

## Manchester City Council Report for Information

**Report to:** Economy and Regeneration Scrutiny Committee – 9 January 2024

**Subject:** Highways Condition of the City Annual Report 2022/23

**Report of:** Highways - Head of Network Management

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### Summary

Manchester's highway network includes over 1,350 km of road length, 2,600 km of footway length and over 350 bridges and structures. Based on the latest valuations, the total highway asset has an indicative gross replacement value of over £3 billion, making it one of the Council's most valuable assets. There is a statutory duty, in the Highways Act, to keep a highway in good repair.

The Highways state of the city report highlights the performance, key outcomes, and successes that we have achieved in 2022/23 along with some of the challenges that we will face going forward.

### Recommendations

Members are recommended to comment on the content of the report and included proposals.

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### Wards Affected: All

Manchester Strategy outcomes	Summary of the contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Transport plays a vital role in Manchester's economic vitality. Regeneration aspirations will rely on effective transport links to enable employees and visitors to access new homes and workplaces, and for the business in and around our city to grow.
A highly skilled city: world class and home-grown talent sustaining the city's economic success	By continuing to specify social value requirements in all our highway projects we are ensuring that we get extra value for Manchester's residents, including training, apprenticeships, and work placements for local people.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Providing infrastructure access for all to employment, education, healthcare, leisure and social opportunities enables people to make the most of life, supporting stronger communities.

A liveable and low carbon city: a destination of choice to live, visit, work	We'll encourage walking, cycling and public transport with more investment in the infrastructure needed and harness technology to improve sustainability, reduce our carbon footprint and increase climate resilience.
A connected city: world class infrastructure and connectivity to drive growth	An integrated, smart, well maintained transport network will reflect the city's changing shape and the way people move around. We'll have more cycling and walking, with the improved infrastructure and signage needed. The city will be at the centre of first-class networks – locally, regionally, nationally and internationally.

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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.

- Highways Asset Management Policy & Strategy – June 2022.
- Our Manchester Strategy – Forward to 2025, Executive (March 2021). Report 2022/23

## **1.0 Introduction**

- 1.1 This report gives an update on the substantial works completed and progress achieved by the Highways service and provides an overview of methods of communication to ensure ongoing engagement with residents and members, as well as the performance of the service during 2022/23.
- 1.2 The Highways service is part of the Neighbourhoods Directorate which has facilitated opportunities and improved connections to support working at a ward and neighbourhood level for example in terms of consultation, communication, and engagement.
- 1.3 The service has a clear and recognised vision, which is to manage, maintain and improve the highway and public spaces network for the current and future needs of our residents. This vision is aligned to the relevant elements of the Our Manchester Strategy and the Corporate Plan about improving connections and neighbourhoods.
- 1.4 This report also forms, in part, our response to the Government's national approach through the Department for Transport (DfT), in that local authorities adopt a highway asset management approach to managing its highway infrastructure.
- 1.5 The Council's Highways Asset Management Policy and Strategy were first reviewed by the Economy Scrutiny Committee, and subsequently approved by Executive in December 2015. These documents are regularly updated and are available on the Council's website:

[https://www.manchester.gov.uk/downloads/download/6380/highways\\_asset\\_management](https://www.manchester.gov.uk/downloads/download/6380/highways_asset_management)

## **2.0 Investing in our City**

- 2.1 As part of the Council's 2017/18 budget process the decision was made to invest £80m over 5 years in improving the condition of the network. This expenditure represented a step change in the level of investment by the Council to improve the condition of our highway network.



- 2.2 We also received approval for an additional £16.1m of capital funding for 2022/23 (Year 6) and £17.5m in 2023/24 (year 7) to sustain the improvements made.
- 2.3 This total investment includes annual maintenance funding from government, which is now delivered to us via the City Regions Sustainable Transport Scheme (CRSTS) grant awarded to Greater Manchester Combined Authority (GMCA).
- 2.4 The investment over the last few years has made a significant difference in ensuring we are able to adopt a maintenance strategy based on the longer-term view and consider the whole life cycle planning of assets. In particular:
- Highway Maintenance – adoption of a ‘prevention is better than cure’ approach to carriageways and footways.
  - Drainage – improving the resilience of the network by improving the accuracy of our asset records and gaining a better understanding of risk from flooding; and
  - Street Lighting – sustainability for the future by reducing our carbon footprint and elimination of the need for regular bulk lamp replacement.
- 2.5 The investment has also assisted in the delivery of the ‘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.
- 2.6 We have drafted a business case showing the benefits of varying levels of highways funding over the next 5 years. If there is no further Council investment after March 2024, we will rely purely on government funding in subsequent years, which is likely to be in the region of £7m per year for maintenance. Given the current levels of our reactive maintenance costs, all this funding would be needed to fulfil our statutory obligation to repair defects



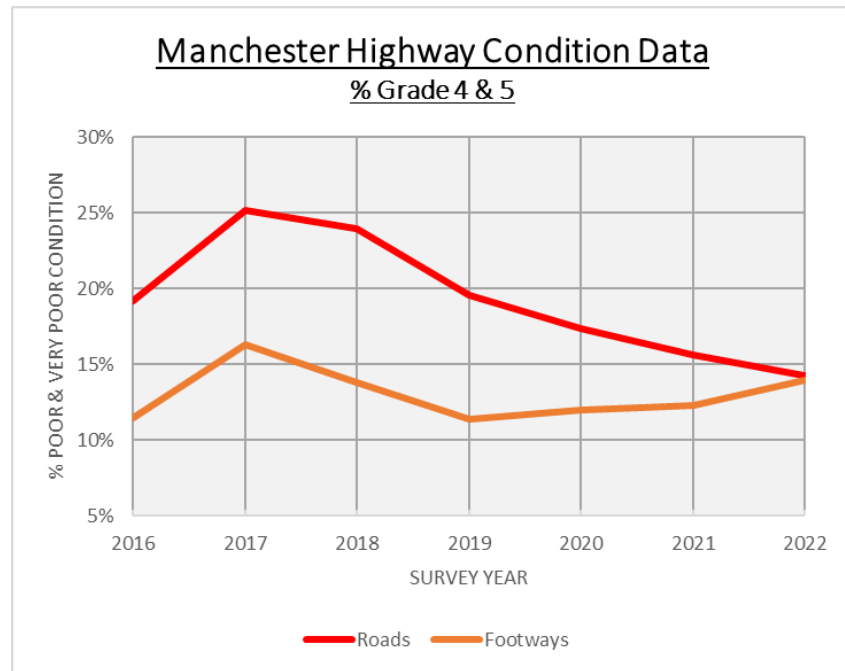
identified as a safety risk for the public, leaving no funding for any planned resurfacing, preventative, or drainage repair schemes.

- 2.7 Since 2018, we have been successful in being awarded £37.2m of bid funding from the Mayor's Challenge Fund (MCF), to improve walking and cycling facilities across the city, as well as success in gaining funding for projects from the National Productivity Investment Grant (NPIF) and Cycle City Ambition Grant (CCAG).
- 2.8 A table showing highways capital expenditure for major projects and programmes in 2022/23 is shown in Appendix 1.

**Key Message: Successful bidding for capital funding is essential to enable significant levels of planned maintenance works on our highway infrastructure and maintain its overall condition.**

### **3.0 Key Messages**

- 3.1 One of the key elements of this report is to recognise the areas where we have been successful so that we learn from the good practices and use this learning to improve in other areas.
- 3.2 The Major Projects team have successfully delivered a number of schemes funded via the Mayor's Challenge Fund (MCF) to improve walking and cycling facilities across the city. In 2022/23, these included schemes in the Northern Quarter, various sections of the Chorlton cycleway and junctions & crossings at several sites in Harpurhey. The design teams also completed in excess of 100 designs for minor works projects including a junction improvement for Manchester College at Trinity Way/Great Ducie Street, the Beryl Bikes Cycle Hire Scheme, and a parking study for the Ardwick Green area.
- 3.3 The service has successfully delivered the Year 6 capital investment maintenance programme. The carriageway and footway works have been delivered by a supply chain of 7 contractors and the majority of treatments have been carried out through 2 framework contracts.
- 3.4 The investment programme has succeeded in halting the overall decline in the condition of our road and footway network as well as enabling significant improvements to our drainage and other highway infrastructure. The graph below shows the percentage of our roads and footways at grade 4 or grade 5 (poor) condition since 2016; As can be seen in 2022 these percentages have improved to around 14% for both roads and footways.
- 3.5 Most of the investment was targeted at roads, which is why overall footway condition has generally been maintained, but not improved since 2019.
- 3.6 Footways are now being prioritised as part of the 2023 onwards resurfacing programmes along with more local and neighbourhood roads.



#### **4.0 Highways Access Group**

- 4.1 The Highways Access Group (HAG) is a multidisciplinary group that was set up in 2020 to ensure that highways projects are accessible to all and incorporate inclusive designs. The work by the HAG continues to gain a wider appreciation of the issues faced by disabled people when using the highway network.
- 4.2 The HAG has also been recognised for their work within the sector by the Chartered Institution of Highways and Transportation (CIHT) at the National Awards in 2022. The HAG won the Equality, Diversity & Inclusion “Initiative of the Year award” ahead of notable opposition from within both public and private sectors.

#### **Social Value**

- 4.3 In April 2023, ‘The Highways Social Value Strategy’ was refreshed and the following priorities were identified. During this financial year (2023/24) the Highways service will encourage contractors and their supply chain, to deliver activities that align to the priorities which will assist Manchester to become a fairer, inclusive, and more sustainable city.
- Making Manchester Fairer – Addressing health inequalities
  - Promoting women into construction to provide a diverse workforce.
  - Identifying employment opportunities for hard-to-reach groups (this could include, but not exhaustive to ex-armed forces, homelessness, care leavers, NEETs, disabled people, and ex-offenders)
  - Supporting the Road Safety Programme
  - Supporting community projects in the various wards of Manchester
  - UNICEF ‘Child Friendly’ City Programme

## Social Value Headlines

- 4.4 Across the Financial Year of 2022 and 2023, a total of £3,546,555 Social Value has been delivered by the Highways supply chain. The most popular measures include the employment of local residents on a project or framework, suppliers spending locally, support for the voluntary and community sector via donations or staff volunteering and supporting road safety initiatives.
- 4.5 MCC Highways is trialling The Social Value Portal (SVP) to monitor and track the service's Social Value (SV) data. The Social Value Portal is an online solution that allows organisations to measure and manage the contribution that their organisation and supply chain makes to society, according to the principles laid out within the Public Services (Social Value) Act 2012. SVP uses the National TOMs (Themes, Outcomes and Measures), as a framework for delivering excellence in measuring and reporting social value. The TOMs are a set of social value measures designed to maximise impact in five key areas – jobs, growth, social, environment and innovation. Using the National TOMs, MCC can work methodically to measure, track, manage, and improve social value. As a service, Highways are also able to report on the social impact of our schemes at portfolio, framework, and project level.
- 4.6 Social value case studies are included in Appendix 2.

## 5.0 Highways Access Group

### 5.1 Highways Investment Programme

In 2022/23 we completed the following planned maintenance work:

- Carriageway Surfacing Programme: **170 sites**, Total Area **202,000 m<sup>2</sup>**
- Footways: **71 sites**, Total Area **64,000 m<sup>2</sup>**
- Preventative treatments: **79 sites**, Total Area **134,000 m<sup>2</sup>**
- Large patching: **26 sites**, Total Area **25,000 m<sup>2</sup>**
- Small patching (pothole repairs): Reduced the backlog of repairs from over **10,000** down to under **2,000**.





*Manchester Road, Chorlton – before and after resurfacing works.*

- 5.2 Possibly the most successful element of work has been the reduction of backlog of small patching (potholes) repairs from more than 10,000 to less than 2,000 in 2022/23. The figure is currently (Nov'23) further reduced to around 1,000.
- 5.3 The year 7 (2023/24) resurfacing and footway programmes are on track, with treatment works progressing and scheduled to be completed before the end of the current financial year. Delivery of the preventative programme has unfortunately been pushed back due to contractor availability, so some schemes will carry over into 2024. The programmes comprise:
- Resurfacing schemes = **173** sites
  - Footway schemes = **126** sites
  - Preventative treatments = **135** sites
- 5.4 Inspection and Repairs
- 5.5 Our highway inspectors carry out walked and driven safety inspections across all our adopted highway network at regular frequencies as defined in the Greater Manchester Highway Safety Inspection Framework document and the accompanying MCC Highway Safety Inspection Policy.
- 5.6 Roads and footways with a higher volume of traffic generally have a higher inspection frequency to mitigate safety risks. The frequency of inspections is also governed by other factors, including the proximity to schools, hospitals or, where other more vulnerable users may be more present, as well as condition data, claims & accident data etc.
- 5.7 In 2022/23, our highway inspectors carried out approximately 16,600 safety inspections. As well as planned inspections, we also carry out additional inspections following reports received from members or the public, usually via



our CRM interface, although these may also be received by various other communication methods.

- 5.8 Highway repairs are carried out by either our in-house Highway Maintenance Services team (formerly known as Manchester Contracts), or by contractors procured through our planned maintenance contracts.
- 5.9 Around 9,200 carriageway, cycleway and footway pothole repairs in total were carried out in 2022/23.
- 5.10 Our in-house team target the more specialized defect repairs across the city, including high quality paving, kerb repairs and other non-bituminous works, whilst the other contractors primarily undertake repairs on bituminous roads and footways.



- 5.11 One of the repair techniques used by our contractors is thermal road repairs. This involves heating up the area around a pothole until it is workable, adding a small amount of new material and relaying. Compared to conventional repair techniques, this method is much more carbon friendly, producing around 0.4t of CO<sub>2</sub> per shift, compared with around 2.4t of CO<sub>2</sub> with traditional repair methods. This has led to calculated savings in CO<sub>2</sub> emissions of 1,840 tonnes in 2022/23:

		Thermal Road Repairs		Traditional methods	
Month	Total shifts completed	Total CO2 per shift (t)	Total CO2 (t)	Total CO2 per shift (t)	Total CO2 (t)
Apr-22	80	0.4	32	2.4	192
May-22	80	0.4	32	2.4	192
Jun-22	80	0.4	32	2.4	192
Jul-22	80	0.4	32	2.4	192
Aug-22	80	0.4	32	2.4	192
Sep-22	80	0.4	32	2.4	192
Oct-22	80	0.4	32	2.4	192
Nov-22	80	0.4	32	2.4	192
Dec-22	60	0.4	24	2.4	144
Jan-23	60	0.4	24	2.4	144
Feb-23	80	0.4	32	2.4	192
Mar-23	80	0.4	32	2.4	192
		<b>TOTAL CO2 (t):</b>	<b>368</b>	<b>TOTAL CO2 (t):</b>	<b>2208</b>

## 6.0 Street Works

- 6.1 We employ a team of street works inspectors who are responsible for routine and sample inspections of utility works and other highway licensed works.
- 6.2 The table below shows the results of sample inspections carried out in 2022/23 and where failures resulted in fines being issued to utility companies:

Street Works 2022/23	
Total Sample Inspections 2022/23	2,920
Category A fail %	12.26%
Category B fail %	11.4%
Category C fail %	7.36%

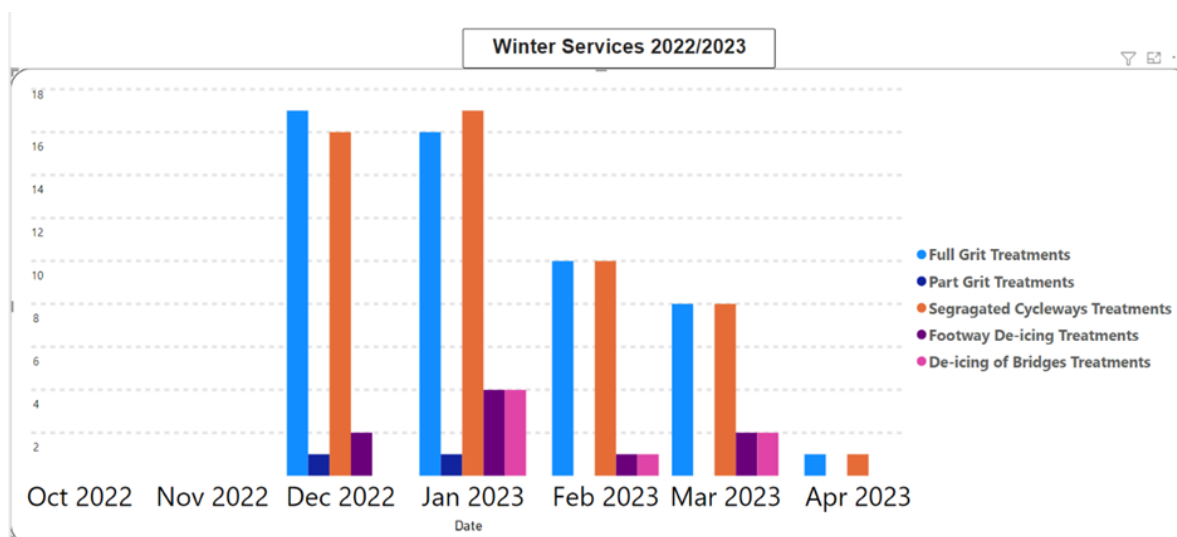
- 6.3 In 2022/23, our Network management and Street works teams managed over 20,300 external requests to occupy the highway from utility companies to repair cables and pipes and Section 50 licenses from developers building new offices and homes.
- 6.4 We issued 600 NRSWA Section 81 notices for highway defects relating to defective third-party apparatus (chamber lids, stop tap covers, hydrant covers etc.) which are identified, either by our inspectors or via reports from the public. These are reported to the relevant utility company using the new Street Manager software system. Once a defect is issued a repair must be completed by the utility or we will have to make safe and repair on a recharge basis.



6.5 The street works team also issued 700 Skip licences and 293 hoarding & scaffolding permits.

## 7.0 Winter Services

7.1 We have continued to deliver the basics, including an effective winter service operation. In 2022/23 we completed 52 gritting operations covering a total of about 36,400 km and using approximately 3,000 tonnes of rock salt. The graph below shows this in more detail.



7.2 When necessary, we grit a total of 704km of network each night, which equates to 52% of the total road network and includes all the strategic route network.

7.3 Footways were treated with Potassium Acetate (liquid de-icer) 9 times last season, of which there is approximately 50 Km of footways. Bridges were treated 7 times.

7.4 Segregated Cycleways are also treated in periods of cold weather, and 2022/23, a total of 43 applications of liquid de-icer were used.

7.5 There are also approximately 190 Grit Bins located around the city which were filled, checked, and topped up when required.

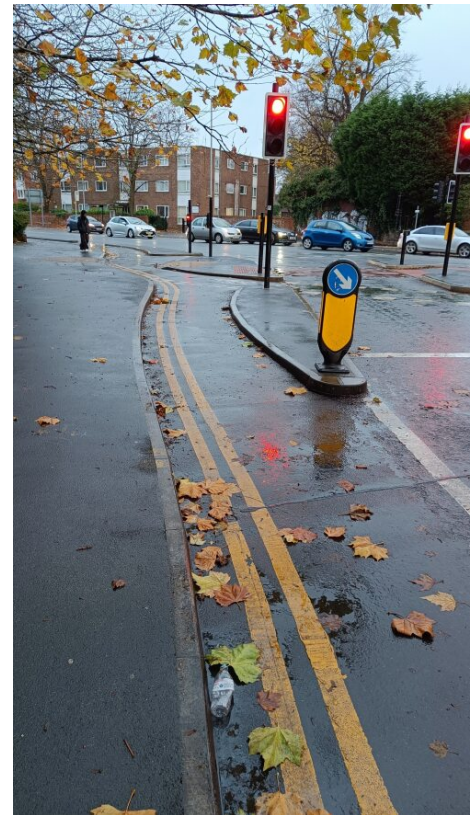


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## 8.0 Major Projects

8.1 Several notable projects were completed this year, including:

- Two more sections of the 6km Chorlton to Manchester Walking & Cycling scheme funded by the Mayors Challenge Fund.
- The first phase of the Victoria North-Eastern Gateway scheme comprising of improvements to Pollard Street and Old Mill Street in Ancoats
- The first phase of the Northern Quarter Walking & Cycling scheme in Ducie Street/Tarriff Street/Dale Street that links Piccadilly Station to Victoria Station.
- Eleven junctions and crossings were upgraded in Harpurhey.
- The initial improvements to Deansgate between Blackfriars Street and Quay Street supported by the introduction of bus gates on Bridge Street, King Street and Princess Street.
- Public realm works within Exchange Square.
- The introduction of Hostile Vehicle Mitigation Measures using automatic bollards at nineteen sites within the city centre.



8.2 Future Major Projects

- Highways have received further funding through City Region Sustainable Transport Settlement (CRSTS) and Active Travel Fund (ATF) tranche 3. Projects to be delivered using these funding streams are currently in development and include the final section of the Northern Quarter Walking & Cycling scheme at High Street/Fountain Street, Parsonage Safer Streets and several city centre radials on Aston New Road, Oldham Road, Rochdale Road, Stockport Road, and Wilmslow Road.
- Further work is also being done to develop a clear pipeline of future highway infrastructure projects which will allow us to effectively bid for future funding streams.

## 9.0 Road Safety

9.1 Making Manchester's roads safer for all users is an important part of the Council's role. To help with this, we are developing a new 'Road Safety Strategy Document' that covers the next 5-years. This strategy will set out how we will create a safer road network and reduce the number of casualties and will form a key part of the Council's Local Transport Plan (LTP) moving forward.

- 9.2 All major projects consider road safety, and our teams currently have a portfolio of 25 projects in the pipeline. During 2021/22 a further 8 major road schemes were completed (see previous section).
- 9.3 Highway Services are currently developing a scheme to reduce all 40 and 50 miles-per-hour speed limits in Manchester to 30 miles-per-hour. Once this is implemented, Manchester will be the first Local Authority in the country to have no speed limits above 30mph. Initially, the Council is proposing to reduce the speed limit from 40mph to 30mph on twelve roads across the city to support the City Centre Transport Strategy. The proposed change is to help improve safety, air quality and traffic flow. The proposals are currently at several stages of moving through the legal and statutory Traffic Regulation Order approval process. Upon completion of the legal process a public engagement and awareness campaign is planned for early 2024.
- 9.4 The Manchester public placed most importance on 'Safe roads' when asked about our highways & transport services as part of the annual NHT satisfaction survey for 2022. Public satisfaction around road safety was the only theme where the NHT results for MCC were below the national average (see pages 19 & 20), which highlights the need for continued funding to support safety related schemes.
- 9.5 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, however there was a substantial rise in 2021. It can be assumed that this reflects the increase in traffic volume on the network following the Covid pandemic.

Year	Manchester		GM	
	Killed or Seriously Injured	All collisions	Killed or Seriously Injured	All collisions
<b>2017</b>	178	1053	738	4066
<b>2018</b>	173	1005	699	3761
<b>2019</b>	122	890	628	3617
<b>2020</b>	98	552	458	2387
<b>2021</b>	177	719	749	3002
<b>2022</b>	179	645	769	2751

- 9.6 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.
- 9.7 The Strategic Capital Board approved a proposal to fund a package of Road Safety schemes in 2021/22, comprising two separate programmes of work:

- The first £1m was spent delivering accident reduction schemes, using accident statistics provided by TfGM and prioritized using a scoring matrix looking at factors including traffic volumes, traffic speed, accidents, and several other features e.g., nearby bus stops and pedestrian crossings etc.
- The second £1m was spent delivering local community safety schemes that were promoted by each Neighbourhood Team (North, Central & South) following engagement with members to identify the top ten hotspots within their respective cluster of wards. This provided in essence a programme of circa 30 sites across the city. Each site was scored individually using the same parameters as above and then ranked in priority order.

9.8 The outcome was to deliver a range of improvements at 52 separate sites across the city.

9.9 At the same time and as a continuation of the previous school crossing point programme school safety was improved during the year with the completion of a further 38 separate improvements adjacent to schools across the city. These varied from simple bollards to prevent footway parking to signalized pedestrian crossings to aid children crossing major roads safely.



9.10 In addition, in partnership with Bikeright, we offer Bikeability Cycle training across Manchester funded via Active Travel England. This incorporates core training level 1/2 (basic skills) that is taught on the school grounds and quiet roads, and level 3 (more advanced) taught on busier routes.

9.11 We also offer Bikeability Plus modules which complement and support the core training.

9.12 In 2022/23, training was carried out across 61 schools in Manchester, the table below showing the numbers trained compared to the previous year and the current progress in 2023/24.

		Attended		
		2021/22	2022/23	2023/24*
Core	Level 1/2 combined	1769	1613	1173
	Level 3	112	102	14
Plus	Balance	793	574	469
	Learn to Ride	231	377	116
	Family	11	16	4

\*Current delivery year progress

- 9.13 At present BikeRight have 3,575 booked training places across the 5 training courses with 1,333 scheduled between November 2023 to the end of March 2024.

## 10.0 Pedestrian Crossings

### 10.1 Consideration & assessment

As with any 'road safety support request' the provision of a pedestrian crossing is assessed against other requests (traffic calming / resident parking / yellow lines) using a defined process (and an assessment matrix) put together by the Highways Design Team. This process contains an initial sensibility check, technical assessments, utilises Royal Society for the Prevention of Accidents (ROSPA) techniques / principles.

Once an assessment is made and a provisional cost provided, the request would be ranked against other projects and added to a draft programme of works, subject to identification of funding. We would also reference this list when private developments take place across the city. We will often try and work in local road safety needs with larger developments to support local needs via external funding sources.

### 10.2 New developments

When a new development application is submitted to our Development Control team, assessments are made and if (as the Highway Authority) we think that a new development causes new / additional traffic movements / pedestrian movements, often the solution is a request for the provision of a new controlled crossing to be delivered by the developer before the scheme goes live. New crossings installed as part of development schemes this year include at Wilmslow Road & Cotton Lane, Nell Lane (just East of Highmarsh Cres junction), Kirkmanshulme Lane, Chester St / Cambridge St and Hyde Road.

### 10.3 Number of new crossings installed in recent years

We have installed just over 50 new pedestrian crossings since 2018 as part of the school improvements programmes, plus those in conjunction with cycle schemes and other improvement schemes.

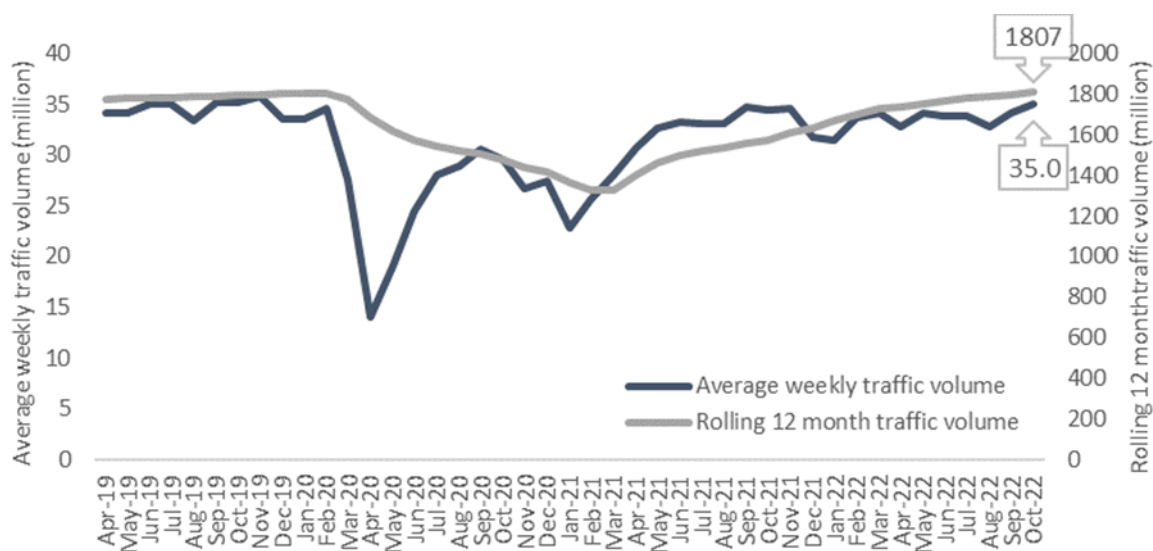




## 11.0 Network Congestion

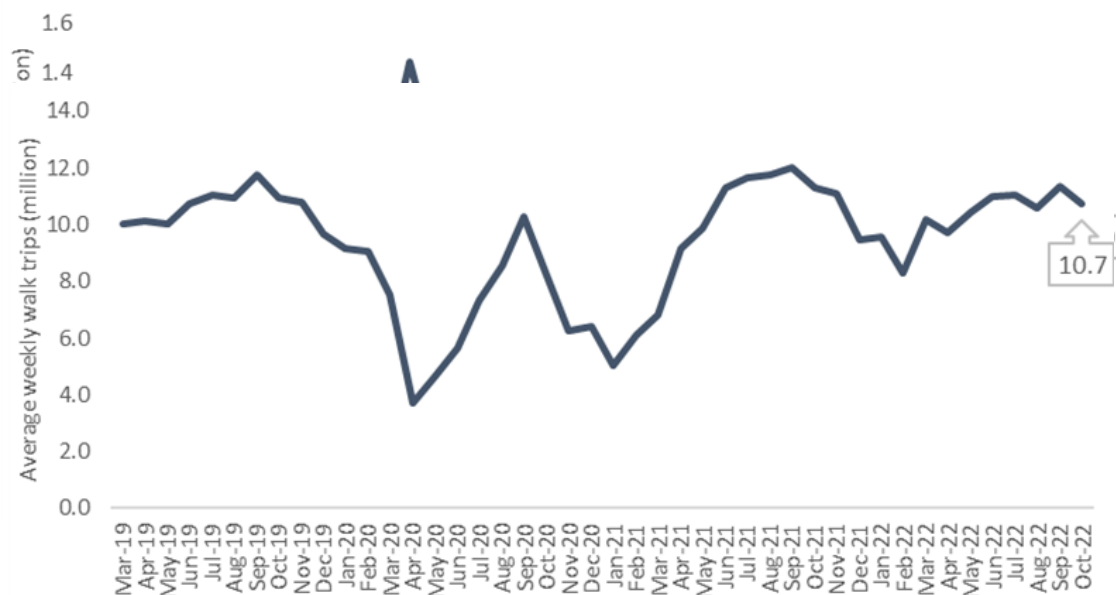
- 11.1 As the pandemic struck, we saw traffic levels drop to lows that we've not seen in generations. Lockdowns turned cities into ghost towns, and we got to see firsthand what a city without commuters would look like — in Manchester traffic volumes in April 2020 dropped by more than 50% from normal levels. By the end of 2020, levels had started to recover and in October 2022 traffic volumes were around 0.4% less than in October 2019.

*Traffic volumes April 2019 – October 2022:*



- 11.2 The pandemic led to a corresponding rise in active travel modes across the network, although these figures have since stabilised to similar levels as in 2019. The latest figures show that 11.7m active travel journeys (walking and cycling) were made in October 2022, which is comparable to the figures for October 2019.

- 11.3 The cycle activity figure will also include some other micro/wheeled mobility (such as e-bikes and e-scooters). As such any growth in these modes will also be reflected in growth in cycling numbers.



*Number of cycling & walking trips April 2019 – October 2022*











## 12.0 Service Performance

- i. Monitoring, reviewing, and publishing our performance against defined levels of service enables the Council to balance the needs of communities and our strategic aims & objectives with the available resources to ensure that appropriate services are being delivered for businesses and communities in Manchester.
- ii. As part of our asset management system, a Performance Management Strategy is contained on the Council's website. This contains a range of key performance indicators that have been developed that enable us to measure the performance of our assets and the delivery of our services. By using this approach, we will be able to identify critical areas regarding performance, develop improvement action plans and review our systems and processes to effectively demonstrate 'lessons learnt'.
- iii. This ties in with the standard Performance Management Framework (PMF) developed for the highways sector by the National Highways and Transport (NHT) Network, which we are a member of, and which collects annual indicators. This facilitates a benchmarking service, analysing and comparing data with other authorities at a regional or national level.
- iv. A range of some of the key performance measures are shown in the following sections.

### 12.1 Asset Data

Measure	Target	2020/21	2021/22	2022/23	Performance
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% of total road network in poor condition (grade 4 or 5)	<15%	17.7%	15.9%	<b>14.3%</b>	
% of principal 'A' road network in poor condition (grade 4 or 5)	<10%	8.3%	7.8%	<b>7.6%</b>	
% of other classified roads in poor condition (grade 4 or 5)	<10%	9.9%	7.6%	<b>8.8%</b>	
% of unclassified roads in poor condition (grade 4 or 5)	<20%	21.5%	19.5%	<b>16.1%</b>	
% of footway network in poor condition (grade 4 or 5)	<10%	12.6%	12.8%	<b>14.0%</b>	
% of network at or below skid resistance IL	Downward trend	8.3%	8.4%	<b>6.4%</b>	
% of highway gullies not working as planned	Downward trend	34%	20%	<b>14%</b>	
Total number of raised carriageway defects such as potholes	Downward trend	7625	8196	<b>6691</b>	
Bridges & structures condition (BCI Av)	Upward trend	84	73	<b>76</b>	
Percentage of LED streetlights installed	n/a	99%	100%	<b>100%</b>	

12.2 The figures above show an improvement in performance across most areas. Footway condition has deteriorated from just under 13% poor condition to 14%. It has been recognised that any future highways investment will be targeted predominantly at the footway network to drive our active travel agenda.





12.3 The number of identified defects on the network has decreased, which is reflective of the planned maintenance investment and the good work that has taken place to reduce the long-standing backlog of repairs.

**Key Message: The Council's highway infrastructure assets are currently being maintained in a steady state, with improvements in several areas following the 5-year investment programme.**

## 13.0 Service Delivery

13.1 Over the last few years, the Highways Service has been through significant changes that have improved the service's ability to deliver priorities and work programmes to time, cost, budget and quality. However, we are still struggling to fill a number of vacancies (which are being backfilled by consultants). The new model has increased the level of leadership and management capacity

and a significant growth in permanent capacity. A range of service delivery performance indicators are shown below:

Measure	Target	2020/21	2021/22	2022/23	Performance
% of carriageway network treated (planned maintenance)	n/a	8%	3%	<b>9%</b>	n/a
% of footway network treated (planned maintenance)	n/a	2%	1%	<b>1%</b>	n/a
% of gullies emptied in the year	n/a	100%	62%	<b>56%</b>	n/a
% of planned maintenance schemes completed	Upward trend	95%	96%	<b>92%</b>	
% of safety inspections carried out on time	Upward trend	82%	81%	<b>89%</b>	
Number of highway defects repaired	n/a	16,731	15,625	<b>15,200</b>	n/a
Total no. of killed & seriously injured persons (KSI's) on roads (per 1,000km of network)	Downward trend	72	129	<b>131</b>	
Number of utility openings carried out on the network	n/a	16,674	22,500	<b>20,300</b>	n/a
% of utility openings completed to NRSWA specification	Upward trend	92%	83%	<b>89.9%</b>	

- 13.2 Several of these indicators are reflective of the available budgets for delivery. The percentage of planned maintenance schemes delivered is consistently over 90%, which is good due to the complexity of many of our roads and the conflicting demands on the network. The percentage of highway safety inspections carried out on time has also improved, which is likely to be due to the implementation of the new asset management software system improving efficiencies. The increase in number of KSIs is concerning, but it reflects the increase in network usage since the pandemic, when traffic levels were much lower, and reflects the levels seen across all of Greater Manchester.

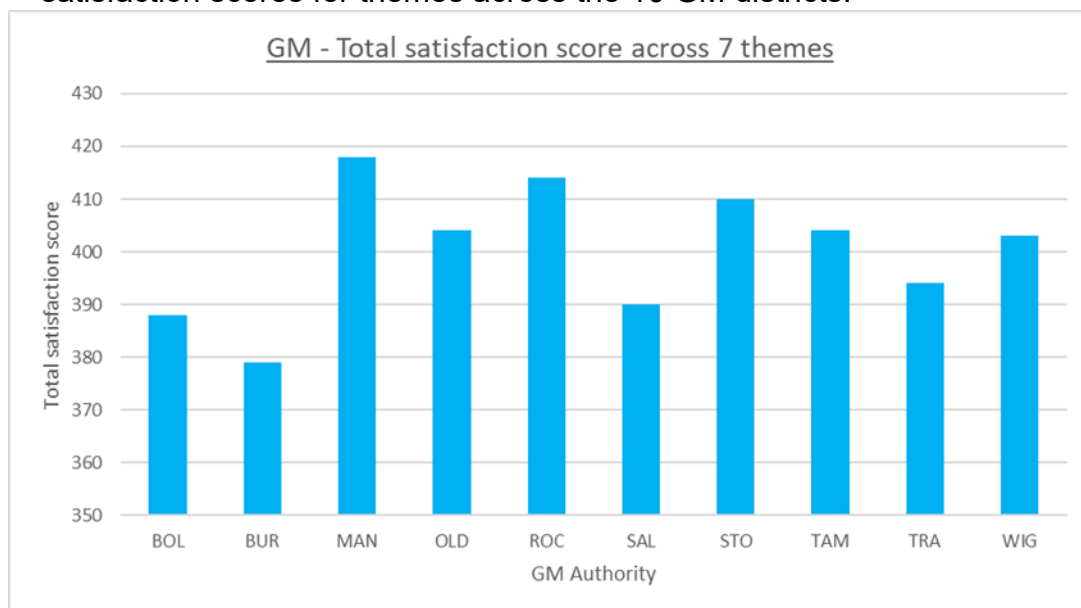
**Key Message: Key frontline highway services have faced major challenges since the COVID-19 pandemic; however, performance has generally stayed the same since last year.**

## 14.0 Public Satisfaction

- 14.1 Our highway infrastructure is accessed on a daily basis by residents, businesses, and visitors. As such we recognise the importance of engaging with the public to understand their levels of satisfaction and obtain their views









on the condition of our highway infrastructure, service standards and levels of performance. Therefore, in order to better understand resident's views, we commission the annual National Highways and Transport (NHT) Public Satisfaction Survey.









- 14.2 The Manchester public placed most importance on 'Safe roads' and 'Good pavements' in terms of service, and 'Condition of roads' was the most popular choice for spending more over the next few years. 'Cycle routes/lanes' was the most popular choice for a service getting better and 'Condition of Roads' for a service getting worse over the past few years.
- 14.3 In terms of Manchester's results, 3 out of 8 of our Theme Scores for 2022 improved from the scores we achieved in 2021, 3 theme score dropped and 2 stayed the same. 7 out of the 8 theme scores were the same or greater than the overall NHT averages, with only the road safety theme being 2% lower than average. We are implementing a programme of road safety schemes in Manchester, detailed on page 12 of this report. Better communication around, and delivery of, these schemes should help to improve our satisfaction scores in this area in future years.
- 14.4 When compared to the rest of Greater Manchester, our overall satisfaction levels were good. We scored highest for satisfaction across the 7 themes; Manchester ranked first / joint first within the region for 5 of these themes, third in 1, third in 2 and fourth in 2 themes. The below graph shows the total satisfaction scores for themes across the 10 GM districts.




- 14.5 156 different indicators in total were measured across all themes and Manchester ranked first within the region for 57 of these, with a ranking of second or third for a further 39 measures. This is a great result, given that we have one of the largest road networks in the region and the busiest regional centre, which causes heavy demand on our highway infrastructure.

14.6 Performance figures from the survey by theme are shown below, along with a range of specific measures:

Theme	Description	Score	NHT Average	Gap
	Overall	51%	50%	1%
	Accessibility	71%	68%	3%
	Communications	48%	46%	2%
	Public Transport	56%	51%	5%
	Walking/Cycling	51%	51%	0%
	Tackling Congestion	44%	44%	0%
	Road Safety	50%	52%	-2%
	Highway Maintenance	47%	46%	1%

Measure	Target	2020/21	2021/22	2022/23	National Average 2022/23	Performance
Overall satisfaction	>National average	52%	47%	<b>50%</b>	47%	
Satisfaction with condition of highways	>National average	37%	33%	<b>34%</b>	34%	
Satisfaction with pavements & footpaths (overall)	>National average	52%	49%	<b>52%</b>	52%	
Satisfaction with traffic levels & congestion	>National average	43%	41%	<b>43%</b>	44%	
Satisfaction with cycle routes & facilities (overall)	>National average	50%	50%	<b>50%</b>	50%	
Satisfaction with Highway maintenance	>National average	51%	43%	<b>47%</b>	46%	
Satisfaction with Street lighting	>National average	63%	60%	<b>62%</b>	62%	
Satisfaction with road safety locally	>National average	54%	48%	<b>50%</b>	55%	

No. of highway enquiries (CRM system)	Downward trend	7,267	11,476	<b>5,573</b>	n/a	
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- 14.7 Although public satisfaction with road safety locally has improved from last year, it is still 5% below the national average.

**Key Message: Benchmarking shows that our highway services are being delivered cost effectively and delivering continual efficiencies through adopting best practice and developing new or innovative methods of service delivery.**

## 15.0 Overview of Key Highway Assets

### 15.1 Carriageways and Footways

15.2 Manchester's highway network includes over 1,350 km of road and over 2,600 km of footway length, with a combined asset value of over £2.2 billion. The condition of our entire highways network is assessed every two years (approximately half of the network each year) and is rated using the following 5 categories:

- Grade 1 – As new
- Grade 2 – Good
- Grade 3 – Mid-Life
- Grade 4 – Functionally impaired (poor)
- Grade 5 – Structurally impaired (very poor)

15.3 The latest condition ratings for our carriageway & footway networks can be seen below:

Asset Type	Quantity (approx.)	Condition				
		Grade 1	Grade 2	Grade 3	Grade 4	Grade 5
All carriageways	1,368 km	36%	5%	45%	9%	5%
Principal A roads	165 km	38%	5%	49%	5%	3%
Classified non-principal B and C roads	139 km	38%	4%	49%	5%	4%
Unclassified Roads	1,064 km	35%	6%	43%	10%	6%

Asset Type	Quantity (approx.)	Condition				
		Grade 1	Grade 2	Grade 3	Grade 4	Grade 5
Footways	2,668 km	17%	12%	57%	13%	1%

### 15.4 Performance

15.5 Overall, the percentage of poor condition (grade 4 & 5) roads has improved from 25% to 14% over the last 5 years. The percentage of poor condition footways has improved from 16% to 14% over the last 5 years.

### 15.6 Spending in year and future spend required.

In 2022/23, we spent £5.5m on resurfacing schemes, £1.2m on preventative treatments, £2.2m on footway schemes and £8.8m on patching and defect repair works.

Modelling carried out as part of the business case for investment shows that to maintain the current condition of our highway network, we will need to spend about £7.5m on roads resurfacing and £2.3m on footways resurfacing per year over the next five-year period.



Although this extra funding will not deliver any further improvement in overall condition, the road state will not deteriorate from the maintenance achieved through the current capital funding programme. The % of grade 4 & 5 (poor) condition roads and footways would be held at about 14%.

## 16.0 Cycleways

16.1 Manchester currently has approximately 260 km of cycle routes across the city, including the Trans-Pennine trail, Fallowfield Loop and City Centre to Manchester Airport route. The Manchester cycle network map has been produced by TfGM and is found at the link below:

<https://tfgm.pindarcreative.co.uk/>

16.2 Manchester is committed to improving walking and cycling facilities across the city and has developed a number of projects and successfully bid for funding from the Mayor's Challenge Fund. The following projects have been completed or are planned or underway:

- Chorlton - the remaining Phases.
- The Northern Quarter (Piccadilly to Victoria) scheme – Stevenson Square.
- Victoria Northeastern Gateway.
- Beswick Filtered Neighbourhood
- Levenshulme & Burnage Active Neighbourhood
- Fallowfield Loop (Manchester Cycleway) design.
- Medlock Street Roundabout
- Oldham Road Inner Radial feasibility.



16.3 Most of our cycle routes are on-road, and as such they are maintained as a part of our road network.



## 17.0 Drainage

- 17.1 Manchester's drainage network consists of approximately 118,800 gullies, as well as linear drainage features such as Slot & Channel drains, soakaways, and trash screens.
- 17.2 Highways are also working on some design standards for the implementation of Sustainable Urban Drainage Systems (SUDS) installed (see below), as well as working with Drainage contractors to reduce their carbon impact, working towards our 2038 Carbon commitments.
- 17.3 *Performance*
- 17.4 The current programme of the drainage investment has allowed us to carry out cyclical cleansing on all our highway gullies and spend about £11.5m on capital improvements since 2017. These improvements include the replacement of gully lids and frames, pipe and line repairs, high powered jetting, brickwork replacement, CCTV studies and gully pot replacement.
- 17.5 Analysis of our CRM system to look at reports of drainage issues has shown that numbers have dropped from 3,200 in 2021/22 to 2,548 in 2022/23.
- 17.6 There have also been consistent levels of customer satisfaction, measured by the annual National Highways Transportation (NHT) Survey. In Greater Manchester, Manchester has the highest satisfaction scores in the region for provision of drains and keeping drains clear & working.



- 17.8 *Spending in year and future spend required*

In 2022/23, we spent about £1.3m on drainage repairs as well as over £620k on cleansing. Repair works were prioritised on the Key Route Network (KRN) and Community Network (CN) roads, which carry larger volumes of traffic.

A list of the current outstanding drainage repairs has been extracted from the highways drainage database with an average cost applied for the works this shows that the backlog of repairs needed is estimated to be about £15m across the whole network based on the gullies cleaned to date.

**17.9** *How many gullies cleaned / in working order last year?*

During 2022/23, 57,283 gullies were inspected, (62% of the network), of which 30,201 (54%) were working satisfactorily, whilst around 16,607 gullies were inaccessible predominantly due to parked vehicles. For streets where we know there are always parked cars present, we won't carry out cyclical visits, but will look to schedule 'community clean' days in liaison with the neighbourhood teams.

**17.10** *How many still need to be cleaned/repaired?*

Cyclical cleansing has been carried out since 2018 on all our gullies. Our proposed budget from 2023/24 onwards is around £640k per year, however the cost to cleanse all our gullies every year would be around £1.6m per year, so we have to prioritise which gullies we target to get the most value for money.

We deliver a drainage service that follows a risk-based approach, in accordance with the national Well-Managed Highway Infrastructure Code of Practice. Sorting all the gullies by total risk score has enabled us to prioritise each road into 3 bandings, based on the number of gullies on the road with a particular risk score:

- priority 1 (Red),
- priority 2 (Amber),
- priority 3 (Green) bands.

The table below shows the proposed 24/25 cleansing regime. This allows for cyclical cleansing of 87,000 gullies, which are those carriageway gullies for which a risk score was defined. Any remaining gullies would be cleansed on a reactive basis following requests or complaints.

We will be procuring a new drainage cleansing contract next year so this proposal may be impacted by the new cleansing rates defined in this contract.

Priority Routes	Frequency of cleansing	Approximate No. of gullies	Indicative annual cost
Red	1 per year	16,000	£256k

<b>Amber</b>	1 every 2 years	16,000	£128k
<b>Green</b>	1 every 4 years	55,000	£220k
<b>TOTAL:</b>			<b>£604k</b>

## 18.0 Sustainable Urban Drainage Systems (SUDS)

18.1 Highways are working closely with developers to increase the number of Sustainable Urban Drainage (SUDS) solutions across the city. SUDS are designed to both manage the flood and pollution risks resulting from urban runoff and to contribute wherever possible to environmental enhancement and place making. The multi-functionality and multiple benefits of SUDS is a key consideration within our own designs and when working with developers.

18.2 Sustainable drainage systems (SUDS) mimic natural drainage processes to reduce the effect on the quality and quantity of run-off from developments and provide amenity and biodiversity benefits. When specifying SUDS, early consideration of potential benefits and opportunities help us to deliver the best results for the city.

18.3 The benefits of SUDS include:

- Flood Risk Management – reducing the risk of flooding from development.
- Water Quality Management – reducing the impact of diffuse pollution.
- Improving Amenity and Biodiversity – the integration of green infrastructure with SUDS solutions can help to create habitat, recreational and biodiversity areas.
- Water Resources – SUDS can help to recharge groundwater supplies and capture rainwater for re-use purposes.
- Community Benefits – attractive, well designed public open space that incorporate SUDS can help to create better communities through social cohesion and quality of life improvements.

18.4 The 'Glade of Light' is designed to be a living memorial, a tranquil garden space for remembrance and reflection. Its peaceful surroundings are intended as the setting for commemorative events in the city relating to the attack. However, alongside its main purpose, there is also a functional side to the memorial, providing many of the benefits highlighted above.



## 19.0 Bridges and Structures





Irwell Street  
Bridge (River  
Irwell)

- 19.1 Manchester is responsible for about 390 bridges and structures, with a total asset value of over £570 million. These form essential links in the highway network; their purpose is to connect roads and footways to facilitate safe and efficient travel around the region. A full breakdown of each type of highway structure under MCC Highways ownership is detailed below:

Type of Structure	Number
Bridge	141
Footbridge	24
Retaining wall	64
Culvert	104
Tunnel	4
Subway	37
Sign/Signal Gantry	13
Specials	3
<b>TOTALS:</b>	<b>390</b>

- 19.2 Specials include items which are not highways structures, such as tourist structures (Roman Fort), large reports of old structures and pump houses etc.
- 19.3 Bridges and structures are particularly complex and varied in composition when compared with other assets, and this makes accurate modelling challenging. Unlike other assets the age range of the assets is vast, ranging from medieval bridges to modern day structures. Structures comprise numerous types and construction forms, from simple timber and masonry structures to complex steel and post-tensioned concrete multi-span structures.



Victoria  
Avenue Bridge  
(River Irk)

19.4 *How many bridges inspected last year?*

178 inspections were carried out in 2023/24, including 2 Principal inspections (PIs) and 176 General inspections (GIs).

19.5 *How many bridges to inspect next year?*

There are no Principal Inspections, but 212 General Inspections programmed for 2024/25.

Structural Reviews have been carried out for all Years 1 and 2 Principal Inspections (up to 2023/24), and 53 Structural Reviews are due to be carried out in 2024/25, following the Year 3 inspections.

33 Structural Assessments have been identified as being necessary from the Structural Reviews carried out to date. Assessments are programmed to start in Jan 2024.

19.6 *2024/25 maintenance schemes & works*

The following schemes are ongoing and planned in 2024/25:

- Jacksons Boat Bridge Phase 3
- Mancunian Way PTSI
- Kingsway Bridge Investigations
- Craddock Road Footbridge
- Lightbowne Road Culvert
- Church Lane Culvert
- Scour investigations & remediations
- Low headroom signage

## 19.7 *Condition update*

The current condition of our structures assets can be best represented by the overall Bridge Condition Index (BCI) value, as reported as part of the Whole Government Accounts (WGA).

BCI Average is an aggregate condition score of all parts of each structure regardless of type and provides a good measure of the overall state of the structures. Data from our Pontis bridge management system shows the BCI (Av) to be 83.0, with the following split in terms of condition rating:

- Very good: 34%
- Good: 45%
- Fair: 19%
- Poor: 1.4%
- Very poor: 0.6%

These values show an improvement on last year's figures, where the BCI (Av) was 75.9 and 12% of the structures stock had a condition rating of poor or very poor.

The data from last year has been updated following recent inspections. Changes to the scores may reflect improved/worsening condition as identified by the inspection. It should also be noted that scoring of the structures has a subjective element and therefore there can be variability between the scores. (e.g., annual changes to %'s rated Poor vs Very Poor.) Therefore, the focus should be on the overall trend and averages, rather than too detailed comparison of individual categories.

## 19.8 *How much have we spent this year?*

Capital spend in 2022/23 was approximately £900k on works, including Mancunian Way parapet repairs, de-vegetation schemes and repairs to the Cringle Brook culvert. In 2023/24 we have spent approximately £980k on works, including Mancunian Way repairs, Roger St Union, Hoyle Street, Boggart Retaining Wall, and other minor schemes.

## 19.9 *Value of structures and how much the backlog is -*

Based on the condition information collected at each inspection, a work bank of repairs and maintenance works is held for each structure. The total value of the work bank currently stands at approximately £8 million although this is a significant underestimate, and it will increase as we complete the various scheduled inspections over the next 2 years.

In addition to the review of the current work bank, planned improvements to our asset management approach e.g., accelerating structural reviews and assessments together with improved inspection coverage for our most difficult to access structures, will increase the maintenance work assigned at an individual structure level.



## 20.0 Street Lighting

- 20.1 Manchester's network includes 54,600 street lighting columns and 7,175 illuminated signs/bollards, with a total asset value of over £150 million.



- 20.2 The city council's street lighting management and maintenance are delivered through an existing long term PFI contract with AMEY which started in 2004 and runs until 2029. There have been no reported incidents in relation to our street lighting assets under the Reporting of Injuries, Diseases and Dangerous Occurrences Regulations (RIDDOR) law for over 5,000 days.
- 20.3 61,775 assets are maintained under the PFI, including streetlights, high masts, subway lights, traffic signs, traffic bollards and zebra beacons. There is a 2-hour response time 24/7 in place for emergency repairs and AMEY also carry out design work, supply/install services, connecting power supplies for CCTV and the installation of festive lighting in District Centres.
- 20.4 The deployment of LEDs has reduced the number of fault reports by over 50%, with an average of 99.5% of streetlights working throughout the year and has delivered an energy cost saving of some £4m a year.
- 20.5 The Council's team and AMEY continue to work with colleagues and developers to ensure disruption to existing units is minimized and new highway schemes and developments are delivered in accordance with the Council's specification and adopted promptly. New schemes included this year include Princess Road / Mancunian Way junction and the A555 Manchester Airport Relief Road.