



COUNCILLOR STUART WHITTINGHAM

CABINET

Monday, 27 February 2017

**HIGHWAY STRUCTURAL
MAINTENANCE PROGRAMME**

2017/18 TO 2019/20

Councillor Stuart Whittingham said:

“Providing good quality transport links, are essential for the economy of the borough, and making sure local roads enable all residents to go about their lives - whether on foot, cycle, public transport or car – as safely and efficiently as possible is incredibly important

‘The proposals set out in this report, combining both regional grant allocations and £500,000 from the Council’s own resources, will continue the important work to maintain our infrastructure in as good a condition as any other area in the country.’

REPORT SUMMARY

The meeting of the Combined Authority on the 3rd February 2017 approved allocations for highway maintenance to constituent Councils. As such the allocation for the Highways Maintenance Block for Wirral is £3.213 million for 2017/18.

This Report presents both the proposed breakdown of that highway maintenance allocation between Bridges, Lighting and Roads/Footway elements of the network and also the proposed detailed Highway Structural Maintenance Programme 2017/18 and 2018/19, for approval and 2019/20 for noting.

The replacement of life-expired street lighting columns is the subject of a full condition survey to be carried out in 2017, as part of the feasibility study for further upgrading of lighting with LED lamps, and will be the subject of a separate application for funding from the Capital Programme for 2017/18 and beyond.

The Council’s Capital Programme and Financing 2016/19 report approved at Council on 3 March 2016 a further £0.5million allocation for 2017/18 for highway

maintenance improvements, funded from Council Resources, for unclassified/residential roads.

At Regeneration and Environment Policy and Performance Committee on 3 December 2014 it was resolved that long term maintenance strategies should form the basis for development of future structural maintenance programmes for highway infrastructure. To fulfil this recommendation a three year programme has been developed and is detailed in the attached Appendix.

The maintenance of highways is a statutory duty for the Council under the Highways Act 1980 (as amended).

This report is linked to the *Transport and Technology Infrastructure Pledge* of the Wirral 2020 Plan, and is key to delivery of the *Connecting Wirral* Transport Strategy.

This is a key decision and all wards are affected

RECOMMENDATION/S

Cabinet is requested to:

- i) Approve the acceptance of the Highways Maintenance Funding £3,213,000 for 2017/18, confirmed by the Combined Authority at its meeting of 3 February 2017;
- ii) Approve the proposed allocation of the Highways Maintenance Funding 2017/18 to 2019/20 between Street Lighting, Bridges and Roads/Footways;
- iii) Approve the detailed Highway Structural Maintenance Programme for 2017/18 to 2018/19 outlined in the Appendix 1;
- iv) Note the proposed schemes for 2019/20 outlined in Appendix 2; and
- v) Authorise the Strategic Commissioner for Environment in conjunction with the Cabinet Portfolio Holder to be able to make necessary adjustments to the programme should the need arise due to financial, asset condition or other factors.

1.0 REASON/S FOR RECOMMENDATION/S

- 1.1 Allocations for capital highway maintenance funding are now made from the Combined Authority's Single Investment Fund (SIF).
- 1.2 The investment in the maintenance of the highway network will enable the Council to comply with its statutory duty to maintain the highway. The establishment of a prioritised programme allows both transparency that the Council is addressing those highway elements in greatest need of maintenance and proper management of the allocated finances, and to permit co-ordination of roadworks with the utilities' programmes of work.
- 1.3 Winter salting and freeze/thaw action has a detrimental effect on the condition of highway surfaces, allowing further degradation due to the ingress of water, and asset condition priorities may change as a consequence of the current winter's weather.

2.0 OTHER OPTIONS CONSIDERED

- 2.1 None. The programme is based on meeting the highest priority needs within the funding available against the condition and assessment criteria.

3.0 BACKGROUND INFORMATION

- 3.1 The highway network and other transport infrastructure assets together represent by far the largest capital asset the Council holds, and the value of replacing those assets is estimated to be £2.48 billion. The highway network for which Wirral Council is responsible comprises approximately 1,200 kilometres of road.

3.2 Highways Maintenance Funding 2016/17 to 2020/21

The Combined Authority receives funding from government as part of the devolution agreement as a single pot known as the Single Investment Fund (SIF), and whilst the SIF is not ring-fenced for any particular service outcomes, allocations will be made to the districts for highway maintenance including for the element which formed part of the DfT Incentive Fund for highway maintenance. Cabinet is requested to approve acceptance of the 2017/18 Highways Maintenance Funding allocation from the Combined Authority of £3.213 Million.

3.3 Wirral Council Funding for Highway Structural -Maintenance/Improvements for Unclassified Roads

The Council's Capital Programme and Financing 2016/21 was approved by Council on 3 March 2016 [Minute 103 refers] and included a further £0.5million allocation for 2017/18 for highway maintenance improvements; funded from Council Resources; for unclassified/residential roads.

A further capital bid has been submitted for £500,000 for Street Lighting Replacement resulting from known condition information to enable lighting to be restored at locations where routine maintenance has identified significant asset faults.

Therefore a summary of the total resources for the next three years is as follows:

	2017/2018	2018/2019	2019/2020
Combined Authority Allocation (indicative)	£3, 213,000	£3,200,000	£3,200,000
Capital Maintenance Allocation Unclassified Roads	£500,000	-	-
Capital Maintenance Allocation Street Lighting (if approved)	£500,000	-	-
Total	£4, 213,000	£3,200,000	£3,200,000

Table 1: Allocation of the Highway Maintenance Capital Programme 2017/18 to 2019/20

3.4 The above £4.213 million allocation is intended for all highway infrastructure maintenance. An assessment of the priority structural needs of the bridges, street lighting, roads and footways elements of the network has been undertaken and the need for essential replacements to lighting columns and a number of priority bridge maintenance and strengthening schemes are included within the overall programme. Subject to the outcome of the current Street Lighting Condition Survey and the extent of the column replacement identified, the Value for Money of carrying out LED replacement lighting for the approximate 28,500 street lights which have yet to be upgraded will be assessed, and any proposal for investment for 2018/19 and beyond will be the subject of a separate proposal in due course. A number of high priority repairs have been identified as a result of routine bridge inspections requiring approximately £150,000 per annum over three years. A scheme to replace Lingham Lane Footbridge in Moreton has been identified for 2017/18 at an estimated cost of £500,000. A programme of principal bridge inspections underway in 2016/17 and 2017/18 will identify future needs.

3.5 Accordingly, Cabinet is now recommended to approve the following allocation of the maintenance block as Table 2 below.

	2017/18	2018/19	2019/20
Street Lighting	£560,000	£60,000	£60,000
Bridges	£650,000	£150,000	£150,000
Roads and Footways	£3,003,000	£2,990,000	£2,990,000
Total	£4, 213,000	£3,200,000	£3,200,000

Table 2: Allocation of the Highway Maintenance Capital Programme 2017/18 and - 2018/19 to 2019/20 based on indicative Combined Authority allocations

3.6 Network Condition and Assessment Criteria

In order to fulfil its duty to maintain the highway, it is necessary to consider how the Council will prioritise the maintenance schemes to be undertaken and what treatment the prioritised schemes should comprise in order to repair and prevent further deterioration of those lengths of road and footway. The following criteria are used in carrying out this analysis:

- (i) In accordance with national best practice the Council undertakes surveys of the highway network in order to determine the condition of the carriageways.
- (ii) Areas of constant repairs; mainly due to vehicle over-ride; are highlighted in the Highway Inspectors' safety inspections.
- (iii) Particular roads brought to the Council's attention, as warranting significant repair, by Constituency Committees, Ward Councillors, the public and Streetscene officers.
- (iv) Feedback from the Council's Term Maintenance Contractor regarding the suitability of different repair solutions depending on the existing road condition and use.

3.7 All Ward Councillors were given the opportunity to contribute to the three year programme and submit lists of roads they considered to be local priorities for significant repair. The programme of schemes is set out in the Appendix and Ward Councillor priorities are denoted on those schemes with a "C".

- 3.8 From the surveys undertaken, the existing condition of the highway network is reported through a small number of former National Indicators (NI). Choices relating to structural repairs to carriageway surfacing is dependent on a number of factors including cost, traffic flows and type and the condition of the underlying road and foundation. Certain routes require more expensive and durable surfacing whereas in other cases the priority, particularly on relatively lowly trafficked routes, is to prevent further deterioration of the road surface by sealing against ingress of water, whilst restoring skid resistance.
- 3.9 The road condition network is shown on Table 3 and details the last six years. All the recorded measurements indicate the percentage of the network that requires immediate maintenance for each classification of road. The condition of the Principal and Non-Principal Classified roads are key measures in the achievement of the *Connecting Wirral* Transport Strategy.

	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Principal Roads	2%	1%	1%	1%	2%	1%
Non –Principal Classified Roads	2%	2%	1%	2%	2%	1%
Unclassified Roads	6%	5%	5%	5%	5%	6%

Table 3 Condition Data – percentage of the network that requires immediate maintenance

3.10 Proposed Structural Maintenance Programme for 2017/18 to 2019/20

The proposed two year Structural Maintenance Programme for roads and a one year programme for footways are set out in the attached Appendix 1 and have been prepared taking into account the funding described in Section 3.5 and the priorities assessed from the criteria described in Section 3.6. All of the schemes in the programme have been identified from the surveys as requiring maintenance intervention now. Appendix 2 details the currently identified potential carriageway schemes to be considered for inclusion in a works programme for 2019/20. Consideration will be given to the introduction of a footway programme from 2018/19 dependant on condition of the footways surveyed.

- 3.11 Cabinet should note that the list of schemes shown in the priority listing is greater than the proposed funding. This is to allow certainty of priority yet flexibility to extend/alter the proposed schemes to be delivered in the event that, for example, there are clashes with major utility activities, severe winter damage to certain roads, some scheme requirements/extent/costs are reduced or less costly treatment is selected when the schemes are prepared in detail.

3.12 Valuing the Benefits of Highways Maintenance

DfT has published a model to value the benefits of maintenance that can be used by local highway authorities making decisions on maintenance funding; allowing local highway authorities to assess the economic cost and benefits of their proposed asset management strategies and compare between different options.

Whilst detailed modelling has yet to be carried out for Wirral's proposals, the DfT cite that compared with continued use of a current budget, a scenario of a temporarily increased budget provides a benefit in terms of reduced user costs of £2.70 (discounted) for each extra £1 spent on direct works costs. This helps to negate the impact of past years' revenue cuts. Similarly, reducing the budget for 5 years resulted in a reduction in benefits of £2.90 for every £1 saved in direct costs.

4.0 FINANCIAL IMPLICATIONS

4.1 Schemes identified in the programme will be funded from the Combined Authority's Highways Maintenance Funding allocation and the Council's Capital Programme, as set out in Section 3 above.

5.0 LEGAL

5.1 Section 41 of the Highways Act 1980 imposes a duty on the Council, as Highway Authority, to maintain highways at the public expense.

6.0 RESOURCE IMPLICATIONS: STAFFING, ICT AND ASSETS

6.1 **STAFFING:** Existing staff resources will be used for the detailed investigation, design and monitoring of these schemes. Maintenance activity will be carried out through the Highway Services Contract or discrete contracts as appropriate.

6.2 **ICT:** None.

6.3 **ASSETS:** Preventative maintenance to the highway assets will increase their residual life and asset value, and future spending will be targeted to maintain the carriageway and bridges condition indicators at their current level.

7.0 RELEVANT RISKS

7.1 The duty to maintain the highway is achieved in part through structural maintenance of carriageways, footways, bridges, highway structures and lighting and withdrawal or reduction of funding would mean that that duty would not be met to the same degree.

7.2 As with most highway authorities, the network is deteriorating, and without a structural maintenance programme to address the highest priority routes, then

the network will deteriorate further, the asset value will decrease and the cost of carrying much greater maintenance at a later date will be disproportionately higher.

- 7.3 Withdrawal of funding would lead to the deterioration of the network. This would have an adverse effect on the amount of substantiated claims received by the authority for Slips, Trips and Falls together with Road Traffic Accidents.
- 7.4 The indicative allocations from the Combined Authority for 2018/19 and 2019/20 are based on the Council improving its DfT Incentive Fund Self-Assessment scoring to target levels to meet the highest level by November 2018, as set out in the proposed Transport Strategy 2015 - 2020. If these are not achieved, then the Combined Authority indicative allocation reflecting the Incentive Fund may be lower.
- 7.5 A three year programme is more susceptible to changing constraints than the traditional single year programme, whether that is as a result of financial allocations or network condition.

8.0 ENGAGEMENT / CONSULTATION

- 8.1 Local Ward Councillors have been consulted as described in Section 3.7.
- 8.2 The Council's Highway Services Contractor will be consulted on the solutions proposed to address maintenance needs and the timing of specific programmes of work.

9.0 EQUALITY IMPLICATIONS

- 9.1 Has the potential impact of your proposal(s) been reviewed with regard to equality?
- (a) Yes and impact review is attached – (*insert appropriate hyperlink*).

<http://www.wirral.gov.uk/my-services/community-and-living/equality-diversity-cohesion/equality-impact-assessments/eias-2010-0>

REPORT AUTHOR: Linda Summers

Principal Engineer

Commissioning Support, Business Services

telephone: (0151) 606 2267

email: lindasummers@wirral.gov.uk

APPENDICES

Appendix 1 – Proposed Highway Structural Maintenance Programme 2017/18 to 2018/19.

Appendix 2 – Potential Carriageway Schemes for Consideration 2019/20

REFERENCE MATERIAL

United Kingdom Pavement Management Systems (UKPMS) Survey Condition Data held by the report author.

Single Data List Items (Former National Indicators N.I.168, N.I.169 and former BVPI 224b.) held by the report author.

DfT Guidance on the benefits of highway maintenance:

<https://www.gov.uk/government/publications/local-highways-maintenance-economic-costs-and-benefits-tool>

<http://councillors.knowsley.gov.uk/documents/s46412/Item%20%20-%20Combined%20Authority%20Budget%20Setting%20201718.pdf?StyleType=standard&StyleSize=none>

SUBJECT HISTORY (last 3 years)

Council Meeting	Date
Cabinet – Highway Maintenance Funding and Structural Maintenance Programme 2016/17	7 March 2016
Council – Budget	3 March 2016
Cabinet – Capital Programme and Financing 2016/19	22 February 2016
Council – Budget	24 February 2015
Cabinet - Highway Maintenance Funding and	10 February 2015

Structural Maintenance Programme 2015/16	
Cabinet – Capital Programme and Financing 2015/18	10 February 2015
Regeneration and Environment Policy and Performance Committee – Notice of Motion “Investing in Wirral’s Infrastructure” – Management of Highway Assets	3 December 2014
Council – Council Budget	25 February 2014
Cabinet – Capital Programme and Financing 2014/17	12 February 2014
Cabinet – Highway Maintenance Funding and Structural Maintenance Programme 2014/15	16 January 2014

SUBJECT HISTORY (last 3 years)

Briefings	Date
Cabinet Member Briefing – Revision to Structural Maintenance Programme 2015/16	19 October 2015
Cabinet Member Briefing – Highways Maintenance Capital Funding: Department for Transport Incentive Fund Self-assessment Process	2 December 2014

