



ST HELENS
BOROUGH COUNCIL

Highways Infrastructure Asset Management Strategy 2022 – 2027

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FOREWORD

I am pleased to present our new Highways Infrastructure Asset Management Strategy (the 'Strategy'). This is a key document setting out how we will manage, maintain and invest in our highway and infrastructure network across the Borough. It plays a pivotal role in the delivery of our Borough Strategy and supports our growth, climate and localities ambitions.

The Strategy covers the period 2022-27 to correspond with the 5-year Liverpool City Region Sustainable Transport Settlement that we have recently received. This alignment ensures that the Strategy is translated and embedded into operational service delivery, enabling residents and businesses to have confidence that we have the ability and resources to deliver on the commitments we have made. We will also ensure that this strategy helps to support our ambitious growth plans for the Borough. A well managed highway network is vital in connecting the borough and in accessing the range of regeneration programmes that are being developed across the Borough.

At the heart of the Strategy is an evidence-led approach. Having now undertaken extensive surveys of our highway network, we have an excellent knowledge base of its condition and where investment and improvements are needed. We will use our limited resources to ensure these areas are targeted and prioritised, moving away from a reactive approach to highway maintenance. Reactive maintenance doesn't offer value for money to our residents, and we believe that the overall quality and safety of the network will improve if we adopt a much more preventative approach. As such we will be exploring potential invest to save opportunities over the next 12 months. We hope this will lead to further capital investment which will subsequently reduce our revenue maintenance spend. Where there is practicable and affordable, we are committed to invest.

I am determined to ensure that St Helens roads are as safe as they possibly can be. This is why road safety is one of the key priorities featured throughout the Strategy. There is much more we will do in this area and will work closely with our partners and other stakeholders, working to an overall Vision Zero target that by 2040 no-one will be killed or seriously injured on the roads in the Liverpool City Region. As portfolio lead for the climate emergency, I am also encouraged at how we are increasingly adapting our highway network to facilitate greater choice and accessibility for active travel options, and how we are trying to mitigate the impacts of climate change events such as flooding.

Throughout the Strategy you will see that we make several commitments. This enable us to be measured on our performance and to provide transparency around how future network decisions are made. As we roll out the strategy, we will be exploring different ways to engage residents and businesses to further promote accountability and would welcome any comments / views on this.

I hope that you find the content useful and can clearly see how we intend to manage and maintain our highway network over the coming years.



Councillor Andy Bowden, Cabinet Member for Environment and Transport

INTRODUCTION

St Helens Council's highway infrastructure network is the most valuable asset the Council has responsibility for, with a replacement value in excess of £1.8bn. Maintaining and improving the network to an acceptable standard is essential, not only to provide safe and resilient links for people to travel around our borough and support growth but also to provide a suitable environment in which people can safely live, work and visit.

The Council recognises the importance of its highway network in supporting the Borough Strategy vision of working together for a better borough, with people at the heart of everything we do by improving people's lives together and creating distinct, attractive, healthy, safe, inclusive, and accessible places in which to live, work, visit and invest.

Effective maintenance and management of the highway network contributes to both the achievement of the Borough Strategy alongside the Liverpool City Region Combined Authority (LCRCA) transport priorities of Growth, Low Carbon and Access to Opportunity. Our highways infrastructure will also play an integral part in the delivery of inclusive growth across the Borough.

The strategy reflects the principles of 'Well Managed Highway Infrastructure: A Code of Practice' – a guidance document supported, endorsed, and recommended by the Department for Transport, which aims to provide the basis for the authority to adopt sound asset management principles that will consider the whole life of the asset allowing for advance planning to secure greater efficiency and value for money.

The Strategy will play a pivotal role in shaping how services will be delivered over the next 5 years. The Strategy and data contained within it will guide the highways maintenance programme with schemes selected by condition data, inspections, accident data and customer enquiries.

OUR HIGHWAY ASSETS

The highway network in St Helens is the largest and most visible community asset for which the Council is responsible. It is used daily by residents, businesses and visitors to the Borough, and it makes an important contribution to the Council's wider priorities.

The highway network is made up of many different types of assets including roads, footways, public rights of way, cycle routes, bridges, culverts, dams, drains, road signs and traffic signals. Each of these asset types has different needs for management and maintenance to ensure that they provide the quality of service that our customers expect.

Our roads (carriageways) and footways:

Total Length Carriageway: **780km**

Total Length Footways: **891km**

Our roads are classified by categorising them to help direct motorists towards the most suitable routes for reaching their destination. This is done by identifying the roads that are best suited for different types and amounts of traffic.

A roads are major roads intended to provide large-scale transport links within or between areas. Generally, an A road will be among the widest, most direct roads in an area, and is of the greatest significance to traffic travelling through the area.

B roads are roads intended to connect different areas and to feed traffic between A roads and smaller roads on the network. B roads are still important routes for traffic (including traffic travelling through the area), but less so than an A road.

C roads are generally smaller roads intended to connect unclassified roads with A and B roads, and often linking a housing estate or a village to the rest of the network. C roads performs a more important function than an unclassified road.

Unclassified roads are local roads intended for local traffic.

The A, B and C roads make up the classified network which carry most journeys and account for 20% of the entire network.

The remaining roads are unclassified and are residential in nature. These roads carry much less traffic but play important movement and public realm functions within the Borough's distinctive neighbourhoods

Each length of infrastructure contains a wide range of 'individual' assets, for example road and footway construction, road signs and markings, bus stops, mini roundabouts, zebra crossings etc.

Other Key Highway Assets

- 70 signalised junctions with associated road markings
- 163 highway bridges and structures
- 23,500 street lights
- 890 illuminated bollards
- 3,130 illuminated signs
- 35,000+ gullies
- additional grit bins, safety bollards, benches, signs etc

Key functions

In managing and maintaining the above assets we provide a range of functions:

- **Routine maintenance:** works on a regular basis to keep the network in good condition and working well, such as gulley cleansing, sweeping streets and cutting grass verges.
- **Planned maintenance:** larger scale works to keep the network in good condition and working well and to extend the life of an asset. This includes road resurfacing, surface dressing and bridge repairs.
- **Reactive maintenance:** responding to inspections, enquiries or emergencies. These are generally small-scale works, examples include; pothole repairs and attending to traffic signal and street lighting outages to keep the network in a safe condition.
- **Regulatory maintenance:** inspecting and regulating the activities of others such as utility companies installing their apparatus in or on the highway.
- **Winter service:** providing salting and clearance of snow and ice.
- **Adverse weather and other emergencies:** providing a planned emergency response.

VALUE OF OUR HIGHWAY NETWORK

St Helens Council's Highways department report the valuation of the Highways network annually in the Whole of Government Accounts (WGA). This process takes account of every asset in the town and gives a value year-on-year. The main figures are as follows.

Gross Replacement Cost

The **Gross Replacement Cost (GRC)** for the entire Highway network is **£1.8bn**. This is the cost to re-build the entire network from scratch. This figure is used by Central Government to assess replacement value and levels of deterioration nationally and may be used by the Government to assess future funding levels. This figure includes the Council's roads, footways, lighting, signals & street furniture. It also includes bridges & structures assets.

Depreciated Replacement Cost

The **Depreciated Replacement Cost (DRC)** is what the Highways network is currently worth (i.e., to replace to current condition). St Helens' network is valued at **£1.6 bn**

Accumulated Depreciation

This is the difference between the GRC and DRC and the amount of money required to renew all assets to an 'As New' condition. St Helens' network has a current accumulated depreciation of **£183m**. This level of investment is not affordable within existing and restricted funding envelope so we must invest wisely and prioritise works that are most urgent.

STATUTORY OBLIGATIONS

There are a number of legislative requirements that govern the way the Council manages the highway network and its highway assets; these include but are not limited to:

- **The Highways Act 1980** – The Council are a Highway Authority and have a statutory duty under the to maintain the adopted highway. Highway assets include carriageways, footways, bridges & structures, street lighting, traffic control equipment and drainage systems.
- **The Traffic Management Act 2004** – The Council have a statutory duty under the to maintain safe flows on its highway network and co-ordinate works on the highway to minimise disruption.
- **Road Traffic Act 1988**: Provides a duty for highway authorities to promote road safety.
- **The Construction (Design & Management) Regulations 2015** – A set of Health & Safety regulations that must be are applied to all construction projects.

STRATEGIC CONTEXT

The borough's highway network is one of the most important assets for which the council is responsible. As well as being used daily by many people who live, work or play in the borough (whether in a car, on a bus, on a bike or on foot), our streets also make up around three-quarters of all public space. They play a central role in defining what our towns and villages look like and shaping how we live our lives within them. The management of this critical community asset is central to the council's ability to meet its strategic objectives, improving people's quality of living, boosting the vitality of our local economy and ensuring the sustainability of our borough.

Nationally, the strategic direction of transport investment is changing. National modal strategies such as Gear Change, Bus Back Better and Taking Charge all emphasise the need

to transition towards an increased focus on encouraging sustainable travel and set out a future with significantly increased modal share for public transport, walking and cycling, with remaining car journeys fully electric and zero emission. The government's Cycling and Walking Investment Strategy sets the ambition to double cycling levels by 2025, and the government has announced that sales of all new petrol and diesel cars and vans will end in 2030.

Through the Liverpool City Region Combined Authority (LCRCA), St Helens Borough Council works closely with neighbouring authorities across Merseyside to deal with strategic policy areas such as economic growth, transport, tourism, culture, housing, and physical infrastructure. This includes working collectively to identify and deliver maintenance decisions for an identified cross-boundary Key Route Network. To ensure consistency and continuity of service, this strategy is co-ordinated with LCRCA asset management documents relating to the Key Route Network (KRN) and documents specifically relating to the KRN take precedence for that part of the network.

The 2019 Combined Authority Local Transport Plan brings together key points from the extant statutory Local Transport Plans for Merseyside and Halton and sets out a strategic vision for transport within the City Region. Similarly, our emerging Local Plan (2020-2037) recognises the strategic priorities for our transport network as facilitating economic growth, enabling good levels of accessibility between homes, jobs and services, improving air quality and minimising carbon emissions. In conjunction with the LCRCA, a new statutory Local Transport Plan for the city region is being developed with a view to be adopted in 2023, the following is the current draft vision:

“To plan for and deliver a clean, safe, resilient, accessible and inclusive London-standard transport system for the movement of people, goods and freight in a way that delivers our economic, social and environmental ambitions, and in particular, a net zero carbon emitting city region by 2040 or sooner”

How we manage our highways network must change to reflect emerging policy objectives, playing a fundamental role in supporting economic growth while making our local places healthier, safer and more sustainable for all users. Our highways asset management approach will make a direct contribution towards helping us achieve these priorities, proactively seeking every opportunity to improve accessibility, tackle congestion, enhance sustainable travel options, provide safer roads and contribute towards addressing the climate emergency.

ALIGNMENT WITH BOROUGH STRATEGY 2021-2030

Our highways asset management strategy plays an instrumental role in supporting the delivery of the Council's Borough strategy. An extract of the outcome's framework from the St Helens Borough Strategy 2020-2031 is set out below highlighting those outcomes which our asset management strategy will support:

PRIORITY 3 - CREATE SAFE AND STRONG COMMUNITIES AND NEIGHBOURHOODS FOR ALL	
Outcome	How Highways Asset Management supports the outcome
Our communities and neighbourhoods are safe, strong and caring.	Maintenance of highway assets leads to improved road safety through reduced number and severity of road traffic collisions.
PRIORITY 4 - SUPPORT A STRONG, THRIVING, INCLUSIVE AND WELL-CONNECTED ECONOMY	
Outcome	How Highways Asset Management supports the outcome
Our places are well-connected with accessible transport and digital networks.	<p>A principle behind good highway asset management is to maintain flows around the network and minimise delays.</p> <p>We will improve our sustainable travel infrastructure by implementing, promoting and maintaining active travel schemes.</p>
PRIORITY 5 - CREATE GREEN AND VIBRANT PLACES THAT REFLECT OUR HERITAGE AND CULTURE	
Outcome	How Highways Asset Management supports the outcome
Our environment is protected for the future.	<p>Our Carbon emissions reduce year on year with streetlighting upgraded to lower emission LEDs and our traffic signals maintained to reduce congestion and improve air quality.</p> <p>Use innovative maintenance techniques and materials eg low temp road markings.</p>

	<p>Active travel schemes are implemented, promoted and maintained in a safe condition.</p> <p>We increase active travel and use of sustainable transport by implementing, promoting and maintaining active travel schemes.</p>
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PRIORITY 6 - BE A RESPONSIBLE COUNCIL

Outcome	How Highways Asset Management supports the outcome
<p>Communicate, listen, engage, and work in partnership well with our residents, communities, local organisations, and partners recognising the strengths and skills in our community.</p>	<p>Customer focussed service delivery – proactively informing, consulting, and engaging with customers, stakeholder and partners about all aspects of the service. Responding to residents and communities concerns in a prompt manner.</p>
<p>Provide value for money and ensure we are financially resilient and sustainable.</p>	<p>This Highway Asset Management Strategy sets out how the Council will best manage our Council’s highway asset, taking into consideration customer needs, local priorities, asset condition and best use of available resources. It addresses the highways asset as a whole, as well as articulating specific strategies for our major asset groups: carriageways, footways, bridges, structures, street lighting and traffic signals. These strategies will be used to inform the development of forward works programmes, in line with best practice lifecycle planning practice. This will ensure we deliver the best possible outcomes for our communities and that we make cost effective use of our resources.</p>

VISION AND STRATEGY OUTCOMES

Our vision is to be a leading highway authority, efficiently managing, maintaining, and improving St Helens highways to ensure safe, reliable journeys and supporting economic growth.

Our strategy is centred on achieving the following 4 key outcomes:

1. **A safe network** - Complying with statutory obligations whilst meeting users' needs and operationally delivering the Liverpool City Region Road safety strategy.

Why?

During the 5-year period, March 2017 to March 2022, there have been 295 people seriously injured in road traffic collisions and 21 fatalities on the St Helens managed highway network.

What will we do:

- Complete a review of the council's road safety function and bring forward recommendations to improve road safety
- Continually review accident data and assess what interventions (engineering or educational) are required to improve safety. Ensure these are built into future year investment programme
- Ensure that safety considerations are incorporated into all highway and transport improvement schemes at design stage
- Support partners to develop road safety initiatives to reduce road traffic accidents.
- Re-establish the Joint Action Group multi-agency meeting with Merseyside Police and Merseyside Fire & Rescue Service.
- Employ a dedicated Traffic & Road Safety lead officer within the Highways & Infrastructure team to lead this area of the service.

How will we know if we have achieved the outcome?

Working to an overall Vision Zero target that by 2040 no-one would be killed or seriously injured on the roads in the Liverpool City Region. This is an ambitious target, but we are committed to work with colleagues and partners from across the region to achieve it.

2. **A well-managed network** - Ensuring that we continually strive to improve our highway and infrastructure assets and that the relevant aspects of the service are co-ordinated and integrated. This will help to improve the reliability and performance of the network.

Why?

St Helens has ambitious growth aspirations with major regeneration programme underway across the Borough. These include St Helens and Earlestown town centre

regeneration, Parkside, Glass futures and Omega developments. A well-managed highway network is a key enabler for these regeneration programmes.

What will we do:

- Ensure the effective co-ordination of all works on the highway including works by other organisations to reduce closures, disruption and delays.
- Work with LCR Highway Authorities to continually invest in and develop our Key Route Network.
- Invest in developing the strengths and skills of our workforce
- Invest in further digitising our services to improve the efficiency and reliability of our network
- Have a prominent voice regionally and nationally to promote St Helens and trial new initiatives and technologies.
- Explore opportunities to jointly procure works and services across the region in order to deliver economies of scale.
- Work closely with the delivery teams and external partners overseeing the delivery of major regeneration programmes.

How will we know if we have achieved the outcome?

We will have successfully delivered our annual delivery programme minimising levels of disruption across the borough and reducing the number of complaints

- 3. A well-maintained network** - Minimising cost over time, improving the condition of the network and, maximising value to the community, and making a positive environmental contribution. Moving to a proactive and preventative maintenance approach.

Why?

In 2021 we completed a full condition survey of the highway network. This identified that a number of roads within our network fell below the acceptable standard of maintenance. A heat map and condition breakdown for our carriageway network is included at Appendix A.

What will we do:

- Evidence based decision making to ensure best use of our limited funding.
- Use cost effective planned and preventative maintenance treatments to maximise the life of our assets and deliver value for money.
- Ensure procurement of works and services complies with OJEU and corporate guidelines, encourages the sustainable use of materials and low waste techniques.
- Ensure we have robust contract management arrangements to ensure high quality standards are delivered and to deliver works effectively and expediently.

- Maintain, review and update our asset registers to ensure we hold accurate and up-to-date data and improve our data integrity; keep accurate records of historic projects, so we know when they were repaired, what materials were used and to monitor how the materials used are performing.

How will we know if we have achieved the outcome?

By 2025 and 2027 highway survey condition reports show a demonstrable improvement in the number of roads reaching condition levels 1-3 (very good to fair) and a reduction in the number of roads achieving level 4-5 status (poor-very poor).

- 4. Customer focussed** - Informing, consulting, and engaging with customers, stakeholder and partners about all aspects of the service.

Why?

Every resident in the borough will at some point rely on the Highway network, most on a daily basis. Highway maintenance and management is also often disruptive in its nature. We must therefore ensure that we communicate regularly and in a timely fashion. The views of our residents and businesses are also vital in having a safe, effective and accessible highway network.

What will we do:

- Create a new customer liaison officer role within the Highways & Infrastructure service to provide dedicated focus on customer service and stakeholder management.
- Digitise more of our services so that they are more accessible, and the customer experience is improved.
- Publish our indicative 5-year Highways infrastructure maintenance programme. A copy of this can be found at Appendix B. This will be supplemented by annual delivery programmes that provide the full list of exact schemes being delivered.
- Provide timely notice of any works happening across the network.
- Ensure contractors engage with and are considerate to our customers with designated public liaison officers appointed for major schemes.
- Undertake an annual assessment of customer satisfaction through the National Highways and Transport Annual Survey
- Customer focussed – manage the St Helens Council Permit Scheme for Road and Street Activities to drive improved coordination of works on our network, improve communication between the authority and utility companies and reduce impact on our customers.

How will we know if we have achieved the outcome?

Our annual customer survey will demonstrate an improvement in satisfaction. We will work towards achieving ISO accreditation by 2025.

KEY THEMES INFORMING THE STRATEGY

The following themes will all play a key part in delivering the outcomes set out in this strategy document. Where applicable we have included “what we commit to do” in order to promote transparency and accountability for our actions.

Evidence Based Decision Making

A fundamental principle underpinning the strategy is the use of evidence and data. This will ensure that our limited resources are always targeted in the right areas and that there is transparency and consistency in everything that we do. The strategy and associated decision making are supported by robust and reliable data from several sources including:

- **Safety inspections.** Primarily to ensure a defence against claims through planned inspections and monitoring of the highway these generate remedial works where defects exceed a defined intervention level. (Code of Practice for Highway Safety Inspections)
- **Detailed inspections.** Visual inspections carried out to identify non-urgent repairs for inclusion in a programme of works.
- **Highway condition surveys.** A combination of visual, video and structural surveys carried out across the network including Coarse & detailed visual surveys; Deflection and residual life surveys; Skid resistance and Structural highway condition surveys using Gaist technology.
- **General and Principal inspections of bridges and structures.**
- **Street lighting and traffic management systems inspections.**
- **Road accident data.**
- **Customer enquiries.**
- **Reviewing flooding data and investigation reports**

We commit to: Use data and intelligence to inform our future investment decisions, road safety interventions and maintenance programmes. This data will be regularly reviewed and updated to ensure its accuracy and reliability.

Stakeholders & Service Standards

The Council understands that it manages and maintains the highway assets for the benefit of the residents, visitors and businesses of the borough. Each of these stakeholders will have different expectations and priorities for their highway network. In managing these expectations, we must be clear as to the level of service we provide and to hold ourselves to account for our performance.

We commit to: Develop a set of service standards over the next 6 months and to make these publicly available.

Funding

2022 marks the first year of a 5-year funding settlement from the Liverpool City Region Combined Authority. This is in the form of a City Region Sustainable Transport Settlement (CRSTS), which seeks to 'level up' major city conurbations' road networks and combines previous capital funding streams into an overall CRSTS settlement. CRSTS consolidates funding from previous allocations of the Highways Maintenance Block, Potholes Fund and Integrated Transport Block.

This 5-year settlement (2022-2027) has simplified the funding landscape and allows long-term funding certainty thereby allowing investment to design and deliver interventions on the highway network. This funding will provide much of the financial resources that is needed to support the delivery of this strategy.

The CRSTS funding secured for Highway Maintenance is £6.2m per annum for the next 5 years, this strategy and plan will mitigate against failure to deliver in accordance with the grant funding agreement as this could result in reduced funding allocations for future years.

Whilst securing funding is positive it is only sufficient to maintain only 0.2% of the network each year. This makes it essential that we make the best use of the money we have and drives the need for us to be innovative where possible in our approach.

In recent years, there has been a decline in the condition of the Borough roads, particularly unclassified roads due to under-investment, exacerbated by the tough economic climate and significant reduction in Government grant support. Maintaining an ageing network is a critical task for the Council with high public expectations for safe, reliable and comfortable travel.

The Council recognises that its highway service must be managed and delivered within financial constraints, however continually maintaining roads that are in a poor condition is expensive with inefficient premium costs for repairs compared to regular annual planned and preventative maintenance. The Council will therefore adopt the principle that 'prevention is better than cure' in determining the balance between preventative, planned, and reactive maintenance activities. Every pound that we invest in preventative maintenance has potential to save between six and ten pounds in rebuilding costs later. This approach will reduce the whole life cost of the carriageways as we will be reducing the lengths of roads which would otherwise have deteriorated requiring more expensive treatments to remain in service.

With existing resources becoming increasingly difficult to secure and stretch, next steps include delivering on the Highway Infrastructure Investment agreed as strategic capital investment schemes in the Medium-term Financial Strategy 2021-2024 and exploring the business case for capital investment through 'invest to save' opportunities in our highway network.

We commit to: Develop and publish five-year maintenance delivery programmes to demonstrate how we are making best use of the funding settlement. This will be reviewed on an annual basis against evidence and customer feedback. A copy of the programme is contained at appendix B

We commit to: Seek continuous improvement in value for money, developing a tailored and best practice approach to the procurement of works and maximising social value.

Climate Change

In 2020 the Council declared a Climate emergency and pledged to reach net zero by 2040. This necessitates us to change how we manage and deliver all services. For our highways and infrastructure this means:

We commit to:

- Consider both the embodied carbon and operational energy that we generate and adhere to circular economy principles to reduce waste.
- Only partner and enter into contract with contractors who share our net zero commitments.
- Pro-actively explore new technologies and construction materials that reduce the environmental impact.
- Decarbonise our fleet and equipment to reduce our operational impact on the environment.

Localities

Localities working is well suited to Highways & infrastructure management. This means that we will focus our resources on the specific needs and demands within our communities rather than provide a rigid or inflexible service that provides a single universal offer. This is consistent with our data and evidence led principles.

Strategic Growth

The importance of growth and new development is recognised for the future of the local area and economy. New development and change of use is supported and promoted through the planning process to ensure the impact on the existing highway network, its users and its future maintenance are not adversely affected.

Managing Risk

The Council has adopted a policy for highway safety inspections that incorporates a risk assessment approach to the categorisation of highway defects. This aligns with the Well Managed Highway Infrastructure: A Code of Practice. The Council acknowledges the benefits

of a systematic approach to managing risks, at strategic, tactical and operational levels and will include risk management in all parts of its asset management process.

Sudden Asset Failures

The strategy advocates a planned and risk-based approach but there may be circumstances where a particular asset fails rapidly. In this event, planned activities across all asset groups will be reprioritised using the principles defined in this strategy. There may be other urgent circumstances that require us to deviate away from the planned risk-based approach. These will be communicated appropriately.

Performance Management and Benchmarking

This is an essential component in measuring and assessing whether the strategy outcomes are being delivered. We must improve in this area and develop a performance management culture both within the service and our contracting partners. Our robust performance management framework will include:

- Set of key performance indicators – to help assess asset condition, service response times, customer satisfaction.
- Performance dashboards – these will be used to ensure that investment and maintenance projects are delivered on time and budget.
- Robust contractual arrangements to ensure our contracting partners are achieving our standards.

Reporting of progress against these performance areas will allow assessments to be made on progress and demonstrate continuous improvement. This performance management framework will form a key element of our asset management framework implementation.

We commit to: Develop and publish an annual state of the borough report to show success against the delivery of strategy outcomes.

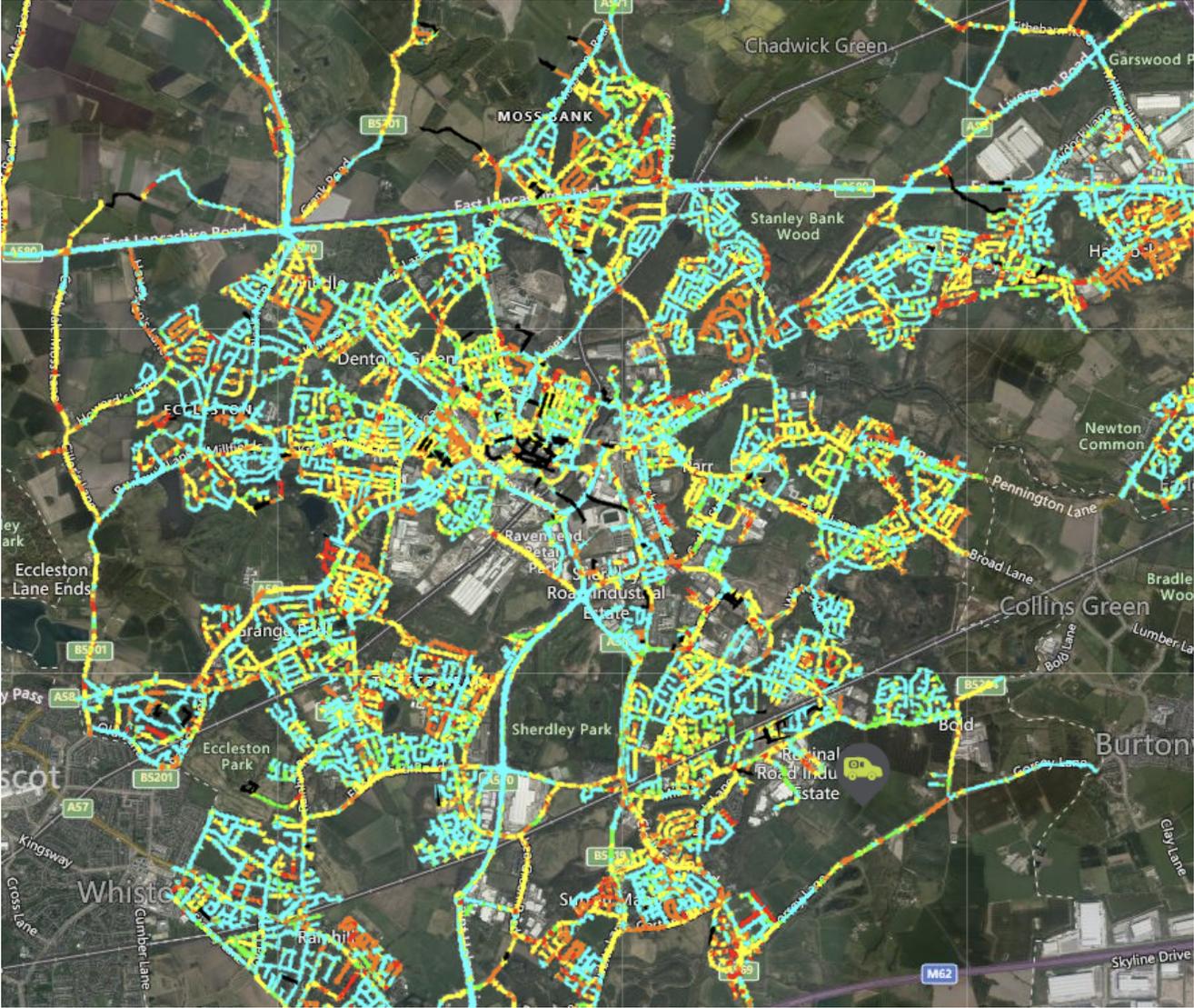
We commit to: Undertake regular benchmarking exercises to assess our performance against other comparable Local Authorities.

REVIEW AND MONITOR

The strategy will be reviewed regularly (minimum 2-yearly) to allow informed decisions to be made that will ensure the Council meets its legal obligations to maintain the network. The strategy is independent of variations in funding levels and therefore, significant changes to the strategy will not need to be made if major changes in available budget occur.

Appendix A - heat map and condition breakdown for our carriageway network

Colour coded heat map showing the entire St Helens carriageway network as surveyed July/August 2021



Condition grades

The survey data captured has been used to analyse the condition of the carriageway and footway network. The overall condition is broken down by grade as per the following table page 1, based on different damage types and their severity. The condition follows a 5-grade system from Very Good to Very Poor.

Table showing condition grade and description

Grade	Condition	Description	
1 Very Good	Damage free	No visible damage	
2 Good	Signs of wear and indicators of risk	Risk factors are identified within these grades, such as patching or reinstatements where accelerated deterioration is likely to occur. Damages may be limited to the surface or they may indicate structural issues that could cause more rapid deterioration	Earliest visible onset of deterioration
3 Fair	Serviceable		More advanced deterioration although these should not have a significant impact on road users.
4 Poor	Functionally impaired	This grade refers to levels and types of damage that affect the functionality of the asset and that have a noticeable impact on users. The damage can usually be rectified by surface treatments, but there may also be signs of structural damage.	
5 Very Poor	Structural or severe surface impairment	This grade indicates severe surface failure and/or structural impairment, where full-depth resurfacing, or partial or full reconstruction is required to rectify the problems.	

Table showing condition breakdown by classification of road and footway for St Helens carriageway and footway network as surveyed July/August 2021

Condition Summary		1 Very Good	2 Good	3 Fair	4 Poor	5 Very Poor
A Roads	%	47	7	41	4	1
B Roads	%	27	4	61	6	2
C Roads	%	29	7	57	5	2
U Roads	%	38	6	44	9	3
Footway - Bituminous	%	39	21	37	3	<1
Footway – Bituminous Overlay	%	41	19	36	4	<1
Footway – Modular	%	11	4	77	8	<1
Footway – Modular Overlay	%	3	1	89	7	0

Example of carriageway in Very Good Condition and Very Poor Condition

Very Good		
Very Poor		

Appendix B - Highway maintenance delivery Programme 2022-2027

This 5-year delivery programme is indicative, with both the schemes and the maintenance approach we will use selected by condition data, inspections, accident data and customer enquiries.

The Director of Operations in consultation with the Portfolio holder for Environment and Transport will finalise each year the annual programme of works, ensuring deliverability and affordability.

The delivery programme is indicative as there needs to flexibility to allow for things that may change, happen unexpectedly or as the evidence base changes. The 5-year programme of works is dependent on our increased survey programme to assess the condition of our full range of Infrastructure assets. This follows on from the successful survey programme that was completed in 2021 on our highway network.

The Structures and Street Lighting programmes are dependent on business cases in support of the Highway Infrastructure Investment agreed as strategic capital investment schemes in the Medium-term Financial Strategy 2021-2024. If the business cases are not successful, we will need to revisit the programmes in these areas. (Street Lighting has been developed as a 4-year programme to maximise return on our investment with the year 5 programme dependent on condition surveys).

At current we are unable to establish a 5-year maintenance programme for Active Travel, this is dependent on condition surveys and an audit of the existing network which will be completed in 2022/23.

Our drainage maintenance is reactive with maintenance identified during routine cleansing.

Pothole repairs are also reactive with localized repairs identified by highways inspections and customer enquiries.

Table showing indicative Highway maintenance delivery programme 2022-27

STRATEGIC MAINTENANCE	Ward	Year				
		2023/23	2023/24	2024/25	2025/26	2026/27
Booths Brow Road	Billinge & Seneley Green					
Main Street	Billinge & Seneley Green					
Blackbrook Road	Blackbrook					
Sandy Lane	Bold & Lea Green					
Farm Road/ Cranshaw Avenue	Bold & Lea Green					
Belvedere Road Estate	Newton le Willows West					
Crow Lane East	Newton le Willows West					
Crow Lane West	Newton le Willows West					
Haydock Street	Newton le Willows West					
Queen Street	Newton le Willows West					
Clipsley Lane	Haydock					
Lodge Lane	Haydock					
Liverpool Road	Haydock					
Millfield Lane	Haydock					
Clinkham Wood Estate	Moss Bank					
Acorn Street	Newton le Willows East					
Broad Oak Road	Parr					
Crank Road	Rainford					
Rookery Drive	Rainford					
Honiston Avenue	Rainhill					
Warrington Road	Rainhill					
St James Road/ View Road	Rainhill					
Mill Lane	Rainhill					
Ellamsbridge Road	Sutton North West					
Grimshaw Street	Sutton North West					
Clock Face Road	Bold & Lea Green / Sutton South East					
Elephant Lane	Thatto Heath					
Stevens Street	Thatto Heath					

Ashcroft Street/ Parr Street	Peasley Cross & Fingerpost					
Corporation Street	St Helens Town Centre / Peasley Cross & Fingerpost					
Gaskell Street	St Helens Town Centre					
Hall Street	St Helens Town Centre					
Peter Street	St Helens Town Centre					
Westfield Street	St Helens Town Centre					
Leslie Road	West Park					
Prescot Road	West Park / St Helens Town Centre					
City Road	Windle					
Hamilton Road Estate	Windle					
Newton Road	Billinge & Seneley Green					
Newton Road	Parr					
Crank Road	Rainford					
Higher Lane	Rainford					
Dairy Farm Road	Rainford					
Kentmere Avenue	Moss Bank					
Haydock Park Gardens	Haydock					
Cranshaw Avenue	Bold & Lea Green					
St James Mount	Rainhill					
News Lane	Rainford					
Union Bank Lane	Bold & Lea Green					
Church Road	Rainford					
Roper Street	St Helens Town Centre					
Park Avenue	Blackbrook					
Hawes Avenue	Moss Bank					
Tyrer Road	Newton le Willows East					
Borron Road	Newton le Willows West					
Gorse Croft	Eccleston					
Houghton's Lane	Eccleston					
Thirlmere Avenue	Moss Bank					
Blind Foot Road; Mossborough Road	Rainford					

Gillar's Lane; Catchdale Moss Lane	Eccleston					
Ennerdale Avenue	Moss Bank					
Finney Grove	Haydock					
Coldstone Drive	Billinge & Seneley Green					
Arch Lane	Billinge & Seneley Green / Haydock					
Oldfield Street	St Helens Town Centre / Moss Bank					
Sandy Lane	Bold & Lea Green					
Whiteside Road	Blackbrook					
Brindley Road	Sutton South East					
Peter Street	St Helens Town Centre					
Lawton Road	Rainhill					
Slag Lane	Haydock					
Malvern Road	Parr					
Garswood Road	Haydock / Billinge & Seneley Green					
Burrow's Lane	Eccleston					
Vista Road	Haydock / Newton le Willows West					
Billinge Road	Billinge & Seneley Green					
Billinge Road	Billinge & Seneley Green					
Dunbeath Avenue	Rainhill					
Beacon Road	Billinge & Seneley Green					
Renfrew Avenue	Moss Bank					
Balniel Street	Bold & Lea Green					
Cornwall Street	Parr					
Farm Road	Bold & Lea Green					
Roby Well Way	Billinge & Seneley Green					
Holme Road	Eccleston / West Park					
Eastham Crescent; Moreton Avenue; Heswall Avenue; Hoylake Grove; Prenton Avenue; Neston Avenue	Bold & Lea Green					

Rebecca Gardens; Huntley Avenue; Sandalwood Gardens; Olga Road; New Street; Irwin Road	Sutton North West					
Birstall Avenue; Grantham Crescent; Markfield Crescent; Linford Grove	Blackbrook Road					
Humber Crescent; Grimshaw Street	Sutton North West					
Bold Lane	Bold & Lea Green					
Elton Head Road	Thatto Heath / Bold & Lea Green					
Higher Lane	Rainford					
Fleet Lane	Parr					
Gorse Lane	Bold & Lea Green					
Fleet Lane	Parr					
Robina Road; Kent Road; Kenwright Crescent; Waterdale Place; Highfield Street; Crouch Street; New Street; Irwin Road	Sutton North West					
Gaskell Street; Gower Street; Bentinck Street; Sutton Road	Peasley Cross & Fingerpost / Parr					
Bedford Street; Hertford Street	Parr					
Charnwood Street; Archer Grove; Epsom Street; Hargreaves Street; Richards Grove; Nicholson Street; Bramwell Street	Parr					
Maggots Nook Road; News Lane	Rainford					
Tyrer Road; Hey Wood Close; Kirkacre Avenue; Linear View	Newton le Willows East					
Turnstone Avenue; Lapwing Close; Linnet Close; Sanderling Road; Whinchat Avenue; Plover Close; Pipit Avenue; Whimbrel Avenue	Newton le Willows West / East					
Crockett's Walk; Clarke's Crescent; Pike Place	Eccleston					

Crowther Street; Chamberlain Street; St Georges Road; Roscoe Street; Warwick Street; Rivington Street; Downs Road; Underhill Road; Bridgeman Street	West Park					
Oakston Avenue; Manor Avenue; Ashton Avenue; Ashley Close	Rainhill					
Pimbo Road	Rainford					
Condition Surveys – Essential activity to inform the development of an evidence-based asset management strategy	All					
Carriageway Works - Patching	All					
Footway Works	All					
Supporting Regeneration	All					
Risk and Contingencies	All					
KRN (Patching)	All					

TECHNOLOGY AND COMMUNICATIONS		Year				
		2022/23	2023/24	2024/25	2025/26	2026/27
Street Lighting - replacement of lighting columns						
Bold & Lea Green						
Rainhill						
Sutton West & East						
Thatto Heath						
Parr						
Newton West & East						
Blackbrook						
Billinge & Seneley Green						
Moss Bank						
Haydock						
Rainford						
Eccleston						
Town Centre						
West Park						
Windle						
Condition Surveys						
Risk and Contingencies						

TECHNOLOGY AND COMMUNICATIONS		Year				
		2023/23	2023/24	2024/25	2025/26	2026/27
Traffic Signal Upgrades						
Baldwin Street (Pedestrian Crossing)	St Helens Town Centre					
Boundary Road/ Kirkland Street (Junction Upgrade)	St Helens Town Centre / West Park / Windle					
Lugsmore Lane (Pedestrian & Cycleway Crossing)	Thatto Heath					
Woodlands Rd Shuttle (Junction Upgrade)	Moss Bank					
New St Shuttle (Junction Upgrade)	Sutton North West					
Baxters Lane Shuttle (Junction Upgrade)	Peasley Cross & Fingerpost					
St Helens Rd/Burrows Lane (Junction Upgrade)	Eccleston					
Clipsley Lane/Haydock Lane (Junction Upgrade)	Haydock					
St Helens Rd/Portico Lane (Junction Upgrade)	Eccleston					
Standish Street/Atlas Street (Junction Upgrade)	Peasley Cross & Fingerpost / St Helens Town Centre					
Standish Street/Hall Street (Junction Upgrade)	St Helens Town Centre					
West End Rd/Old Whint Rd (Pedestrian Crossing)	Blackbrook					
Elton Head Rd/Lowfield Lane (Junction Upgrade)	Thatto Heath / Bold & Lea Green					
Condition Surveys	All					
Risk and Contingencies	All					

BRIDGES AND STRUCTURES	Ward	Year				
		2023/23	2023/24	2024/25	2025/26	2026/27
Colliery Railway No3 (48)	Haydock					
Lodge Underpass (110)	Haydock					
Windle Farm Cattle Creep (257)	Windle					
Rainford Junction Station (News Lane) (177)	Rainford					

Dagnals (54)	Rainford					
Croppers Hill Tunnel (51)	Town Centre					
Hardshaw Brook Culvert (L/Way East) (281)	Peasley Cross & Fingerpost					
Ashcroft Street (6)	Parr/Peasley Cross & Fingerpost					
Gerards Lane (75)	Sutton NW					
Forest Road (68)	Bold & Lea Green					
Marshalls Cross New (117)	Bold & Lea Green/Sutton NW/Sutton SE					
Scafell Road (206)	Moss Bank					
Windle Hall (258)	Rainford/Windle					
Green Leach Subway (82)	Moss Bank					
Bold Moss Millenium Footbridge (317)	Bold & Lea Green					
Penny Lane (161)	Haydock					
Leach Hall (106)	Sutton NW/Sutton SE					
Withins (262)	Haydock					
Dam House (56)	Sutton SE					
Windlehurst (259)	Moss Bank/Rainford/Windle					
Ellams Bridge Road (65)	Sutton NW/Sutton SE					
Goore's Bridge (80)	Billinge & Seneley Green/Rainford					
Watery Lane (249)	Parr/Sutton NW/Sutton SE					
Lowfield Lane Bridge (276)	Bold & Lea Green					
Windle Brook (255)	Eccleston					
Rainhill Station (181)	Rainhill					
Brookhouse Culvert (26)	Bold & Lea Green/Rainhill					
Sherdley Hall Farm Bridge (277)	Thatto Heath					
Sutton (Gaskell Street) (225)	Parr/ Peasley Cross & Fingerpost					
Ship Inn Canal (214)	Blackbrook					
Old Boston (140)	Haydock					
Rainford Brook (175)	Rainford					

Carr Mill (34)	Moss Bank					
Blackbrook Bridge (12)	Blackbrook					
Mill Lane Railway (120)	Newton East					
Sutton Road Rail (229)	Peasley Cross & Fingerpost					
Walkers (241)	Bold & Lea Green					
Penkford Canal (160)	Newton West					
Chester Lane Culvert (41)	Bold & Lea Green/Sutton SE					
Mill Lane Culvert (124)	Bold & Lea Green					
Sutton Road Footbridge (228)	Peasley Cross & Fingerpost					
Church Street New (43)	Peasley Cross & Fingerpost/Town Centre					
Gerards Bridge (73)	Moss Bank/Town Centre					
Town End (234)	Newton East					
Kirkland Street Culvert (286)	Town Centre					
Blackbrook Bypass Bridge	Blackbrook					
Clipsley Brook Culvert(45)	Blackbrook/Haydock					
Stoney Lane (222)	Rainhill					
Bold Bridge (16)	Bold & Lea Green					
King Street Culvert (285)	Town Centre					
Sprays Bridge (271)	Town Centre/West Park					
Hardshaw Brook Culvert(L/Way West)(282)	Town Centre					
Albion Street Culvert	Town Centre					
Haydock Park (87)	Haydock/Newton East/Newton West					
Lea Green Railway (274)	Bold & Lea Green					
Asda Access Road Culvert (325)	Town Centre					
Atlas Street Retaining Wall (351)	Peasley Cross & Fingerpost					
General Inspection	All					

Principal Inspections	All					
Risk and Contingencies	All					