

**Manchester City Council  
Report for Information**

**Report to:** Resources and Governance Scrutiny Committee – 20 July 2021

**Subject:** Capital Spend on Highways Maintenance and Road Safety

**Report of:** Director of Highways

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**Summary**

The 5 year highway investment programme has been successful in improving the condition of the road network and brought about a number of other benefits and is on time and budget for completion this year. The highways team have developed options for future funding to be considered as part of the review of Council capital expenditure in the future.

Road safety improvements are important to the city but external funding is not available. However, in 2021/22 a one off programme has been developed which allows some low cost improvements to be made to areas where accident rates are high and to respond to local community priorities.

**Recommendations**

The Committee is asked to:-

- Note the successful delivery of the 5 year highway investment programme and the current position regarding a future investment programme; and
  - Note the road safety programme for 2021/22 that is being delivered alongside the largest capital programme undertaken by the highways service.
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**Wards Affected:** All

<b>Environmental Impact Assessment</b> - the impact of the issues addressed in this report on achieving the zero-carbon target for the city
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The procurement of the Highways investment programme included a requirement for tenderers to offer environmental benefits and that was included as part of the tender assessments in the same way that social value is. It is believed that smoother roads and pavements and improving road safety encourages more active travel and the use of more sustainable forms of transport improving air quality and reducing carbon.
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<b>Our Manchester Strategy outcomes</b>	<b>Summary of how this report aligns to the OMS</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	A well maintained highway infrastructure will encourage business growth, creating jobs and opportunities
A highly skilled city: world class and home-grown talent sustaining the city's economic success	The investments programmes support the Council's social value agenda through targeted interventions from our supply chain
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The improvements to the road condition and safety of the highway network supports access to jobs and opportunity
A liveable and low carbon city: a destination of choice to live, visit, work	Safe and improved highways will encourage people to visit, live and work within the City and much of the capital investment into highways supports active travel choices
A connected city: world class infrastructure and connectivity to drive growth	The maintenance of highways is a major contribution to business decisions to invest in the city

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#### **Background documents (available for public inspection):**

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents

are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

None

## 1.0 Introduction

- 1.1 This report outlines the recent capital investment in highway maintenance from the 5-year investment programme. The programme is in year 5 and is on time and budget. The benefits from the investment are detailed in 2.2 below.
- 1.2 The report notes that discussions are ongoing regarding options for future funding for highway maintenance beyond the 5-year investment programme as it comes to a conclusion this year. Such investment will have to be considered alongside other capital requests from with the Council when capital resources are under pressure.
- 1.3 The lack of availability of a road safety budget is noted alongside the one-off planned investment in this area for this year.
- 1.4 Local members continue to see investment in local safety schemes and highway maintenance as key priorities for the service. With further investment in both of these areas we will continue to build on the good work outlined in this report.

## 2.0 Highway Maintenance

### 2.1 Highway Investment 5 Year Programme

- 2.1.1 The current five-year highways investment programme, that started in late 2017, has a budget of £80m and ends in 2021/22. This allocation was made based on residents choosing highways investment as one of their top three investment priorities during the 2017 budget conversation. We are now in year 5 of this programme and the work is currently on programme and budget.
- 2.1.2 The committee should note the Council receives government funding for highway maintenance annually and there is also ad-hoc funding through mechanisms such as pothole funding. The funding we have received in recent years from central government is outlined below: -

Year:	2017/18 (k)	2018/19 (k)	2019/20 (k)	2020/21 (k)
Funding stream:				
Maintenance Integrated Transport Block	£3,381	£3,060	£3,061	£3,061
Incentive Fund	£317	£637	£637	£637
Pothole fund	£315	£655	£222	£2,841
Additional one off DfT Local Roads Funding	-	£1,686	-	-
<b>TOTAL:</b>	<b>£4,013</b>	<b>£6,038</b>	<b>£3,720</b>	<b>£6,539</b>

## 2.2 5 Year Highway Investment Programme

2.2.1 In 2017 an investment in highways of £80m was agreed over a 5-year period.

2.2.2 The actual spend for the maintenance programme across the first 4 years of and the budget for year 5 are shown in the table below:

	<b>Year 1 2017/18 spend (k)</b>	<b>Year 2 2018/19 spend (k)</b>	<b>Year 3 2019/20 spend (k)</b>	<b>Year 4 2020/21 spend (k)</b>	<b>Year 5 2021/22 budget (k)</b>	<b>Total (k)</b>
Drainage improvement	£1,058	£1,086	£3,506	£2,648	£1,343	£9,641
Large Patching repairs	0	0	£755	£40	£124	£919
Patching Defect repairs	0	0	£2,430	£3,058	£7,455	£12,943
Carriageway Resurfacing	£8,285	£6,863	£6,880	£13,070	£7,191	£42,289
Footway schemes	£502	£749	£976	£1,489	£4,000	£7,716
Carriageway Preventative	£3,435	£6,149	£6,051	£2,141	£2,708	£20,484
<b>Total</b>	<b>£13,280</b>	<b>£14,847</b>	<b>£20,598</b>	<b>£22,446</b>	<b>£22,821</b>	<b>£93,992</b>

2.2.3 Additional external funding has been accessed during the 5-year programme which has increased the original £80m budget to £94m which will all have been spent by the end of the 2021/22 financial year.

2.2.4 The list of roads & footways to be resurfaced in year 5 (2021/22) was agreed with members in June 2019 as part of the forward programme and the list of roads for preventative treatments was formulated and agreed in April 2020.

## 2.3 Benefits achieved to the end of year 4

2.3.1 The investment in carriageways and footways has helped to deliver on 'Our Manchester' strategy priorities by helping to make Manchester a great place to live, with increased opportunities for walking and cycling which also aligns with objectives set out in the Greater Manchester 2040 Transport Strategy. Well maintained roads and footways encourage and supports increased sustainable transport.

2.3.2 Levels of walking and cycling need to continue to increase in order to improve health and to alleviate pressure on the public transport system. Better quality roads also have a positive impact on Carbon reduction as cars use less fuel on journeys taken on well-maintained roads.

2.3.3 The current programme has been successful in halting the overall decline, from past under investment, in the condition of our roads and footways as well as enabling significant improvements to drainage and other highway infrastructure. To date:

- We have treated over 2,000 roads & footways equating to over 3 million m<sup>2</sup> and repaired over 40,000 potholes.
- The % of poor condition roads has fallen from 25% to 18% over the last 3 years and is expected to improve to about 16% at the end of this year.
- A comparison of drainage gully defects and complaints has identified a reduction in reported faults and complaints of 47% between 2018 and 2020.
- Residents' satisfaction in highway condition improved by 9% between 2018 and 2020, and Manchester had the highest satisfaction scores in GM (2020) for provision of drains and keeping drains clear & working. (National NHT survey).

## **2.4 Future Highway Capital Investment**

2.4.1 While there is no doubt that there is a need for a further investment programme to prevent degradation of our road assets, there are options for the organisation as to how this funding requirement can be prioritised along with other capital investment need from across the capital programme.

2.4.2 The current 5-year investment has been targeted at roads on the Key Route Network and the Community Network, which has meant that many local roads and footways have not been treated.

2.4.3 The percentage of poor condition strategic ("A" class) roads is predicted to improve, with only around 3.4% remaining in a poor condition by the end of the current 5-year investment period.

2.4.4 Although we have also improved the condition of our local "U" class roads, it is estimated there will still be about 25% of these in a poor condition. Local roads make up most of our highway network, comprising about 1,032km out of our 1,368km total network length and residents, families and communities depend on the local road network which is the key factor for public satisfaction with our highway services.

2.4.5 Any future investment would be used to improve local footways and roads, encouraging new active travel habits of making more sustainable local walking and cycling journeys. Investment on local roads would also support many organisational strategic objectives including in the areas of sustainable transport, health and in age friendly ambitions.

2.4.6 The Council's capital programme only includes programmes or schemes where the external funding has been confirmed and capital expenditure approval is in place, and the programme is regularly updated to reflect this. Work is currently being carried out on the priorities for the Council's highways

network maintenance and road safety to inform the future programme. Given the limited amount of external funding received it is likely some Council investment will be required. Work is being finalised on the scope of the future maintenance programme, and it is expected that this will be bought forward in the next six months.

### 3.0 Road Safety

#### 3.1 Road safety spend over past 5 years

3.1.1 The highways department does not have a road safety budget and that has been the case since the national spending cuts of 2010. The previous local safety and minor works budgets across GM were funded as part of the Central Government Integrated Transport Block (ITB), however this was reallocated to support the funding of Metrolink and since this was completed is being used to support Major Transport schemes across Greater Manchester.

3.1.2 Whilst there is no specific budget the Council has spent considerable sums on highway schemes that will along with other benefits improve safety. All major projects improve road safety and our teams currently have a portfolio of 30 projects on the pipeline. During 2020/21 despite the pandemic 12 road schemes were completed.

3.1.3 The considerably increasing scale of the highway's capital projects programme (excluding the 5-year highway investment) is shown in the table below with each project contributing to road safety. The service has been very successful in bidding for externally funded projects and programmes, eg the Mayors Challenge Find for walking and cycling improvements or the DfT Pinch Point Funds, and that is continuing through the Levelling UP Fund and the Intra City Fund where we are collaborating closely with Council colleagues and TfGM.

Year	2017/18	2018/19	2019/20	2020/21	2021/22
Project spend (k)	£1,973	£6,909	£27,073	£25,309	£35,647

3.1.4 One specific road safety programme was the schools crossing improvements programme that had an initial list of 80 funded sites that were prioritised using a similar methodology to the 2021/22 road safety programme. It should be noted that due to efficiencies in delivering that original programme we are able to fund and deliver improvements at a further 30 sites this year. The full list of sites is shown in Appendix 1.

3.1.5 Members may be interested to see the number of projects that have been carried out recently in each ward. The table, in Appendix 2, shows the numbers. However, it should be noted that they are just numbers and so a small scale project counts the same as a major project and so the table is illustrative of works being spread across the city only. Committee members should note that a more comprehensive table that included roads included in

the 5 year investment programme will be included in a future highways performance dashboard.

### 3.2 Collision data

- 3.2.1 The table below shows that collisions in the city are broadly following the GM trends. Serious and Fatal collisions (KSI) reduced in 2019 and continued to fall in 2020 (although 2020 data must be seen in the context of the covid pandemic).
- 3.2.2 Physical improvements to roads and footways only account for a small proportion of the interventions required to reduce road collisions. The major factors influencing change are driver behaviour (education training & publicity), enforcement, changes in legislation & public opinion and improvements in technology i.e. air bags.

Year	Manchester		GM	
	Killed or Seriously Injured	All collisions	Killed or Seriously Injured	All collisions
2016	148	921	678	3995
2017	189	1377	788	5437
2018	188	1339	748	5026
2019	137	1206	683	4892
2020	110	735	512	3198

### 3.3 Road Safety Programme 2021/22

- 3.3.1 Executive approved a proposal to fund Road Safety schemes as part of the 5-year Highways Investment Programme in March. The proposal was to utilise £2m of the £20m 5 year project development fund and divide this into two £1m programmes of work, with one consisting of Accident Reduction Schemes based on accident data and the other being of Local Community Safety Schemes that are interventions to support local community road safety issues.
- 3.3.2 Whilst a one off £2m budget for a road safety is welcome it is clear that such an investment could only resolve a limited number of road safety concerns and so prioritisation was needed. Additionally, a simple approach of dividing the budget across all wards would mean that more serious dangers could be left untreated while less dangerous sites were prioritised. A specific needs-based system has been developed and that mirrors how the highway maintenance budget is allocated on the basis of road condition. The system used is an adapted version of that used for the school crossings improvement programme.
- 3.3.3 This programme with its limited budget is for small scale road safety measures rather than a wider programme of more complex expensive and time consuming works. Expensive interventions could not be considered as part of this specific programme as that would mean only a few sites could be treated. Exclusions included options such as road realignment and widening, junction

improvements, signalised pedestrian crossings (that could cost over £150k to build), residents parking schemes and traffic calming.

### **3.4 Accident Reduction Schemes**

- 3.4.1 This programme of schemes aims to reduce accidents across the city. Information about the accident were provided by TfGM and using the previous 3-years the top 100 sites across the city were established. The base data was then analysed by Highways using a specifically developed scoring matrix based on approaches by the Royal Society for Prevention of Accidents (RoSPA). The scoring matrix considered multiple features including traffic volumes, traffic speed, accidents, and several other features e.g. nearby bus stops and pedestrian crossings etc.
- 3.4.2 Each accident site was individually scored using the methodology and then ranked in score order. Using our knowledge of average costs for basic road safety features e.g. traffic signs, road markings and bollards etc we believe we can deliver improvements to somewhere between 15 and 20 sites. However, at present all the preparatory work has only been done at desktop so following site-based assessments the list may change.

### **3.5 Local Community Safety Schemes**

- 3.5.1 The second programme will deliver local community safety schemes. Each Neighbourhood Team (North, Central & South) was asked to engage with members to identify the top ten areas of concern within their respective cluster of wards, providing around 30 sites for consideration across the city. Based on low cost schemes being delivered it was assumed that around 30 sites would be the maximum number of sites that could be delivered within the available budget.
- 3.5.2 The highways team received a list of 107 locations in all and each site was reviewed by Highways using a similar scoring matrix to above and a preliminary list of around 30 sites was established.
- 3.5.3 The proposed set of interventions has recently been approved by the Executive Member for the Environment and the list of schemes that will be progressed is shown in Appendix 3. There may need to be some further refinement once the design solutions have been identified and then costed and so the budget may be insufficient or if the budget is not used up further schemes could be added.
- 3.5.4 The methodology to prioritise both the accident reduction and local member suggestions has been reviewed by the Head of Audit and accepted as robust.

### **3.6 Road Safety future budget**

- 3.6.1 The 2021/22 road safety budget is a one off and there is no further funding available for a future programme. Should further funding be made available then further road safety programmes could be developed. The highways

capital programme will however, continue and such projects will also bring about road safety improvements.

#### **4.0 Recommendations**

The Committee is asked to: -

- Note the successful delivery of the 5-year highway investment programme and the current position regarding a future investment programme; and
- Note the road safety programme for 2021/22 that is being delivered alongside the largest capital programme undertaken by the highways service.