



ST HELENS
BOROUGH COUNCIL

Cabinet

23rd June 2021

Report Title:	HIGHWAYS CAPITAL AND REVENUE PROGRAMME 2021/22
Cabinet Portfolio	Cabinet Member – Environment & Transport
Cabinet Member	Councillor Andy Bowden
Exempt Report	No
Reason for Exemption	N/A
Key Decision	Yes
Public Notice issued	25 th May 2021
Wards Affected	All
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Borough Priorities	Ensure children and young people have a positive start in life	
	Promote good health, independence, and care across our communities	
	Create safe and strong communities and neighbourhoods for all	x
	Support a strong, thriving, inclusive and well-connected local economy	x
	Create green and vibrant places that reflect our heritage and culture	
	Be a responsible Council	

1. Summary

1.1 To approve the Highways Capital and Revenue Programme for 2021/22.

2. Recommendations for Decision

Cabinet **is recommended to:**

- i) Accept the Transport Single Investment Capital Pot Allocation of £3.231m, from the Liverpool City Region (LCR) Combined Authority (CA). Comprising £2.591m for Highway Maintenance and £0.640m for Integrated Transport.
- ii) Accept the Transport single Investment Pot Key Route Network allocation of £0.393m from the Liverpool City Region Combined Authority.
- iii) Note and endorse the indicative programme of works referenced Paragraph 4.16 in tables 2-6.
- iv) Approve the development of a Highways Asset Management strategy over the next 12 months and the commissioning of the required condition surveys to inform the strategy.
- v) Approve funding of £1.35m (for schemes referenced in table 5), previously agreed in principle at Cabinet on 24 February 2021, as part the strategic capital investment schemes in the Medium-term Financial Strategy 2021-2024.
- vi) Delegate to the Executive Director Place Services in consultation with the Portfolio Holder for Environment and Transport the finalisation of the 2021/22 programme of works (Identified indicatively in tables 2-6), ensuring deliverability and affordability.

3. Purpose of this Report

- 3.1 This report seeks approval to accept 2021/22 grant funding from the Combined Authority to facilitate the maintenance and improvement of the St Helens Borough highway infrastructure that includes the delivery of walking and cycling measures. The report also identifies the proposed list of key schemes that will be delivered via this funding.

4. Background

Review of Capital Expenditure for 2020/21

- 4.1 In **2020/21** the capital funding allocation and council reserves supported the following key areas of Highway Infrastructure improvement:

- £6.7m junction improvement at A58/A580 Blackbrook Junction. The completed scheme has improved safety at the junction whilst supporting economic growth by improving access to key growth sites.
- New traffic signals at School Lane/ Clock Face Road and Warrington Road as part of a Department for Transport (DfT) road safety initiative.
- New controlled crossing points and junction improvement works at Sherdley Roundabout.
- Replacement of all parking pay and display machines in the Borough which now accept all forms of payment.
- Installation of 3,422 LED street lighting lanterns across 833 streets, increasing the total number of LED lanterns in St Helens to 17,600 which equates to 74% of the total stock.
- Completion of 111 carriageway resurfacing schemes across 75 streets, improving accessibility and connectivity across the borough.
- Completion of 13 footway reconstructions across 13 streets, improving safety and promoting active travel.
- Significant improvement to Highway drainage infrastructure of known flooding hot spots which have reduced the impact and severity of flooding at various locations throughout the Borough during and after Storm Christoph, including the dredging and desilting of 1.4km of Rainford Brook from College Street to Park Road.

Overview of Highway network and Infrastructure

- 4.2 The Council's highway infrastructure assets have a total value of around £1.8bn (Gross Replacement Costs) primarily forming 780km of adopted highway network. The highway network in St Helens is an essential communication link that serves everyone every day. It plays a critical role in the economic growth of St Helens and is vital for commuting to work, business and personal travel as well as promoting active travel. The network is made up of the following:

- 780km Road
- 1000km Footways
- 23,800 Street lights
- 275 Bridges and highway structures
- 145 Sets of Traffic Signals
- 890 illuminated bollards and 3,130 illuminated traffic signs

- 4.3 This report outlines a programme of investment for the 2021/22 financial year, identifying how we will use the limited funding available to prioritise investment in the maintenance of the network. The report demonstrates the Council's ongoing commitment to invest in and improve

the Borough's Highway network, whilst also acknowledging that the network is an ageing asset that will deteriorate unless ongoing significant investment is made. In St Helens we are committed to improving our highway network and it will remain a key priority.

- 4.4 The Liverpool City Region has identified a Key Route Network (KRN) of locally significant roads, they propose that maintenance and investment be directed to support this network. Much work has been done through the KRN officer Group to establish an evidence base to support a prioritised investment approach. The Combined Authority have therefore required a portion of the Capital Maintenance allocation be used specifically to fund the Liverpool City Regions KRN.
- 4.5 In May 2020, members for the Liverpool City Region Combined Authority received a report on an important component of the evidence base. This assessed the condition of the KRN's carriageway on a consistent basis for the first time, given the historic management arrangements.
- 4.6 In headline terms, the principal conclusion from the work is that the condition of the KRN highway network is degrading, and the current funding allocated to the Combined Authority, via the DfT, is not at a level to address the maintenance backlog. The analysis shows that to maintain current levels of service for the overall KRN network across the City region:
- Approximately £19.5 million is required per annum for Structural Maintenance.
 - Approximately £35.7 million is required for Preventative Maintenance.
 - The current maintenance need "backlog" is approximately £55.2 million.
- 4.7 The percentage of non-principal roads in need of maintenance (red condition) has remained reasonably consistent since 2010. However, the percentage of roads not needing maintenance (green) has reduced while those at risk (amber) have increased. The condition of other Highway assets is monitored by inspections, customer enquiries, remote monitoring, and asset management database that records changes and age of stock.

Funding Streams

- 4.8 The Council receives various funding allocations (primarily from the Combined Authority) to improve the highway network, many of which must be used for specific purposes. The 2021/22 funding streams and their values are outlined in table 1 below. It should be noted that the allocation this year is a significant reduction from that which was available last year. In 2020/21 additional highway challenge funding was allocated by Government, this funding has not been continued for 2021/22. Paragraphs 4.9 – 4.14 provide more explanation as to the nature of the funding sources.

Table 1 – HIGHWAYS INVESTMENT PROGRAMME SUMMARY 2021/22 including breakdown of Transport Settlement to the Council from the LCRCA and Revenue Allocation.

Funding	2020/21 allocation £ (000)	2021/22 allocation £ (000)	Purpose	Funding Source
Highway Maintenance Fund – includes Highway Maintenance base settlement / Pothole Share and Incentive Fund from	1.573	2.591	Funding for carriageway and footway maintenance, Street Lighting and Bridges.	DfT Transport Single Capital Pot approved distribution from the Combined Authority.

the 2021/22 LCR Transport Settlement. Allocation on a formulaic basis.				
Integrated Transport Block. Allocation on a formulaic basis.	0.640	0.640	Safer Routes to Schools, Traffic Calming and Restraint, Traffic Management and Signing, Accident Investigation Prevention, Walking (Pedestrian measures), Urban Traffic Control.	DfT Transport Single Capital Pot approved distribution from the Combined Authority.
Key Route Network. Allocation on a formulaic basis.	0.751	0.393	Specifically, for works on the Key Route Network	DfT Transport Single Capital Pot approved distribution from the Combined Authority.
Additional Highway Maintenance (Pothole Funding)	0.140	NIL - Funding allocated as part of Highway Maintenance Fund (above).	Maintaining Highways, repairing Potholes – bespoke pothole fund.	Highways Challenge Fund Part 1 grant allocation to the LCRCA by the DfT
Highway Challenge Fund (Part 1)	1.668	NIL	To support maintenance of Highway Assets.	Highways Challenge Fund Part 1 grant allocation to the LCRCA by the DfT in 20/21.
Highways Challenge Fund (Part 2 ringfenced KRN)	0.742	NIL	To address the Carriageway Maintenance Backlog of the KRN – Ringfenced.	Highways Challenge Fund Part 2 grant allocation to the LCRCA by the DfT in 20/21.
Revenue Works	3.351	3,286	Funding for Routine, Reactive and Cyclical maintenance of Highway Infrastructure	Council revenue budget allocation approved for Highways,

				Roads and Transport.
Total Highway Programme	8.865	6.910		

Highway Maintenance Funding, Integrated Transport Block (ITB) and Incentive Fund

- 4.9 This funding is allocated via the DfT directly to the Combined Authority (as the local transport authority) for distribution to the Constituent authorities and has historically been used to support the delivery of small-scale works in local areas transport plans and capital maintenance on the local highway network.
- 4.10 This funding allocation includes highway maintenance “Incentive Funding” which the Department for Transport (DfT) invited highway authorities to bid for in January 2016. The combined authority has been granted a level 3 status (the highest) as part of its devolution deal. The Government’s expectation is that the performance requirements for this level of funding is met by each local authority. The Council declared to the DfT level 2 status in March 2021. The Combined authority are working with all highway authorities within the region to ensure that level 3 status will be achieved 2021/22.
- 4.11 Unlike the previous five-year block, the DfT has subsequently confirmed a single year transport settlement to the combined authority for 2021/22. totaling c £31.3m. The 2021/22 Transport settlement report presented at the Combined Authority on 19th March 2021 is provided as a background document for review.

Highways challenge Fund

- 4.12 In light of the COVID-19 emergency and the Prime Minister’s “build, build, build” speech in Dudley on the 30th June 2020 the DfT allocated funding from the Highway Maintenance Challenge Fund Part 1 and 2 in 2020/21 to help repair potholes and maintain local roads bringing the total transport settlement awarded by the DfT to the CA circa £44m for 2020/21 compared to a significant reduction to circa £31.3m received in 2021/22.

Revenue Allocation

- 4.13 St Helens Cabinet at its meeting of the 24th of February 2021, allocated £19,167m to the Environment and Transport Services Portfolio revenue budget for 2021/22. This represents a slight reduction of £0.369m compared to the 2020/21 budget. Within this figure the Highways, Roads and Transport Services Budget of £10,623m was approved. This figure includes Road Safety and Capital Charges.
- 4.14 The Proposed Revenue Expenditure Profile for Highways 2021/22 is £3,286m. This represents a slight reduction of £0.065m against the 2020/21 budget. This revenue budget will fund routine carriageway, footway and cycle way maintenance, maintenance of verges and trees, sweeping and cleaning, gully emptying, street lighting energy and maintenance, salting and design and supervision.

2021/22 Delivery programme

- 4.15 Due to reduced allocations from Government the 2021/22 capital and revenue allocation of £6.910m represents a reduction in funding of £1.955m from 2020/21. It is therefore vital that the available funding is targeted and prioritised using an evidence and risk-based approach. Table

2 below summarise the proposed key investment areas, the proposed level of investment and indicative schemes that will be delivered.

Table 2 – Highways Investment Programme Summary 2021/22

Programme	Investment £ (000)
Integrated Transport Block	£ 640
Key Route Network	£ 393
Highway Maintenance Fund	£ 2,591
Highway Infrastructure Investment	£1.350
Revenue Works	£ 3,286
Total Highway Programme 2021/22	£ 8,260

Table 3 – Integrated Transport Block Programme 2021/22

INTEGRATED TRANSPORT BLOCKPROGRAMME	WARD	£
ROAD SAFETY SCHEMES (Accident Investigation and Prevention)		
A580 – Local Safety Scheme (Knowsley Boundary – Blind foot Road)	Rainford	30,000
Linkway (Rainhill Stoops - Eurolink) – AIP Investigation	Rainhill	50,000
High Friction Surfacing Sites	Various	130,000
ROAD SAFETY SCHEMES TOTAL		210,000
MISCELLANEOUS SCHEMES		
Walking and Cycling Measures	Various	40,000
Traffic Calming and Restraint	Various	40,000
Traffic Management and Signing / Lining	Various	40,000
UTC Enhancements	Various	220,000
Safer Routes to Schools	Various	50,000
Supporting Regeneration / TRO's	Various	40,000
MISCELLANEOUS SCHEMES TOTAL		430,000
TOTAL INTEGRATED TRANSPORT BLOCK		640,000

Table 4 – Capital Maintenance Programme 2021/22

CAPITAL MAINTENANCE PROGRAMME	WARD	£
STREET LIGHTING		
Various including replacement of Street Lighting Columns / illuminated signs and bollards	Various	250,000

BRIDGES AND STRUCTURES		
Small Bridge Repairs	Various	100,000
Principal Bridge Inspections	Various	100,000
DRAINAGE AND CIVIL ENGINEERING WORKS -		
Various Schemes (to be identified during Routine Cleansing)	Various	300,000
FOOTWAY WORKS – SURFACE TREATMENTS		
Ashurst Drive (Further Phase)	Blackbrook	35,000
Derbyshire Hill Road (Parts)	Parr	50,000
PROW Improvements	Various	50,000
Supporting Regeneration	Various	35,000
Risk and Contingencies	Various	30,000
CARRIAGEWAY WORKS - RESURFACING/RECONSTRUCTION		
School Lane (Full Length)	Billinge & Seneley Green	36,000
Victoria Avenue (Junctions with Billinge Road and Station Road)	Billinge & Seneley Green	40,000
Blackbrook Road (West End Road to Chain Lane)	Blackbrook	85,000
Reginald Road (Abbotsfield Road to Brindley Road)	Bold	49,000
Reginald Road (Junction with Helena Road)	Bold	31,000
Sandy Lane (Parts)	Bold	50,000
Cross Lane (Junction with Patterson Street)	Earlestown	16,000
Market Street (Junction with Tamworth Street)	Earlestown	17,000
Queen Street (Parts)	Earlestown	23,000
Walmsley Road (Number 4-17)	Ecclestone	14,000
Houghtons Lane (Parts)	Ecclestone	30,000
East Lancashire Road (Millfield Lane Slip Road)	Haydock	18,000
Clipsley Lane (Haydock Lane to Bellerophon Way)	Haydock	173,000
Church Road (Woodside Avenue to Holmstead Avenue)	Haydock	18,000
Lodge Lane (Haydock Park Gardens to Penny Lane)	Haydock	68,000
Haresfinch Road (Junction with Woodlands Road)	Moss Bank	15,000
Southworth Road (Junction with Rosemary Drive)	Newton	30,000
Wargrave Road (Junction with Park Road South)	Newton	16,000
Broad Oak Road (Edmondson Street to Moorcroft Road)	Parr	29,000
Portland Way (Full Length)	Parr	29,000
Weymouth Avenue (Full Length)	Parr	32,000
Crank Road (Potters Farm to Abbey Road)	Rainford	23,000
Kendal Drive (Full Length)	Rainford	78,000
Sandhurst Road (Parts)	Rainhill	40,000
Robins Lane (Junction with Baxters Lane)	Sutton/ Town Centre	31,000
Canberra Avenue (Junction with Timor Avenue)	Thatto Heath	12,000
Park Road (Merton Bank Road Junction)	Town Centre	10,000

Park Road (opposite Park Road Café)	Town Centre	8,000
Parr Street (Junction with Ashcroft Street)	Town Centre	30,000
Hall Street (Swan Pub to Bickerstaffe Street)	Town Centre	7,000
Sherdley Road (Parts)	Town Centre	70,000
Prescot Road (Parts)	West Park	40,000
City Road (Parts)	Windle	13,000
Condition Surveys – Essential activity to inform the development of an evidence-based asset management strategy	Various	100,000
Carriageway Works - Patching	Various	200,000
Supporting Regeneration	Various	100,000
Risk and Contingencies	Various	60,000
CAPITAL MAINTENANCE TOTAL		2,591,000

Table 5 – Highway Infrastructure Investment Programme 2021/22

A number of Strategic Capital Investment Schemes were included in the Medium-Term Financial Strategy presented to Cabinet on 24 February 2021, funded from prudential borrowing. These schemes were approved 'in principle' and those identified for 2021/22 are detailed below:

Highway Infrastructure investment	WARD	£
Sankey Street Bridge (Fire Damage) – Funding allocated to cover the repair to the fire damaged bridge in the event that full costs are not recoverable from insurer's liability.	Earlestown	500,000
East Side Industrial Estate – Road Improvements.	Town Centre	350,000
College Street – Flooding Alleviation (Further Flood mitigation measures)	Town Centre	300,000
Highway / Transport Scheme Development Funding (Establishment of a Highway / Transport fund to cover pre-development expenditure on Highway / Transport pipeline projects for additional / new projects in the absence of external funding).	Various	200,000
TOTAL		1,350,000

Table 6 – Proposed 2021/22 Revenue Programme

REACTIVE AND ROUTINE WORKS (TERM CONTRACTS BOROUGH-WIDE)	£
Reactive Service (Repairs and Reinstatements)	902,170

Drainage Cleansing	206,389
Preventative Maintenance	4,654
Road Markings	11,000
Ex Trunk Road Maintenance	114,719
Highway Drainage	116,453
Bridges	41,000
Grounds Maintenance	257,141
Winter Maintenance	287,758
Street Lighting (General Maintenance)	195,602
Traffic Signs and Bollards (General Maintenance)	95,000
Energy UTC	101,226
Energy Street Lighting	833,417
UTC (General Maintenance)	119,278
TOTAL	3,285,807

- 4.16 Whilst the above tables provide the indicative programme it is not yet possible to confirm the full list of schemes under each funding allocation. We have only recently been made aware of the confirmed levels of funding and therefore work is still required to finalise the design details and affordability of schemes within the programme. Furthermore, we anticipate that there may be some additional funding opportunities over the next few months that will hopefully provide some scope to review what works are funded from the core maintenance programme. For this reason the report recommendations seek approval to delegate the finalisation of the programme to the Executive Director of Places in consultation with the portfolio holder for Environment & Transport.
- 4.17 The proposed delivery programme for 2021/22 is considered, within the budget available, to strike the right balance between meeting the needs of the Borough's residents, businesses and

visitors whilst also achieving the key requirements of an effective Highway Asset Management Plan Framework in relation to lifecycle planning, asset stewardship, and value for money.

Highways Asset management / Condition survey data

- 4.18 Increasing emphasis will be placed on reviewing and updating the condition data for the entire highways and infrastructure network. This will provide considerably more intelligence regarding the level of investment needed and will assist in providing an objective assessment of the prioritisation of works. It is proposed that £100,000 from the Capital maintenance budget is identified to complete this work.
- 4.19 Over the next 12 months the comprehensive set of condition data will be used to develop a 5-10 Highways Asset Management strategy. This will enable the setting of the annual investment programme to move away from being a reactive exercise to a more planned and strategic approach. At the heart of this will be developing a strategy that supports the Council in meeting its priority outcomes and supporting wider transport, climate & Local Plan ambitions.

Related works

- 4.20 In addition to the above programme of works there are small number of other highways or transport schemes that will continue to be developed or delivered over the next 12 months, with support from the Highways service. Separate reports will be provided for these schemes due to their complexity or value. These include the Parkside Link Road, the St Helens Southern Gateway CYCLOPS transport project and Active Travel measures to improve cycling and walking.

5. Community Impact Assessment

The Community Impact Assessment identified the following key implications.

- 5.1 The programme is designed to provide safe access to all road users and specifically caters for vulnerable road users.
- 5.2 The CIA found that the programme will deliver a broadly positive benefit. At present, no adverse impacts are expected to result from the programme.

6 Consideration of Alternatives

- 6.1 The Funding awards are targeted to specific areas and therefore the degree of flexibility in the use of the allocation is limited. Given that the funding allocations do not fully meet the Borough's substantial asset base requirements there is a need to have a robust and evidence method of identifying and prioritising need. The continued development of the Highway Asset Management Plan will be used to inform priorities in the Business Planning process and will support the continuous improvement of our highway asset managed by capturing the outcome of using the optimum treatment or interventions and the whole life cycle of different asset groups.

7 Conclusions

- 7.1 Cabinet is recommended to accept a series of measures within its overall budget of 2021/22 and identified in the report to undertake its asset management function in respect of Highway assets and encourage cycling / walking. The effective maintenance and improvement of the local highway network will support and strengthen the opportunities for growth within the Borough and the City Region.

8. Implications

- 8.1 Legal Implications - The capital grant requires approval from the Council's S151 Officer and will require a grant agreement be put in place due to the short timescales for delivery. The Combined Authority have chosen to make the allocation and approve spend whilst the legal agreements are being finalised.
- 8.2 Community Impact Assessment (CIA) Implications
- 8.2.1 Social Value
Full details can be found in the Community impact assessment. Most contractors on the Council framework contract are local to the City region and employ a local workforce.
- 8.2.2 Sustainability and Environment
The programme includes significant investment into cycling and walking provision in order to help residents and businesses in the transition from car borne journeys to a more carbon neutral approach. Materials used in the construction and maintenance of road will where possible be recycled materials.
- 8.2.3 Health and Wellbeing
The programme includes significant investment into cycling and walking provision to help residents and businesses make healthier lifestyle choices. Less cars also helps the Council to address air quality issues experienced in parts of the borough.
- 8.2.4 Equality and Human Rights
Officers will ensure that the Council adheres to Government guidance to make provision for people with physical disabilities, such as crossing points and reducing street clutter.
- 8.3 Customers and Residents
Residents and businesses in locations that will be disturbed by works to the highways will be kept informed of the start and end dates and will be provided with a contact number in case of any emergency. We utilise customer feedback and calls for service as part of the Highway Asset Management Plan to define the programme using technology to evaluate the success of programmes and this will be fed back to customers in time.
- 8.4 Asset and Property
The Council, as the Highway Authority, has a statutory duty to maintain the highway network in a condition to enable the safe passage of the travelling public. The borough's highway network comprises many diverse assets. It is therefore essential that we continue to develop the existing Highway Asset Management Plan and to invest in the maintenance and development of this important asset. This report provides resources to enable the Council to undertake its physical asset management function.
- 8.5 Staffing and Human Resource
To deliver the capital and revenue projects associated with the financial allocations within this report will require enough human resource within the Engineering service. Most of the programme will be delivered in-house with the assistance of external consultancy support when required.

8.6 Risks

- 8.6.1 The programmes will necessitate works being carried out on the live highway and contractors must comply with Chapter 8 of the Traffic Signs Manual. Contractors will be required to develop a Health and Safety Plan and the contractors' method statements for the construction of the works will be examined.
- 8.6.2 The proposed works will help to limit the Council's risk from claims relating to highways.
- 8.6.3 The 'Well Managed Highway Infrastructure' code implemented in October 2018 supersedes the previous codes "Well-maintained Highways, Well-lit Highways" and "Management of Highway Structures". Changing from the reliance on specific guidance and recommendation in the previous codes to a risk-based approach will involve appropriate analysis, development and gaining approval through the Authority's executive process. Officers will adhere to the Borough's Code of Practice for Highway Safety Inspections and we will collaborate with our insurance provider, the Liverpool City Region and neighbouring Highway Authorities in determining levels of service.
- 8.6.4 Any risk of challenge is low due to the national context and the desire of the Council to support the delivery of walking and cycling and the enhancement of the highway network. There are considered greater risks associated with delaying the delivery of the measures set out in this report, and which need to be delivered quickly to support the sustainable recovery from COVID-19 restrictions for the reasons cited.

8.7 Finance

The allocations of Structural Maintenance and Integrated Transport block funding are detailed in the report. The revenue implications are as the budget provision made at Cabinet on 24th February 2021 and approved by Council. The councils existing suite of framework contracts will be used where appropriate for the delivery of the 2021/22 programme, with contractors and consultants appointed by competitive tender to ensure value for money.

8.8 Policy Framework Implications

Recommendations within this report are in line with existing council policies.

9. **Background papers**

Liverpool City Region Combined Authority [202122 Transport Settlement and Transport Pipeline.pdf \(merseytravel.gov.uk\)](#)

10. **Appendices**

None