asset is the Council's most valuable asset in terms of replacement cost. Havering's Highways Service maintain:

A Roads	*B and C roads*	*U roads*	*Total Roads*	*Footways*	*Other Public rights of way*
60km	*121km*	*532km*	*713km*	*1,040km*	*113km*

- A highway network comprising approximately 713km of carriageway and 1,040km of footway.
- 138 highways structures / bridges.
- Approximately 25,000 gullies.
- Approximately 18,000 streetlights.

Highways maintenance spending figures

Highway maintenance spending					
Year	**Capital allocated by DfT (£,000s)**	**Total Capital spend (£,000s)**	**Total Revenue spend (£,000s)**	**Estimate of % spent on preventative maintenance**	**Estimate of % spent on reactive maintenance**

2025/26 (projected)	£1,082,000	£7,689,860	£3,031,000	71.7%	28.3%
2024/25	£333,000	5,257,147	3,150,701	62.5%	37.5%
2023/24	£333,000	6,470,912	3,875,096	62.5%	37.5%
2022/23	£0	7,949,133	3,514,037	69.3%	30.7%
2021/22	£0	12,932,716	3,157,372	80.4%	19.6%
2020/21	£0	8,890,799	2,962,893	75.0%	25.0%

Table 1 – Reactive and Planned Maintenance spend of Havering's Highway Network

Further information regarding capital allocated by DfT can be found here - Highways maintenance funding allocations - GOV.UK

Additional information on spending

Table 1 provides values for actual spend on Havering's Highway Network for the last five financial years from 2020/21 to 2024/25. It should be noted that values are purely associated with works and work activities and that other associated costs such as staff time are accounted separately. Table 1 also provides forecast spend for the current financial year commensurate with the budget allocation for planned and reactive maintenance costs. Furthermore table 1 provides an indication of the actual relationship between reactive maintenance and planned maintenance spend for each of the last five financial years as well as the forecast relationship for the current financial year.

Planned highway maintenance is the approach whereby maintenance tasks are taken in advance to prevent future problems and extend the lifespan of the road infrastructure. Reactive highway maintenance differs as repairs are only undertaken after a problem has been identified that requires immediate action and intervention as part of a failure of the network. The Council have a statutory duty under the Highways Act 1980 in order to maintain the highway to a reasonable condition at public expense. Whilst planned and reactive maintenance differ in terms of definition, approach and budget there is an inter-relationship whereby higher investment in capital and planned maintenance of the highways asset would generally result in less burden on the Council's reactive maintenance budget.

In simple terms planned maintenance activities can be considered in lengths of roads resurfaced whereby reactive maintenance activities can be considered in terms of the number of potholes that the Council fills in. To provide an indication of these outputs in relation to Havering, Tables 2 and 3 show how many miles of the highway network have been resurfaced in the last five financial years and how many potholes have been filled in for the last four financial years (data not available for 2020/21 financial year).

Length of road network resurfaced (miles)					
	2020/21	2021/22	2022/23	2023/24	2024/25
Footways (pavements)	14.73	17.32	8.97	3.13	0.86
Carriageways (roads)	21.5	20.96	8.43	10.18	10.3

Table 2 – Length of road network resurfaced

Estimate of number of potholes filled			
2021/22	2022/23	2023/24	2024/25
2794	2265	3080	2006

Table 3 – Estimate of number of potholes filled

Condition of local roads and Havering's Road Resurfacing Programme: The Highways Improvement Plan (HIP)

In order to develop the Council's current resurfacing programme Detailed Visual Inspection (DVI) survey data was completed in all roads between January and April 2022. The council adopted the UKPMS (UK Pavement Management System) survey approach and analysis in doing this. This is a national standard and ensures consistency and best practice. Surveys were undertaken by trained and accredited staff to ensure compliance to the UKPMS approach but natural "human" variation should be noted here. Analysis of the DVI has provided Officers with a snapshot of the condition of the borough's roads during this period. The below tables shows the percentage of the highway network in Havering assessed as being in need of maintenance across different road classification types after the survey was undertaken.

Percentage of A roads in each condition category		
Red	**Amber**	**Green**
23.16%	15.27%	61.21%

Percentage of B and C roads in each condition category		
Red	**Amber**	**Green**
26.27%	20.88%	52.71%

Percentage of U Roads in the Red category
27.16%

Further analysis was then carried out using the survey data which illustrated that in order to maintain the highway network in Havering at a steady state (ie ensure no further overall deterioration of the road network would occur) an annual investment of £6m per annum or £30m over a 5 year period was required. In simple terms the higher the level of investment in the highway the greater the improvement will be to the overall condition of the network and the lower the level of investment the greater the backlog (ie those roads needing maintenance) would be at the conclusion of the investment programme. Consequently investment into road resurfacing of the steady state value has been invested each year. However it should be noted that in the 2024/25 financial year the Council made the decision

to reduce spending as part of its Medium Term Financial Strategy for that year only. Spending levels were then reapplied to similar previous levels thereafter.

In order to develop the resurfacing programme (HIP) Havering have taken an asset based approach. In the first instance the data gathered from the Detailed Visual Inspections was used to rank each of the roads in the borough in order of condition. This approach however ignores local factors, rates of deterioration and the relative importance of one road over another. It also ignores cost at a network level and assumes that treating two or three roads in poor condition may be better than treating one road in very poor condition.

Consequently further assessments were applied to consider their importance in the network including:

- Speed limits
- Roads with bus routes
- Roads with schools or other community based centres
- Reactive maintenance spend
- Preventative maintenance decisions
- Greater scope to apply engineering judgement
- Roads requested for treatment by local Ward Councillors

Consequently a ranked list of roads (carriageways) and pavements (footways) were produced which Officers have used to formulate the Council's Highways Improvement Programme (HIP). Each year Officers assess the current condition of the top ranked roads by conducting site assessments, and then agree a programme in conjunction with Councillors. Havering are currently in the third year of the HIP programme. Each year the Council publishes the yearly HIP programme on its website to advise residents of roads and pavements that will be resurfaced. It should be noted that some additional roads and pavements may be introduced or taken out of the yearly programme subject to actual spend variations throughout the year and the level of intervention treatment required on each of the roads / pavements.

Due to the significant costs and time involved with gathering the data for the Detailed Visual Assessment the Council have taken the decision not to gather any further road condition data on non-strategic routes since 2022. The Council do participate in gathering data on the strategic road network as part of a pan London approach. It should also be noted that the Council will be trialling Road AI software provided by Vaisala to develop a future programme for road resurfacing in the borough with data currently being gathered. The intention will be to still use an approach consistent with the current approach.

Other Plans

Highways Maintenance Plan Policy

Havering Council adopted a new Highways Maintenance Plan Policy (HMPP) in December 2024. The HMPP follows and complements the Code of Practice 'Well Managed Highway Infrastructure' produced by the UK Roads Liaison Group 2016. The adoption and practical application of this document ensures that the authority follows best practice and a consistent approach in inspecting, assessing and prioritising repairs for reactive maintenance. This also

ensures that the authority discharges its statutory duty to maintain the highway whilst also providing a robust approach to the repudiation of insurance and public liability claims on the Council's highway network. Additionally, the introduction of a risk based approach ensures that resources are optimised and that value for money is achieved.

Approach for 2025/26

Havering Council will continue to use the approaches set out above in the 2025/2026 financial year for both reactive maintenance and planned maintenance activities and programmes.

Structures

The Council has a statutory duty to maintain Council owned structures. The Council currently own and maintain 138 structures consisting of bridges, culverts, pedestrian subways and retaining walls. In order to ensure that all structures are safe for road users the Council operates an inspection regime of all structures and facilitates interventions where defects to these are identified. In simple terms 'General Inspections' (GIs) are carried out on a more frequent basis in this regime and 'Principal Inspections' (PIs), basically of a more detailed nature, are carried out on a less frequent cycle. Inspections are undertaken by technical and qualified experts. If the Council identifies any deficiencies Officers will then seek to address and remedy.

Streetworks

Havering Council have a team of Network Permit Officers who monitor and coordinate all works in the Borough via the London Permit Operating System (LOPs) and also using *Street Manager* IT software. As part of this process Officers review all permit applications from works promoters in detail to ensure there are no clashes of works in the area. All permits are reviewed on a daily basis. Without this procedure in place all works would be able to proceed without any co-ordination. Where needed Officers issue Section 74 charges to works promoters who overrun permit end dates to ensure that the network is clear and effectively operating as soon as is possible. Officers also issue Fixed Penalty Notices (FPNs) when permit conditions are not being followed on site (for example if a 1.2m working width is not being maintained for pedestrians at all times during works). This ensures the highway network is operating as efficiently as possible and disruption is kept to a minimum.

Climate change, resilience and adaptation

Havering Council deliver its maintenance services through a Term Service Contract with Marlborough Highway Services which commenced on 1st April 2025 and will run to 31st March 2031 with a further option to extend of four years. As part of the contract Marlborough Highways have developed a Quality and Environmental Management Plan (QEMP). The QEMP holds accreditation to BS EN ISO 14001:2015 Environmental Management and BS EN ISO 50001:2011 Energy Management. This sets out how maintenance operations consider and safeguard the environment by:

- Minimising the total number of road journeys for labour, plant, materials and recycling operations.
- Commit to carbon offsetting through a recognised programme which is monitored by the Council.
- Maximise the use of recycled materials and ensure that materials are recycled as far as possible.
- Reduce energy consumption, CO2 emissions and greenhouse gas emissions.

- Be proactive in delivering innovations to environmental initiatives.

Havering Council advocates the use of recycled material, including type 1, crushed glass, relaying flagstones, relaying granite and concrete kerbs, prolonging the life of asphalts with the application of micro asphalts. The Council's ambition is to ensure that all waste material is 100% recycled.

Additionally Havering has a Climate Change Action Plan and has a programme of delivering sustainable transport improvements to meet the Mayors Transport Strategy as well as promoting and delivering School Streets.

Havering Council also recognise the issues created by Climate Change and are developing a revised Flood Risk Management Plan and Surface Water Management Plan in order to ensure that the network is resilient and can cope with the effects of Climate Change.

Additional information on plans

The Council has submitted a funding bid to Transport for London (TfL) for £200,000 for carriageway resurfacing of a section of the A1306, New Road between Cherry Tree Lane and Spencer Road, which is part of Havering's Principal Road Maintenance network. Havering is also looking to deliver a new Active Travel Corridor in the borough which will see a segregated cycle track delivered along Marsh Way providing a new connection into the London Riverside Business Improvement District. Havering is seeking funding from the Thames Freeport Active Travel fund to deliver this.

Havering's 2025/26 Local Implementation Plan (LIP) programme will see a number of projects delivered on the highway network supporting reducing casualty rates and encouraging walking, cycling and public transport use. This includes delivering Accident reduction schemes, infrastructure improvements to support walking and cycling in the vicinity of schools and exploring scope to expand 20 mph zones. The Council is also exploring measures to improve bus journey times along the A124 Corridor, a key route in Havering's principal Road network. Improvement measures could include the introduction of new bus lanes, and changes to the operation of junctions along the corridor. Where possible, as other projects are delivered on the highways network, Havering will seek to deliver resurfacing improvements.