

Chapter 6

Highways Maintenance

The Current System

115. The current Highways Maintenance formula is based on regression against past (1990/91) spending and contains factors such as a threshold below which traffic flow does not affect funding, and a winter maintenance top up based on number of days with snow lying, that are no longer held to be good indicators of the costs of road maintenance.

The New System

116. We propose that the Highways Maintenance formula should consist of

- a **basic amount** per kilometre of road, with top ups for;
- **traffic flow**;
- **winter maintenance costs**; and
- **pay costs**.

117. Research has not been able to identify a practicable alternative to basing the formula on regression against past spending – local authorities simply do not hold the information that would be needed. Therefore, we intend to update the spending data used in regressions from the 1990-91 data used currently to 1998-99 spending data (which is the latest currently available).

118. Road lengths would be weighted to reflect the relative costs of maintaining principal and non principal roads, and roads in built up and non built up areas. This will be based on information from authorities about these relative costs. We intend to abolish the current threshold for traffic flows.

119. Winter maintenance cost top ups would be based on average temperatures which are relevant for road gritting costs rather than the existing measure (days with snow lying).

120. New data will be collected to provide more accurate information on the extent of roads in built up areas; and on winter weather. For present purposes, formula options have been exemplified using existing data on built up areas (based on speed limits) and winter maintenance (based on days with snow lying.)

121. The new formulae have been designed to be capable of accommodating the costs of maintaining de-trunked roads.

Options

122. The options centre on the question of whether to include (as the present formula does) population density as an explanatory factor for road maintenance spending. While population density does affect the costs of providing this service (pedestrian crossings, etc) this would also be reflected through the higher weighting applied to roads in urban areas. So including population as an additional top-up factor might over-compensate for higher costs in urban areas.

Option HM1

123. This is structured as explained above, updating the spending base from 1990-91 to 1998-99 but retains from the current formula population density as an explanatory factor for road maintenance spending.

Option HM2

124. This is as option HM1 above but removing population density from the formula.

Questions

125. We would like your views on:

- i) Which of the above options for highways maintenance formulae would you prefer?**
- ii) Are there any alternative or additional changes you would wish to see made?**

and

- iii) Do you agree that we should remove thresholds from the formula?**
- iv) Do you agree that we should use average temperature instead of days with snow lying?**

EXEMPLIFICATIONS OF HIGHWAYS MAINTENANCE OPTIONS

Baseline for exemplifications: Total 2002/03 SSA

Local Authority	2002/03 Total SSA (£m)	Change from 2002/03 Total SSA			
		Option HM1		Option HM2	
		(£m)	(%)	(£m)	(%)
England	49762.2	0.0	0.0%	0.0	0.0%
London area	9326.4	0.2	0.0%	-49.8	-0.5%
Metropolitan areas	11982.9	7.1	0.1%	-6.9	-0.1%
Shire areas	28449.6	-7.2	0.0%	56.8	0.2%
Isles of Scilly	3.2	-0.1	-2.6%	-0.1	-2.8%
Inner London boroughs incl. City	3430.2	2.9	0.1%	-17.5	-0.5%
Outer London boroughs	4727.7	-2.9	-0.1%	-30.1	-0.6%
London boroughs	8157.8	0.0	0.0%	-47.6	-0.6%
GLA - all functions	1168.6	0.2	0.0%	-2.2	-0.2%
Metropolitan districts	10695.2	7.1	0.1%	-6.9	-0.1%
Metropolitan fire authorities	387.1	0.0	0.0%	0.0	0.0%
Metropolitan police authorities	900.6	0.0	0.0%	0.0	0.0%
Shire unitary authorities	7517.4	1.5	0.0%	1.3	0.0%
Shire counties	16706.4	-8.7	-0.1%	55.5	0.3%
Shire districts	2354.1	0.0	0.0%	0.0	0.0%
Shire police authorities	1871.7	0.0	0.0%	0.0	0.0%
Total Education authorities	43080.0	-0.2	0.0%	2.2	0.0%
SUMMARY BY GO REGION					
South West	4360.5	-8.7	-0.2%	10.9	0.2%
South East	7234.7	-7.2	-0.1%	-7.2	-0.1%
London	9326.4	0.2	0.0%	-49.8	-0.5%
Eastern	4963.4	6.2	0.1%	23.7	0.5%
East Midlands	3814.1	7.0	0.2%	17.1	0.4%
West Midlands	5277.7	-1.7	0.0%	-0.4	0.0%
Yorkshire and Humber	5018.8	5.0	0.1%	9.5	0.2%
North East	2689.1	0.4	0.0%	3.2	0.1%
North West	7077.4	-1.2	0.0%	-7.0	-0.1%

Local Authority	2002/03 Total SSA (£m)	Change from 2002/03 Total SSA			
		Option HM1 (£m) (%)		Option HM2 (£m) (%)	
GREATER LONDON					
Barking and Dagenham	184.4	0.1	0.0%	-1.0	-0.5%
Barnet	295.4	-0.3	-0.1%	-3.1	-1.1%
Bexley	213.9	0.1	0.1%	-0.8	-0.4%
Brent	287.4	-0.1	0.0%	-2.0	-0.7%
Bromley	257.0	-0.4	-0.1%	-1.2	-0.5%
Camden	260.4	0.3	0.1%	-2.1	-0.8%
City of London	54.6	0.0	-0.1%	-0.8	-1.4%
Croydon	319.0	-0.2	-0.1%	-1.8	-0.6%
Ealing	308.9	0.1	0.0%	-1.7	-0.5%
Enfield	292.9	0.0	0.0%	-1.4	-0.5%
GLA - all functions	1168.6	0.2	0.0%	-2.2	-0.2%
Greenwich	276.1	0.3	0.1%	-0.5	-0.2%
Hackney	297.1	0.4	0.1%	-1.1	-0.4%
Hammersmith and Fulham	198.6	0.2	0.1%	-1.3	-0.7%
Haringey	280.1	0.3	0.1%	-1.4	-0.5%
Harrow	190.6	-0.2	-0.1%	-1.7	-0.9%
Havering	202.8	0.2	0.1%	0.4	0.2%
Hillingdon	232.6	-0.9	-0.4%	-2.4	-1.0%
Hounslow	223.9	-0.3	-0.1%	-1.7	-0.8%
Islington	253.0	0.2	0.1%	-1.6	-0.7%
Kensington and Chelsea	194.7	0.0	0.0%	-1.7	-0.9%
Kingston upon Thames	121.9	-0.6	-0.5%	-1.5	-1.3%
Lambeth	337.5	0.2	0.1%	-1.7	-0.5%
Lewisham	303.5	0.5	0.2%	-0.6	-0.2%
Merton	162.1	0.0	0.0%	-1.1	-0.7%
Newham	361.6	0.3	0.1%	-1.4	-0.4%
Redbridge	236.5	-0.4	-0.2%	-2.0	-0.8%
Richmond upon Thames	138.0	-0.3	-0.2%	-1.9	-1.4%
Southwark	343.5	0.3	0.1%	-1.3	-0.4%
Sutton	163.0	-0.3	-0.2%	-1.1	-0.7%
Tower Hamlets	342.8	0.2	0.1%	-1.0	-0.3%
Waltham Forest	255.6	0.0	0.0%	-1.5	-0.6%
Wandsworth	277.9	0.0	0.0%	-1.8	-0.7%
Westminster	290.3	0.4	0.1%	-2.0	-0.7%

Local Authority	2002/03 Total SSA (£m)	Change from 2002/03 Total SSA			
		Option HM1 (£m) (%)		Option HM2 (£m) (%)	
METROPOLITAN DISTRICTS					
GREATER MANCHESTER					
Bolton	248.3	-0.2	-0.1%	-0.9	-0.4%
Bury	152.8	-0.1	-0.1%	-0.5	-0.4%
Manchester	501.5	0.2	0.0%	0.8	0.2%
Oldham	221.2	0.2	0.1%	-0.6	-0.3%
Rochdale	204.6	0.0	0.0%	-0.7	-0.4%
Salford	227.9	-0.1	0.0%	-0.2	-0.1%
Stockport	228.9	-0.4	-0.2%	-1.2	-0.5%
Tameside	207.5	0.4	0.2%	-0.1	-0.1%
Trafford	187.2	-0.1	-0.1%	-0.3	-0.2%
Wigan	270.2	0.1	0.0%	-1.3	-0.5%
MERSEYSIDE					
Knowsley	178.8	0.4	0.2%	1.1	0.6%
Liverpool	514.3	1.0	0.2%	0.9	0.2%
Sefton	255.6	0.4	0.2%	-1.0	-0.4%
St Helens	164.6	0.4	0.3%	0.1	0.1%
Wirral	304.2	0.0	0.0%	-1.8	-0.6%
SOUTH YORKSHIRE					
Barnsley	201.4	0.6	0.3%	0.3	0.2%
Doncaster	272.0	0.8	0.3%	1.5	0.5%
Rotherham	241.3	0.6	0.2%	1.3	0.5%
Sheffield	488.6	0.7	0.1%	1.5	0.3%
TYNE AND WEAR					
Gateshead	189.0	0.5	0.3%	2.0	1.0%
Newcastle upon Tyne	265.2	0.0	0.0%	-0.3	-0.1%
North Tyneside	178.7	-0.4	-0.2%	-1.1	-0.6%
South Tyneside	156.6	0.1	0.1%	-0.1	-0.1%
Sunderland	283.0	0.6	0.2%	0.9	0.3%

Local Authority	2002/03 Total SSA (£m)	Change from 2002/03 Total SSA			
		Option HM1 (£m) (%)		Option HM2 (£m) (%)	
WEST MIDLANDS					
Birmingham	1101.5	-0.2	0.0%	-2.6	-0.2%
Coventry	283.2	-0.9	-0.3%	-2.1	-0.7%
Dudley	267.4	-0.1	0.0%	-1.0	-0.4%
Sandwell	299.6	0.6	0.2%	0.4	0.1%
Solihull	172.9	-0.3	-0.2%	-0.6	-0.3%
Walsall	254.1	0.9	0.4%	0.7	0.3%
Wolverhampton	244.3	0.2	0.1%	0.1	0.0%
WEST YORKSHIRE					
Bradford	484.7	0.4	0.1%	-0.1	0.0%
Calderdale	177.3	0.2	0.1%	0.0	0.0%
Kirklees	343.5	0.3	0.1%	-0.6	-0.2%
Leeds	640.2	-1.0	-0.1%	-2.5	-0.4%
Wakefield	283.2	0.9	0.3%	1.2	0.4%

Local Authority	2002/03 Total SSA (£m)	Change from 2002/03 Total SSA			
		Option HM1 (£m) (%)		Option HM2 (£m) (%)	
ALL PURPOSE AUTHORITIES					
Bath & North East Somerset	132.6	0.2	0.1%	0.4	0.3%
Blackburn with Darwen	145.8	0.2	0.1%	-0.2	-0.1%
Blackpool	143.0	-0.1	-0.1%	-0.8	-0.6%
Bournemouth	138.3	-0.9	-0.7%	-1.3	-0.9%
Bracknell Forest	86.3	-0.3	-0.3%	-0.3	-0.4%
Brighton & Hove	235.9	-0.4	-0.1%	-2.1	-0.9%
Bristol	336.1	1.0	0.3%	0.9	0.3%
Darlington	89.2	0.2	0.3%	0.3	0.3%
Derby	214.9	-0.1	-0.1%	-0.7	-0.3%
East Riding of Yorkshire	259.4	1.3	0.5%	3.2	1.2%
Halton	121.6	0.6	0.5%	1.9	1.5%
Hartlepool	95.7	0.3	0.3%	0.4	0.4%
Herefordshire	143.8	-2.2	-1.5%	-0.9	-0.6%
Isle of Wight Council	123.9	-0.4	-0.3%	-0.8	-0.6%
Kingston upon Hull	264.1	0.6	0.2%	-0.3	-0.1%

Local Authority	2002/03 Total SSA		Change from 2002/03 Total SSA			
	(£m)	(%)	Option HM1		Option HM2	
			(£m)	(%)	(£m)	(%)
Leicester	298.9	0.0	0.0%	-0.7	-0.2%	
Luton	185.9	0.2	0.1%	-0.6	-0.3%	
Medway	234.7	0.5	0.2%	0.7	0.3%	
Middlesbrough	152.1	0.2	0.1%	0.5	0.3%	
Milton Keynes	189.8	0.1	0.0%	1.2	0.6%	
North East Lincolnshire	152.9	0.0	0.0%	-0.6	-0.4%	
North Lincolnshire	137.8	0.8	0.6%	1.5	1.1%	
North Somerset	148.9	0.0	0.0%	0.3	0.2%	
Nottingham	274.9	0.1	0.0%	-0.4	-0.2%	
Peterborough	153.3	0.6	0.4%	2.0	1.3%	
Plymouth	229.6	-0.6	-0.3%	-0.1	0.0%	
Poole	107.1	-0.5	-0.5%	-0.6	-0.6%	
Portsmouth	180.3	-0.4	-0.2%	-1.4	-0.8%	
Reading	117.4	0.0	0.0%	-0.6	-0.5%	
Redcar and Cleveland	140.7	0.2	0.2%	0.3	0.2%	
Rutland	26.5	-0.1	-0.5%	0.1	0.2%	
Slough	123.3	-0.1	-0.1%	-0.5	-0.4%	
South Gloucestershire	190.0	0.2	0.1%	1.5	0.8%	
Southampton	203.1	-0.4	-0.2%	-1.3	-0.6%	
Southend-on-Sea	163.3	-0.2	-0.1%	-1.1	-0.7%	
Stockton-on-Tees	175.2	0.2	0.1%	0.0	0.0%	
Stoke-on-Trent	226.6	0.1	0.0%	-0.8	-0.3%	
Swindon	151.7	0.2	0.1%	0.2	0.1%	
Telford and the Wrekin	140.7	0.1	0.1%	0.5	0.3%	
Thurrock	133.8	0.5	0.4%	1.1	0.8%	
Torbay	115.5	-0.1	0.0%	-0.1	-0.1%	
Warrington	161.4	-0.1	0.0%	-0.2	-0.1%	
West Berkshire	117.3	0.4	0.3%	1.3	1.1%	
Windsor and Maidenhead	109.8	-0.4	-0.4%	-0.8	-0.7%	
Wokingham	108.0	-0.4	-0.3%	0.2	0.2%	
York	136.4	0.2	0.1%	0.3	0.2%	
Isles of Scilly	3.2	-0.1	-2.6%	-0.1	-2.8%	

Local Authority	2002/03 Total SSA (£m)	Change from 2002/03 Total SSA			
		Option HM1 (£m)	Option HM1 (%)	Option HM2 (£m)	Option HM2 (%)
SHIRE COUNTIES					
Bedfordshire	285.2	1.0	0.4%	1.5	0.5%
Buckinghamshire	344.8	-1.0	-0.3%	0.1	0.0%
Cambridgeshire	371.2	2.4	0.6%	5.5	1.5%
Cheshire	478.8	0.7	0.1%	1.5	0.3%
Cornwall	377.7	-3.5	-0.9%	-1.1	-0.3%
Cumbria	372.5	-5.5	-1.5%	-4.1	-1.1%
Derbyshire	528.2	3.3	0.6%	5.0	1.0%
Devon	505.8	-7.8	-1.5%	-3.4	-0.7%
Dorset	262.3	0.4	0.1%	2.1	0.8%
Durham	390.2	1.4	0.4%	1.7	0.4%
East Sussex	373.5	-0.5	-0.1%	-0.9	-0.3%
Essex	1006.9	-0.1	0.0%	6.0	0.6%
Gloucestershire	400.0	1.0	0.2%	3.2	0.8%
Hampshire	863.2	-0.3	0.0%	0.7	0.1%
Hertfordshire	813.4	-1.2	-0.1%	-1.6	-0.2%
Kent	1055.6	0.3	0.0%	2.8	0.3%
Lancashire	875.6	0.5	0.1%	0.7	0.1%
Leicestershire	410.9	2.3	0.6%	4.7	1.1%
Lincolnshire	474.3	-1.9	-0.4%	1.6	0.3%
Norfolk	570.0	1.5	0.3%	7.5	1.3%
North Yorkshire	412.9	-1.4	-0.3%	3.0	0.7%
Northamptonshire	465.1	2.2	0.5%	6.4	1.4%
Northumberland	239.0	-3.1	-1.3%	-1.5	-0.6%
Nottinghamshire	540.9	1.3	0.2%	1.1	0.2%
Oxfordshire	418.1	0.7	0.2%	0.6	0.1%
Shropshire	206.3	-2.8	-1.3%	-0.8	-0.4%
Somerset	355.8	0.7	0.2%	5.1	1.4%
Staffordshire	570.2	2.0	0.4%	4.3	0.7%
Suffolk	475.2	1.5	0.3%	3.5	0.7%
Surrey	722.1	-3.5	-0.5%	-4.5	-0.6%
Warwickshire	348.1	0.2	0.1%	0.7	0.2%
West Sussex	533.1	-1.1	-0.2%	-1.4	-0.3%
Wiltshire	293.2	1.2	0.4%	3.7	1.3%
Worcestershire	366.2	0.5	0.1%	1.8	0.5%