

Report to	Scrutiny Committee for Economy, Transport and Environment
Date	20 November 2013
Report By	Director of Communities, Economy and Transport
Title of Report	Footway Maintenance Policy
Purpose of Report	To advise Scrutiny Committee on the County Council's current Footway Maintenance Policy.

RECOMMENDATION: The Scrutiny Committee is recommended to consider how the current County Council footway maintenance policy operates and to consider areas for Scrutiny review.

1. Financial Appraisal

1.1 The table below summarises the level of expenditure in footway maintenance in recent years:

	2011/2012	2012/2013	2013/2014
Category 1 (Revenue)	£63,899	£95,027	£83,736 to date
Category 2 & 3 (Revenue)	£426,480	£292,088	0
Category 2 & 3 (Capital)	0	0	£195,607 to date
Preventative maintenance (Capital)	£713,600	£734,000	£787,300 to date

2. Supporting Information

2.1 The intervention criteria that trigger maintenance in public footways (pavements) are defined by the County Council's maintenance policy, attached at Appendices 1 and 2, along with response times. These policies have evolved over time in accordance with best practice, and will have been reflective of available maintenance budget.

2.2 The policy defines three categories of defect depending on the nature of the defect and the situation. For example, the repair of a Category 1 footway defect will be triggered when a 'trip' hazard of 20mm is either found through regular safety inspection by our Highway Stewards or where the fault is reported by a member of the public.

2.3 For bitumen pavements the 'trip' hazard is defined as 20mm or more in depth and less than 600mm in width or length. Category 2 or 3 footway defects are below the standards for Category 1 but are judged that they may deteriorate to those levels before the next Inspection is undertaken.

2.4 The types of defect that are recorded by the Highway Steward during their routine inspections are as follows:

- Category 1a Emergency works: action required within 2 hours to make safe.
- Category 1b Emergency works: action required within 5 days to make safe.
- Category 2 Planned works: action required within 6 months or by time of next inspection, whichever is the sooner.
- Category 3 Planned works: action required within 12 months or by time of next inspection, whichever is the sooner.

2.5 Over the past 12 months a total of 1,560 Category 1 defects have been repaired and 4,217 Category 2 defects.

3. Comments/Appraisal

3.1 The recent move to an asset management approach, defined at Cabinet last month, prioritises maintenance based upon condition, importance and the benefits of early intervention.

3.2 The County Council maintenance policy ensures a consistent approach to maintenance is applied to all users and to all parts of the county.

RUPERT CLUBB

Director of Communities, Economy and Transport

Contact Officer: Roger Williams

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Local Member: All

BACKGROUND DOCUMENTS:

None

MAINTENANCE OF FOOTWAYS - MATERIALS	PS 7/3																					
<u>Purpose of Policy</u> To make maximum use of the financial resources available.																						
<u>Specific Policies</u> <ol style="list-style-type: none"> 1. Footway maintenance shall be carried out in accordance with the standards as laid down in the Transport Asset Management Plan Maintenance Management Policy Documents. * 2. The budget for the reconstruction of footways shall be based upon the use of blacktop materials. 3. A three to five year reconstruction programme shall be drawn up so that it's impact on conservation areas can be discussed with the local Planning Authorities. 4. In conservation areas of more than local importance (see page 2), surface finishes other than black bituminous materials will generally be specified subject to <ol style="list-style-type: none"> (a) funds being available within the annual maintenance budget, or (b) the difference in whole life costing between the special surface and bituminous material being contributed by another source, e.g. District Council or Amenity Group or Local Residents. <p style="text-align: right;">/Continued overleaf</p> <p>* See Policy statement PS 7/1.</p>																						
<u>Supporting Statement</u> Black bituminous material is by far the most economical form of footway surfacing. Special materials such as paving slabs, coloured concrete, paving bricks or blocks etc. are more costly to lay and maintain and are less capable of resisting the effects of vehicles mounting the footway.																						
<u>References - Further Information</u> <table border="0"> <tr> <td>H&T Committee - 22 September 1981</td> <td>Agenda Item 8.25</td> </tr> <tr> <td>H&T Committee - 13 December 1983</td> <td>Agenda Item 6.27</td> </tr> <tr> <td>H&T Committee - 20 March 1984</td> <td>Agenda Item 8.25</td> </tr> <tr> <td>T&E Committee - 03 June 1997</td> <td>Agenda Item 11</td> </tr> <tr> <td>T&E Committee - 10 March 1998</td> <td>Agenda Item 6</td> </tr> <tr> <td>Lead Member Meeting – 26 March 2007</td> <td>Agenda Item 6</td> </tr> <tr> <td>Lead Member Meeting – 15 October 2007</td> <td>Agenda Item 14</td> </tr> </table>	H&T Committee - 22 September 1981	Agenda Item 8.25	H&T Committee - 13 December 1983	Agenda Item 6.27	H&T Committee - 20 March 1984	Agenda Item 8.25	T&E Committee - 03 June 1997	Agenda Item 11	T&E Committee - 10 March 1998	Agenda Item 6	Lead Member Meeting – 26 March 2007	Agenda Item 6	Lead Member Meeting – 15 October 2007	Agenda Item 14	<u>Date of Approval</u> <table border="0"> <tr> <td>22.09.1981</td> </tr> <tr> <td>13.12.1983</td> </tr> <tr> <td>20.03.1984</td> </tr> <tr> <td>03.06.1997</td> </tr> <tr> <td>10.03.1998</td> </tr> <tr> <td>26.03.2007</td> </tr> <tr> <td>15.10.2007</td> </tr> </table>	22.09.1981	13.12.1983	20.03.1984	03.06.1997	10.03.1998	26.03.2007	15.10.2007
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EAST SUSSEX COUNTY COUNCIL

LEAD MEMBER - TRANSPORT AND ENVIRONMENT
POLICY SUMMARY

MAINTENANCE OF FOOTWAYS – MATERIALS – CONT'D

PS 7/3

Specific Policies (continued)

5. The Local Planning Authority shall define which streets in their areas are in the conservation areas of more than local importance and shall submit schedules of these to the County Council's Transport and Environment Department for consideration.
6. The Local Planning Authority shall be notified of proposed footway reconstruction in conservation areas which cannot be specifically funded by the Highway Authority to determine if they would wish to meet the additional costs of using a different surfacing material and its subsequent maintenance.

Conservation Areas of More than Local Importance

The following conservation areas of more than local importance were agreed at the Lead Member Meeting of the 15 October 2007:

<u>Borough/District</u>	<u>Streets within Pilot Area</u>
Eastbourne	- Meads Street
Hastings	- Norman Road, East Ascent, Maze Hill & Kenilworth Road
Lewes	- Western Rd (Irelands Lane to High Street), High Street (Western Rd to Friars Walk).
Wealden	- High Street, Alfriston
Rother	- Citadel Area of Rye taken to be the following streets:-Watchbell Street, Church Square, Mermaid Street, Market Street, West Street, East Street, Conduit Hill, East Cliff, High Street & The Mint

**TRANSPORT ASSET
MANAGEMENT PLAN
-
MAINTENANCE MANAGEMENT
POLICY DOCUMENTS**

**GUIDANCE NOTES FOR
INSPECTORS WHEN
UNDERTAKING SAFETY
INSPECTIONS**



CHAPTER FIVE

INTRODUCTION

Under section 58(2) of the Highways Act¹ the highway authority has a special defence against an action for damages for non-repair of a highway, if the following criteria have been considered;

- (a) the character of the highway, and traffic which was reasonably to be expected to use it;
- (b) the standard of maintenance appropriate for a highway of that character and used by such traffic;
- (c) the state of repair in which a reasonable person would have expected to find the highway;
- (d) whether the highway authority knew, or could reasonably have been expected to know, that the condition of the part of the highway to which the action relates was likely to cause danger to users of the highway;
- (e) where the highway authority could not reasonably have been expected to repair that part of the highway before the cause of action arose, what warning notices of its condition had been displayed;

This section provides guidance to inspectors when undertaking safety inspections (see [TAMPMPD-02](#)) on roads, footways and cycleways within East Sussex in consideration of (d) and (e) and non-feasance¹.

INSPECTION FREQUENCIES

These shall be undertaken at the frequencies defined in [Inspection Frequencies \(TAMPMPD-03\)](#)

Where short term changes in the network which affect the character of the carriageway, footway or cycleway occur (such as roadwork's, construction sites etc..) then the inspection frequency may be varied with the approval of the Network Manager. Any variations will have to be recorded along with reasons given for the changes in inspection frequency. Upon resumption of the normal inspection regime, then the first normal inspection shall be undertaken at an interval which is less than or equal to the approved interval.

CATEGORY OF DEFECT

Safety Assessment Table

The defect standards and response times adopted have been based on an assessment of the inspection frequency and the potential impact based on the following table:-

		Inspection Frequency			
		Monthly	3 Monthly	6 Monthly	Yearly
Impact	Very High	1a	1a	1b	1b
	High	1b	1b	2	2
	Medium	2	2	3	3
	Low	See Observation Sheet			

¹ Non-Feasance means 'omitting to do something'.

The four types of defect which can be recorded by an inspector are:-

Category 1 defects which constitute a real hazard to public safety that are responded to in the following manner:-

Category 1a - emergency works: action required within 2 hours to make safe
These defects must not be left unless signed and protected.

Category 1b - emergency works: action required within 5 days to make safe
These defects must not be left unless signed and protected.

Category 2 or 3 defects that are below the standards for Category 1 defects but which may deteriorate to those levels before the next Inspection is undertaken. These include all defects to be included within the planned maintenance works programme

Category 2 - Planned works: action required within 6 months or by time of next inspection, whichever is the sooner, dependent upon the requirements of the Traffic Management Act.

Category 3 - Planned works: action required within 12 months or by time of next inspection, whichever is the sooner, dependent upon the requirements of the Traffic Management Act.

Observations that are non-intervention defects. They allow the inspector to assess the general street scene and programme repairs when other repairs are being carried out in the vicinity.

Appendix 1 gives guidance on the type of defects which should be recorded for each category of defect.

NATURE OF INSPECTION

Inspection Method

Footway Inspections

These shall be a walked inspection, where possible these should be undertaken in the opposite direction when the next inspection occurs.

Carriageway Inspection

These shall be a driven inspection, where possible these should be undertaken in the opposite direction when the next inspection occurs.

Defect Identification

All inspections shall be carried out in a consistent manner with defects recorded in a standard format, covering the following elements;

- a) Carriageway
- b) Footway and Cycleways
- c) Kerbs or Channels
- d) Fences and Pedestrian Barriers
- e) Covers and Gratings
- f) Roadstuds (missing or loose)
- g) Grassed Areas
- h) Hedges
- i) Grips and Ditches
- j) Signs



- k) Street Furniture
- l) Road Markings

The safety inspections should be undertaken to identify defects which are a hazard to the public or may become a hazard to the public before the next planned inspection is undertaken.

Additional Criteria To Be Considered By The Inspector

Vulnerable users are to be treated as a special case in that the risk probability can increase with a greater extent of defect (i.e. in areas of Schools, Hospitals, Old People Homes, etc. and the path taken along carriageways by Cyclists and Motorcyclists.)

On a yearly inspection if an inspector decides that a defect will probably deteriorate by the time of the next inspection then it is possible to upgrade the defect to a category 2 defect.

Where a cycleway is part of or adjoins the carriageway the carriageway is to be inspected using footway intervention criteria.

Any concern regarding the road alignment must be reported to the engineer.

Where a road is particularly obstructed with parked cars and a full inspection can not be carried out, a record must be added at the time of inspection.

Where a defect is the responsibility of a Utility, Private Company or House Owner they must be informed immediately. The defect is to be made safe and a record added at the time of inspection.

COMPLAINTS

It is essential that complaints are treated in accordance with their degree of importance. It should therefore be ascertained at the earliest opportunity if the defect should be considered as requiring treatment as a Category 1 defect.

Where Category 1 defects are identified through a public complaint a record should be kept, as for inspection records.

INSPECTION RECORDS

All repairs shall be recorded and details retained for a minimum of 6 years.

REMEDIAL MEASURES

Where a defect is found to be a Category 1 defect and permanent repairs can not be completed within 5 days then temporary measures must be instigated.

Prescriptive remedial measures have not been specifically identified in this document, as this will need to be determined by inspectors based on the severity of the defect, its location and possible choice of replacement materials.

Bibliography

¹ [Highways Act 1980 published by The Stationery Office](#)

SAFETY DEFECTS CATEGORY 2, 3a & 3b - STRATEGIC ROUTES, MAIN DISTRIBUTOR AND SECONDARY DISTRIBUTOR ROADS

Description	Defect	Defect Description	Very High Impact (1a)	High Impact (1b)	Medium Impact (2)	Low Impact (observation)
Carriageways (CM)	CPOT	Potholes	more than 100mm deep and diameter more than 300mm in running lane	more than 40mm and less than 100mm deep and diameter more than 300mm in running lane	All other potholes approaching high impact dimensions	see observation sheet
	CPDL	Patch Failed	more than 100mm deep and diameter more than 300mm in running lane	more than 40mm and less than 100mm deep and diameter more than 300mm in running lane	all other patches approaching high impact dimensions	
	CTDL	Trench Failed	more than 100mm deep and diameter more than 300mm in running lane	more than 40mm and less than 100mm deep and diameter more than 300mm in running lane	all other trenches approaching high impact dimensions	
	CDSP	Joints				sealant split and weeds more than 30% of joint. sealant moved up or down more than 20mm and more than 30% of joint
	CSTP	Cracks			25mm or more in depth	see observation sheet
	CHER	Heave / Rutting		height 40mm or more and width/length less than 300mm		see observation sheet
	CFAT	Fatting				excessive fatting
Covers and Gratings (CG)	IMIS	Missing	completely missing cover			
	IBCK	Broken		cover / grating broken and potentially dangerous	cover / grating broken	
	IROC	Rocking			in urban areas where this may constitute a noise problem	
	IDLV	Level difference		higher or lower by 40mm		higher or lower by 20mm
	IPOL	Polished				excessive polishing
Grassed Areas (GA)	MOVR	Overrun / Rutted				heavily rutted greater than 100mm see observation sheet
Grips (GP)	GSLT	Silted				grip less than 100mm deep
	GBLK	Blocked				25% not functioning section length
Ditches (DI)	DBLK	Blocked				25% not functioning section length



SAFETY DEFECTS CATEGORY 2, 3a & 3b - STRATEGIC ROUTES, MAIN DISTRIBUTOR AND SECONDARY DISTRIBUTOR ROADS

Description	Defect	Defect Description	Very High Impact (1a)	High Impact (1b)	Medium Impact (2)	Low Impact (observation)
Signs (SG)	SDAM	Damaged	signs which overhang the carriageway, footway or cycleway and are likely to collapse		other damaged signs	
	SMIS	Missing		ACTION temporary warning signs shall be erected within 24 hours at locations where regulatory signs occur where the passage of vehicles if not controlled would constitute a hazard to other road users	all regulatory missing signs	all other missing signs
	SOBS	Obscured			all regulatory signs of reflectivity or require cleaning	all other signs loss of reflectivity or require cleaning
Street Furniture (SF)	FDAM	Damaged	street furniture which overhang the carriageway, footway or cycleway and are likely to collapse		other damaged street furniture	
Road Markings (RM)	RMIS	Missing		ACTION temporary warning signs shall be erected within 24 hours at locations where no overtaking and junction markings are missing	all no overtaking and junction markings	all other road markings
Hazard Markers (HM)	HMIS	Missing			missing or severely damaged hazard markers	
	HREF	Reflectivity				more than 50% loss of reflectivity per hazard marker
Fences and Pedestrian Barriers (FB)	BDAM	Damaged	damaged / impeding highway			any other damage
Road Studs metal (RS)	TLOS	Loose		loose road studs which could be dislodged by vehicle		
	TMIS	Missing			missing road stud	
Hedges and Trees (HT)	VOVR	Overhanging			hedge or tree overhanging the carriageway obscuring regulatory signs	hedge or tree overhanging the carriageway less than 5.3m height or obscuring other signs

SAFETY DEFECTS CATEGORY 4a & 4b - LINK ROADS AND LOCAL ACCESS ROADS

Description	Defect	Defect Description	Very High Impact (1b)	High Impact (2)	Medium Impact (3)	Low Impact (observation)
Carriageways (CM)	CPOT	Potholes	more than 100mm deep and diameter more than 300mm in running lane	more than 40mm and less than 100mm deep and diameter more than 300mm in running lane	all other potholes approaching high impact dimensions	see observation sheet
	CPDL	Patch Failed	more than 100mm deep and diameter more than 300mm in running lane	more than 40mm and less than 100mm deep and diameter more than 300mm in running lane	all other patches approaching high impact dimensions	
	CTDL	Trench Failed	more than 100mm deep and diameter more than 300mm in running lane	more than 40mm and less than 100mm deep and diameter more than 300mm in running lane	all other trenches approaching high impact dimensions	
	CDSP	Joints				sealant split and weeds more than 30% of joint. sealant moved up or down more than 20mm and more than 30% of joint
	CCRK	Cracks			25mm or more in depth	see observation sheet
	CHER	Heave / Rutting		height 40mm or more and width/length less than 300mm		see observation sheet
	CFAT	Fatting				excessive fatting
Covers and Gratings (CG)	IMIS	Missing	completely missing cover			
	IBCK	Broken	cover / grating broken and potentially dangerous		cover / grating broken	
	IROC	Rocking			in urban areas where this may constitute a noise problem	
	IDLV	Level difference		higher or lower by 40mm		higher or lower by 20mm
	IPOL	Polished				excessive polishing
Grassed Areas (GA)	MRUT	Overrun / Rutted				heavily rutted greater than 100mm see observation sheet
Grips (GP)	GSLT	Silted				grip less than 100mm deep
	GBLK	Blocked				25% not functioning section length
Ditches (DI)	GBLK	Blocked				25% not functioning section length



SAFETY DEFECTS CATEGORY 4A & 4B - LINK ROADS AND LOCAL ACCESS ROADS

Description	Defect	Defect Description	Very High Impact (1b)	High Impact (2)	Medium Impact (3)	Low Impact (observation)
Signs (SG)	SDAM	Damaged	signs which overhang the carriageway footway or cycleway and are likely to collapse		other damaged signs	
	SMIS	Missing	ACTION: temporary warning signs shall be erected within 24 hours at locations where regulatory signs occur where the passage of vehicles if not controlled would constitute a hazard to other road users	all regulatory missing signs		all other missing signs
	SOBS	Obscured			all regulatory signs loss of reflectivity or require cleaning	all other signs loss of reflectivity or require cleaning
Street Furniture (SF)	BDAM	Damaged	street furniture which overhang the carriageway footway or cycleway and are likely to collapse		other damaged street furniture	
Road Markings (RM)	RMIS	Missing	ACTION: temporary warning signs shall be erected within 24 hours at locations where no overtaking and junction markings are missing	all no overtaking and junction markings		all other road markings
Hazard Markers (HM)	HMIS	Missing			missing or severely damaged hazard markers	
	HREF	Reflectivity				more than 50% loss of reflectivity per hazard marker
Fences and Pedestrian Barriers (FB)	BDAM	Damaged	damaged / impeding highway			any other damage
Road Studs-metal (FB)	TLOS	Loose	loose road studs which could be dislodged by vehicle			
	TMIS	Missing			missing road stud	
Hedges and Trees (HT)	VOVR	Overhanging			hedge or tree overhanging the carriageway obscuring regulatory signs	hedge or tree overhanging the carriageway less than 5.3m height or obscuring other signs



SAFETY DEFECTS CATEGORY 2 & 3 - PRIMARY WALKING AND SECONDARY WALKING

Description	Defect	Defect Description	Very High Impact (1a)	High Impact (1b)	Medium Impact (2)	Low Impact (Observation)
Footways and Cycleways (FC)	FTRP	Trip		difference in level greater than 20mm	difference in level greater than 15mm but less than 20mm	
	FPOT	Depression		deeper than 25mm and length/width less than 600mm	all others approaching high impact dimensions	
	FROK	Rocking Slab		difference in level greater than 20mm	difference in level greater than 15mm but less than 20mm	
	FPDL	Patch failed		difference in level greater than 20mm as trip or deeper than 25mm and length / width less than 600mm as depression	all others approaching high impact dimensions	
	FTDL	Trench failed		difference in level greater than 20mm as trip or deeper than 25mm and length / width less than 600mm as depression	all others approaching high impact dimensions	
	FMIS	Bricks / Blocks / Cobbles missing		difference in level greater than 20mm		
	FCRC	Cracks		wider than 25mm, longer than 300mm and deeper than 40mm		
	FROT	Tree Roots		difference in level greater than 20mm as trip or deeper than 25mm and length / width less than 600mm as depression	all others approaching high impact dimensions	
	FOVR	Overgrowth				width of path restricted to less than 1.0m
Kerbs or Channels (KB)	KSTP	Vertical Step		difference in level greater than 20mm		
	KLOS	Loose Kerb / Channel / Sett		difference in level greater than 20mm		
	KMIS	Missing			all or part missing (broken)	see observation sheet



SAFETY DEFECTS CATEGORY 2 & 3 - PRIMARY WALKING AND SECONDARY WALKING

Description	Defect	Defect Description	Very High Impact (1a)	High Impact (1b)	Medium Impact (2)	Low Impact (Observation)
Covers and Gratings (CG)	IMIS	Missing	completely missing cover			
	IBCK	Broken		cover / grating broken and potentially dangerous		
	IROC	Rocking		difference in level greater than 20mm	difference in level greater than 15mm but less than 20mm	
	IDLV	Level difference		higher / lower by 20mm (as trip)		
	IPOL	Polished				excessive polishing
Street Furniture (SF)	FDAM	Damaged		likely to collapse	loose or rocking	
Fences and Pedestrian Barriers (FB)	BDAM	Damaged	damaged and impeding footway		damaged	
Grassed Areas (GA)	MRUT	Overrun / Rutting				heavily rutted greater than 100mm
Hedges and Trees (HT)	VOVR	Overhanging			hedge or tree overhanging the footway or cycleway less than 2.4m height	

SAFETY DEFECTS CATEGORY 4 & 5 - LINK FOOTWAY AND LINK ACCESS FOOTWAY

Description	Defect	Defect Description	Very High Impact (1b)	High Impact (2)	Medium Impact (3)	Low Impact (Observation)
Footways and Cycleways (FC)	FTRP	Trip		difference in level greater than 25mm	difference in level greater than 15mm but less than 25mm	
	FPOT	Depression		deeper than 25mm and length/width less than 600mm	all others approaching medium impact dimensions	
	FROK	Rocking Slab		difference in level greater than 25mm	difference in level greater than 15mm but less than 25mm	
	FPDL	Patch failed		difference in level greater than 25mm as trip or deeper than 25mm and length / width less than 600mm as depression	all others approaching medium impact dimensions	
	FTDL	Trench failed		difference in level greater than 25mm as trip or deeper than 25mm and length / width less than 600mm as depression	all others approaching medium impact dimensions	
	FMIS	Bricks / Blocks / Cobbles missing		difference in level greater than 25mm		
	FCRK	Cracks		wider than 25mm, longer than 300mm and deeper than 40mm		
	FROT	Tree Roots		difference in level greater than 25mm as trip or deeper than 25mm and length / width less than 600mm as depression	all others approaching high impact dimensions	
	FOVR	Overgrowth				Width of path restricted to less than 1,0m
Kerbs or Channels (KB)	KSTP	Vertical Step		difference in level greater than 25mm		
	KLOS	Loose Kerb / Channel / Sett		difference in level greater than 25mm		
	KMIS	Missing			all or part missing (broken)	see observation sheet

SAFETY DEFECTS CATEGORY 4 & 5 - LINK FOOTWAY AND LINK ACCESS FOOTWAY

Description	Defect	Defect Description	Very High Impact (1b)	High Impact (2)	Medium Impact (3)	Low Impact (Observation)
Covers and Gratings (CG)	IMIS	Missing	completely missing cover			
	IBCK	Broken		cover / grating broken and potentially dangerous		
	IROC	Rocking		difference in level greater than 25mm	difference in level greater than 15mm but less than 25mm	
	IDLV	Level difference		higher / lower by 20mm (as trip)		
	IPOL	Polished				excessive polishing
Street Furniture (FT)	FDAM	Damaged	likely to collapse		loose or rocking	
Fences and Pedestrian Barriers (FB)	BDAM	Damaged	damaged and impeding footway		damaged	
Grassed Areas (GA)	MRUT	Overrun / Rutting				heavily rutted greater than 100mm
Hedges and Trees (HT)	VOVR	Overhanging			hedge or tree overhanging the footway or cycleway less than 2.4m height	