



St. Helens  
Council

# The St. Helens Council Permit Scheme for Road and Street Activities

Annual Report 06, 2017-18





*St Helens Permit Scheme,  
Annual Report 06, 2017-18*

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# 1 INTRODUCTION

## 1.1 Background

- 1.1.1 St Helens Council (SHC) has been operating a Street Works Permit Scheme since April 2012. The Scheme operates as the St Helens (October 2015) Permit Scheme (MAPS). An approved Common Scheme currently operated by SHC only.
- 1.1.2 The statutory 12-month Annual Review and report to DfT was completed in 2013 following the first full 12 months of operating the Permit Scheme, '*St Helens Council Annual Report 01, 2012-13*'.
- 1.1.3 The purpose of the 12-month Annual review was to;
- Demonstrate a reduction in the duration of works.
  - Demonstrate a reduction in the number of Permit applications (through an increase in collaborative working).
  - Report the monitored Key Performance Indicators (KPI 1, KPI 2, KPI 3 & KPI 7).
  - Re-evaluate the Cost Benefit Assessment to show an economic return on the investment.
  - Report the annual scheme benefit to all road users.
- 1.1.4 The introduction of the Permit Scheme reduced the average duration of works by 20% and reduced the calculated cost of delays encountered at traffic management by 33%. The calculated Scheme benefit was 4 times greater than value for money threshold required by the Department for Transport (DfT).
- 1.1.5 At the end of the second and third years, further reviews were carried out. This is a lower level review to monitor key performance indicators and identify and report any significant changes year on year.
- 1.1.6 The performance of the Scheme in subsequent years shows slight variation in the average duration, but generally shows the benefits to be maintained around the level achieved in year 1.

## 1.2 Year 6 review

- 1.2.1 The Council plan to undertake this review annually. This report presents the year 6 review, '*St Helens Council Annual Report 06, 2017-18*'.
- 1.2.2 The objectives of the year 6 review are to;
- Report the total number of Permit applications.
  - Evaluate key performance measures (e.g. average duration of works, number by works category/traffic management type, etc.) and identify any significant changes from year 1.
  - Report the monitored Key Performance Indicators (KPI 1, KPI 2, KPI 3 & KPI 7).



### **1.3 Report Structure**

- 1.3.1 The analysis of the permit applications is presented in Chapter 2. The KPI review is reported in Chapter 3.
- 1.3.2 A review of the performance of the Scheme against the Scheme objectives is discussed in Chapter 4.
- 1.3.3 A summary and report conclusions and recommendations are presented in Chapter 5.



## 2 PERMIT APPLICATIONS

### 2.1 Methodology

2.1.1 Data sources available for this review are:

- Permit Scheme work stops notices, April 2017 - March 2018
- Previous year Permit Scheme work stops notices, April 2012 - March 2017

2.1.2 This review assesses the year on year change in the number of Permit applications and to monitor the key performance indicators. The purpose of the review is to identify any significant changes from the year 1 performance. Any large changes will be investigated in more detail and the potential impact on the Scheme performance and value will be considered.

2.1.3 The intention is to carry out a review annually and benchmark the Scheme performance against the first year of operation each time. The key metrics are also compared with the previous year, to monitor changes and avoid a small creeping increase going unnoticed for several years.

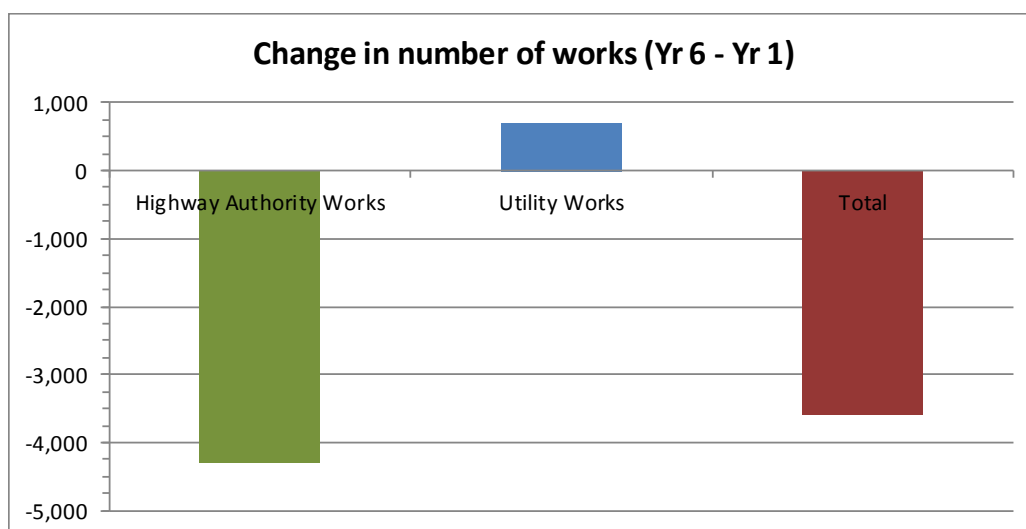
### 2.2 All works

2.2.1 The following series of charts and tables present a comparison of the year 6 2017-18 data and the year 1 and 5 data, 2012-13 and 2016-17.

2.2.2 The total number of Permit applications and a breakdown by highway authority and utility company is shown in Table 1 and the accompanying chart.

**Table 1 Number of Permit applications**

PROMOTER TYPE	Year 1 2012-13	Year 5 2016-17	Year 6 2017-18	Change (Yr 6 - Yr 1)
Highway Authority Works	10,281	7,694	5,980	-4,301
Utility Works	4,050	4,340	4,756	706
<b>Total</b>	<b>14,331</b>	<b>12,034</b>	<b>10,736</b>	<b>-3,595</b>

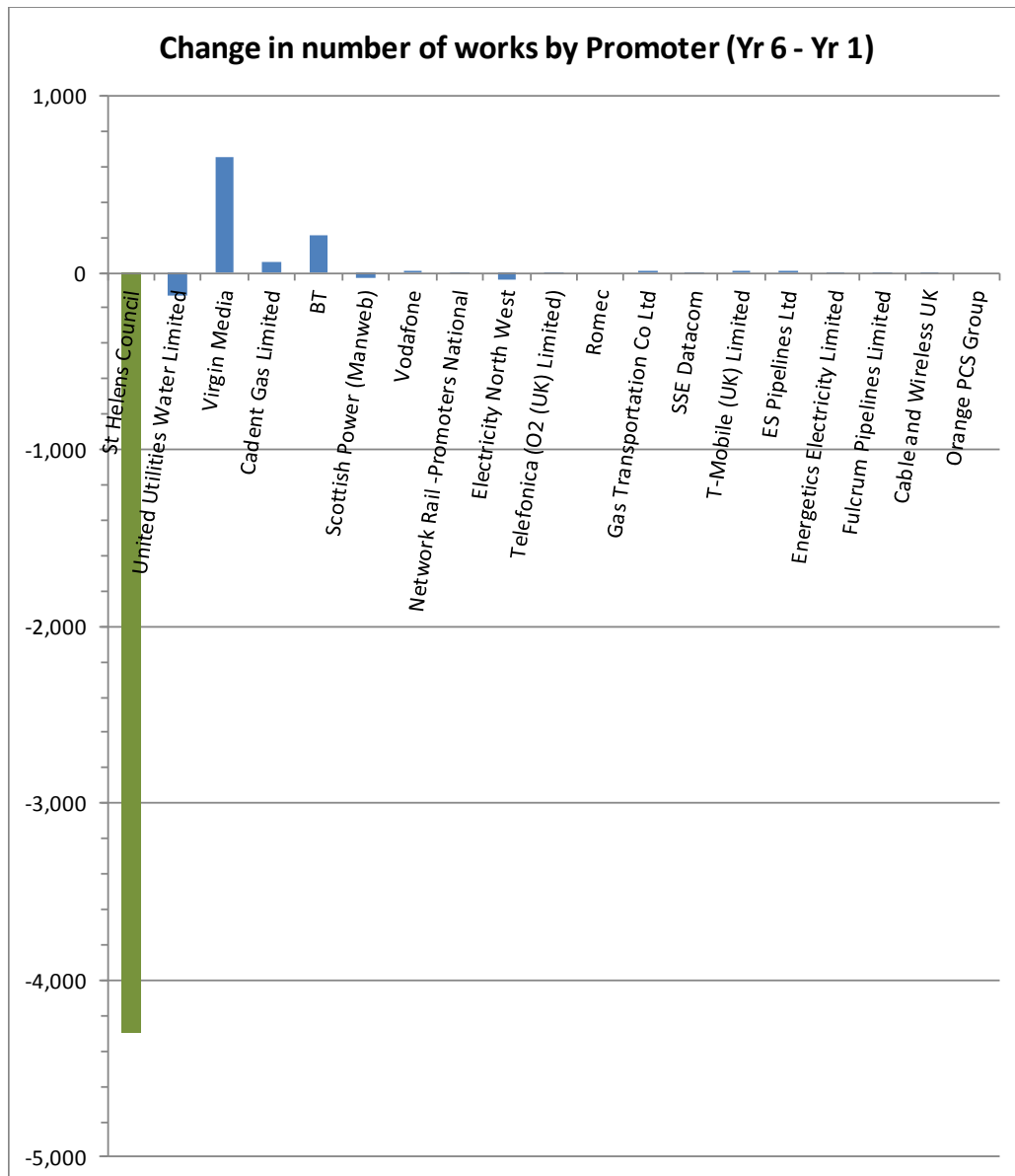




- 2.2.3 The biggest change is a 4,300 reduction in highway authority works, compared with year 1. This is a 42% reduction in highway works. The number of highway works completed has reduced by 1,700 (22%) compared with year 5.
- 2.2.4 There is a significant increase in utility company works, up 706 from year 1 and 416 from year 5; increases of 17% and 10%, respectively. The trend year on year has generally been an increasing number of utility works, therefore this slight reduction is not thought to be significant.
- 2.2.5 The change in number of Permit applications by works promoter is presented in Table 2 and the accompanying chart.

**Table 2 Change by works promoter**

PROMOTER	Year 1 2012-13	Year 5 2016-17	Year 6 2017-18	Change (Yr 6 - Yr 1)
St Helens Council	10,281	7,694	5,980	-4,301
United Utilities Water Limited	1,622	1,541	1,494	-128
Virgin Media	652	786	1,304	652
Cadent Gas Limited	640	743	702	62
BT	367	496	576	209
Scottish Power (Manweb)	474	537	447	-27
Vodafone	3	6	9	6
Network Rail -Promoters National	39	45	27	-12
Electricity North West	208	148	164	-44
Telefonica (O2 (UK) Limited)	5	1	3	-2
Romec		1		
Gas Transportation Co Ltd	2	1	5	3
SSE Datacom	6			-6
T-Mobile (UK) Limited		7	8	8
ES Pipelines Ltd	2	17	8	6
Energetics Electricity Limited	2	2		-2
Fulcrum Pipelines Limited	19	7	9	-10
Cable and Wireless UK	9			-9
Orange PCS Group		2		
<b>Total</b>	<b>14,331</b>	<b>12,034</b>	<b>10,736</b>	<b>-3,595</b>

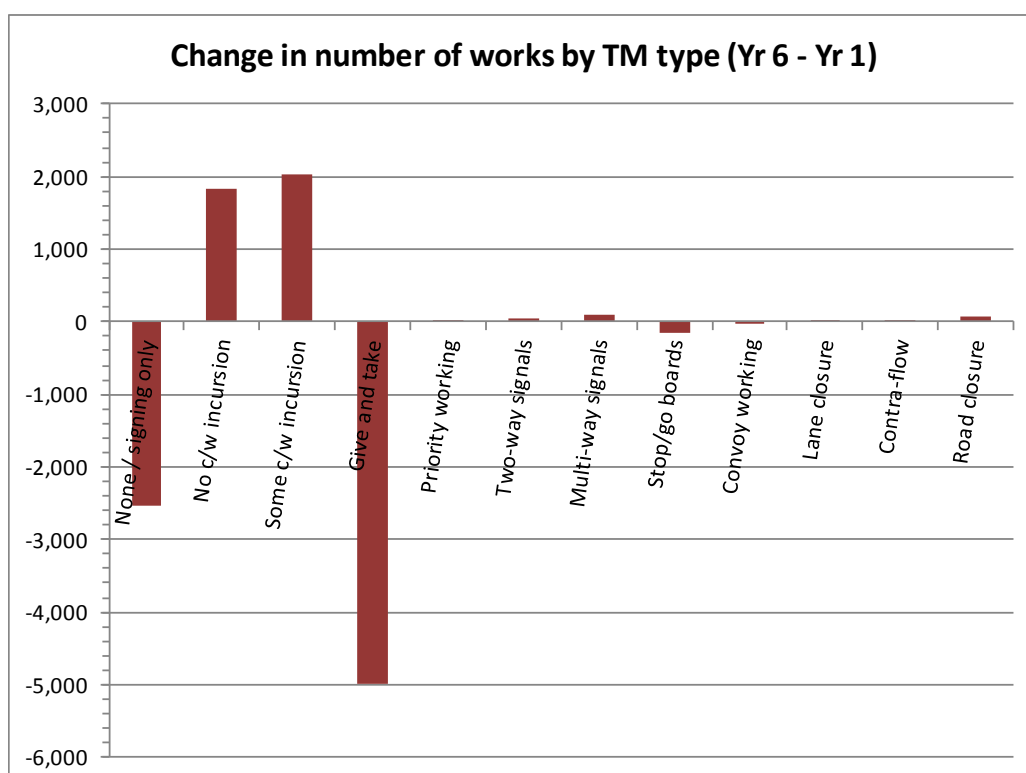


- 2.2.6 The number of works completed each year by utility companies is generally very consistent.
- 2.2.7 The number of works undertaken by Virgin Media has doubled from year 1, an increase of 652 works and by 518 or 66% compared with year 5.
- 2.2.8 The change in number of works by other promoters are not felt to be significant and are generally indicative of annual fluctuations in promoter works numbers to be expected year on year.
- 2.2.9 The summary analysis in this section is presented for works closed by all works promoters. A more detailed analysis is presented in Appendix A for all works, separately for highway authority works and utility company works.
- 2.2.10 Table 3 and the accompanying chart presents a comparison of the change in number of all works applications by traffic management type.



**Table 3 Number of applications by traffic management type**

TRAFFIC MANAGEMENT TYPE	Year 1 2012-13	Year 5 2016-17	Year 6 2017-18	Change (Yr 6 - Yr 1)
None / signing only	2,535			-2,535
No c/w incursion		1,516	1,828	1,828
Some c/w incursion		1,992	2,026	2,026
Give and take	10,855	7,489	5,871	-4,984
Priority working	4	18	20	16
Two-way signals	320	369	358	38
Multi-way signals	148	201	247	99
Stop/go boards	230	103	74	-156
Convoy working	2	1		-2
Lane closure	143	138	152	9
Contra-flow	2	1	5	3
Road closure	92	206	155	63
Blank				
<b>Total</b>	<b>14,331</b>	<b>12,034</b>	<b>10,736</b>	<b>-3,595</b>



2.2.11 The large change to no and some carriageway incursion is a result of the change to the EToN6 system in 2013.

2.2.12 Changes since year 5 include an increase in works having no carriageway incursion (21%) and a reduction in give and take works (-22%). The 1,600 reduction in give and take works is matched by a 1,700 reduction in the number of highway works undertaken.

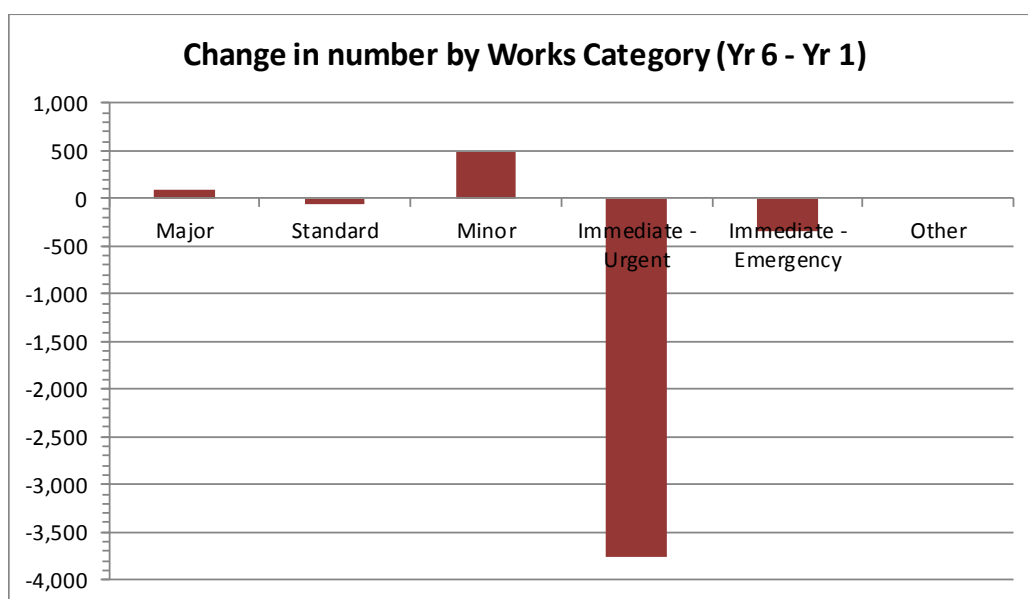




- 2.2.13 Other changes include an increase in the number of works operating with temporary traffic signal control or road closures. There is a corresponding reduction in works operating with stop/go boards.
- 2.2.14 These changes since year 1 are not thought to be significant.
- 2.2.15 The total number of Permit applications by Works Category is shown in Table 4 and the accompanying chart.

**Table 4 Applications by works category**

WORKS STOPPED	Year 1 2012-13	Year 5 2016-17	Year 6 2017-18	Change (Yr 6 - Yr 1)
Major	254	326	347	93
Standard	616	570	558	-58
Minor	2,801	2,880	3,288	487
Immediate - Urgent	10,045	7,937	6,279	-3,766
Immediate - Emergency	615	321	264	-351
Other				
<b>Total</b>	<b>14,331</b>	<b>12,034</b>	<b>10,736</b>	<b>-3,595</b>

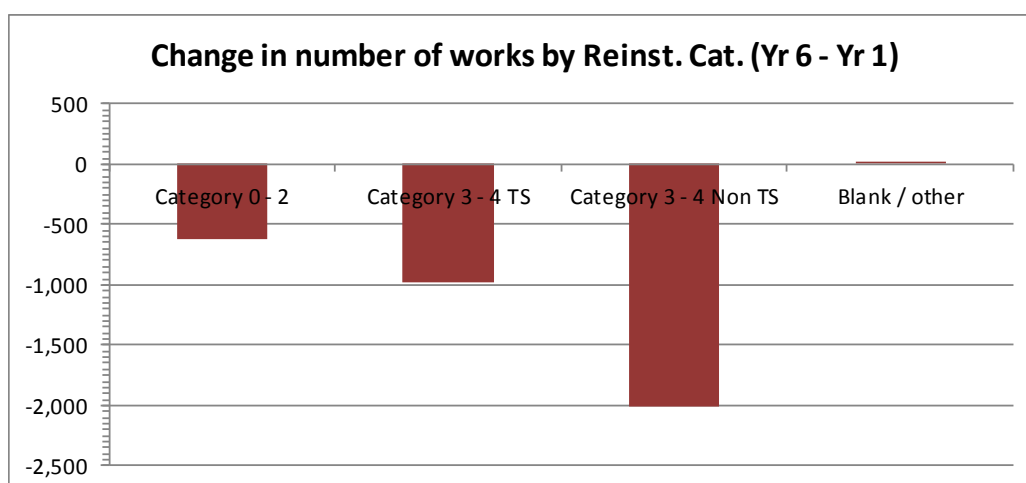


- 2.2.16 The big reduction in Immediate Urgent works is a result of the large reduction in the number of highway authority works, a 38% reduction from year 1 and 21% from year 5.
- 2.2.17 The total number of Permit applications by reinstatement category type is shown in Table 5 and the accompanying chart.



**Table 5 Number by reinstatement category type**

REINSTATEMENT CATEGORY	Year 1 2012-13	Year 5 2016-17	Year 6 2017-18	Change (Yr 6 - Yr 1)
Category 0 - 2	3,598	3,060	2,971	-627
Category 3 - 4 TS	3,890	3,342	2,912	-978
Category 3 - 4 Non TS	6,755	5,538	4,744	-2,011
Blank / other	88	94	94	6
<b>All works</b>	<b>14,331</b>	<b>12,034</b>	<b>10,721</b>	<b>-3,610</b>



2.2.18 The change in number of permits on each road type is consistent with the overall 3,610 reduction in permit applications. The detailed data presented in Appendix A.1 shows a similar pattern when compared with the year 5 data, with most of the reduction a result of fewer highway works in year 6 on non-traffic sensitive streets.

2.2.19 Table 6 shows a comparison of the average works duration for all works.

**Table 6 Average works duration**

DURATION	Year 1 2012-13	Year 5 2016-17	Year 6 2017-18	Change (Yr 6 - Yr 1)
Average duration (days)	2.6	2.7	2.7	0.1
<b>Total number of days worked</b>	<b>37,841</b>	<b>33,039</b>	<b>28,743</b>	<b>-9,098</b>

2.2.20 The overall average duration of 2.7 days is only a small increase from year 1 and the same as year 5. There were 9,098 fewer days worked compared with year 1, a 24% reduction and 4,296 fewer days worked compared with year 5, a 13% reduction.

2.2.21 The detailed analysis in Appendix A shows no significant change in the average duration for utility works. Average duration for highway works has reduced from 2.3 days to 2.1 days.

2.2.22 Analysis of each permit report shows there are 4,838 highway works with a repair REP prefix. These are typically short duration repairs (e.g. patching and pothole repairs) and should have a duration of no more than 1 day.



2.2.23 940 records have a duration greater than 1 day. A review of these records identified many that did not start on the start date but were postponed to the next day – for example, if parked cars prevent the works being carried out. In these cases, the actual start date is not adjusted accordingly.

2.2.24 These increase the average duration for repair works to 1.62 days.

**Recommendation 01: Monitor highway authority repair works reported durations in year 7 and correct actual start or stop dates if necessary.**

2.2.25 An associated recommendation from previous years to monitor highway works duration is also related and should be carried into year 7.

**Recommendation 02 (ongoing): Monitor highway authority works durations in year 7 to maintain durations at their already low levels.**

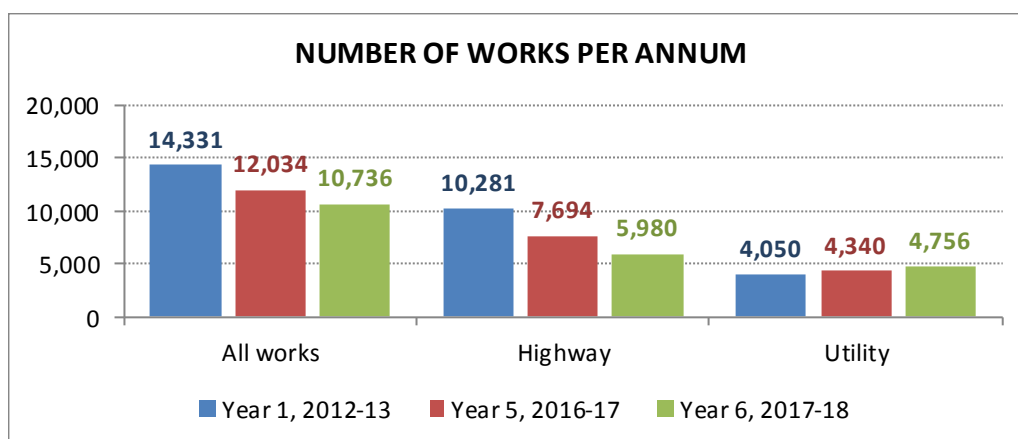
2.2.26 Reviewing the utility company works durations (Appendix A.3) shows a small increase in duration compared with year 1, from 3.4 to 3.5 days, but a reduction of 0.2 days compared with year 5.

2.2.27 Overall, the number of days worked on utilities schemes increased by 413 compared with year 5. The 2.6% increase in number of days worked should be considered against the 9.6% increase in the total number of works undertaken by utility promoters.

### 2.3 Scheme Benefits

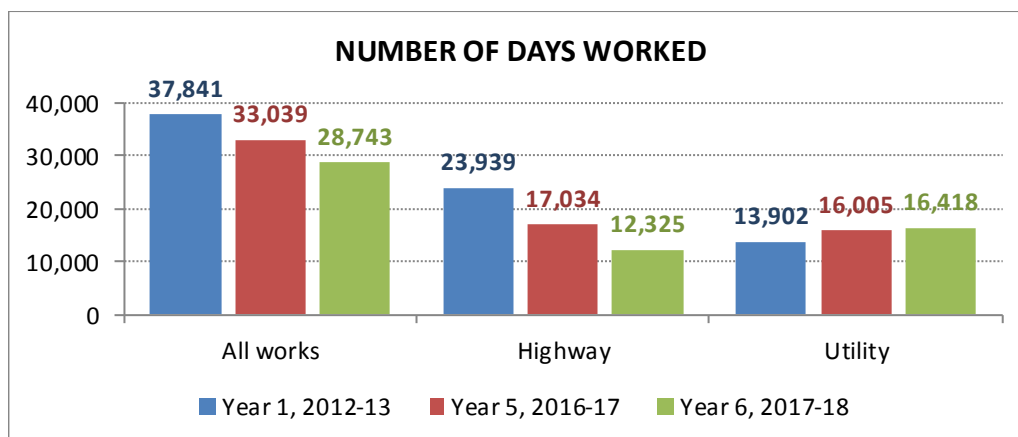
2.3.1 The reduction in number of works across the network is significant at 25% compared with year 1. Utility works have increased steadily year on year since the introduction of the Permit Scheme, increasing by 17% over the first 6 years of the Scheme.

2.3.2 Figure 1 presents the number of works per annum under Noticing and during the first full year of operation following the introduction of the Permit Scheme.



**Figure 1 Number of works per annum**

2.3.3 The reduction in the number of works has resulted in an overall 11% reduction in number of days worked on the road network. This equates to nearly 1,300 fewer days worked on the network in the last year and a 3,600 reduction since year 1.



**Figure 2 Number of days worked per annum**

- 2.3.4 The total number of days worked has reduced by 24% since year 1 and by 13%.
- 2.3.5 This should be considered against a 25% and 11% reduction in the number of works undertaken. Therefore the benefits achieved in year 1 of the Permit Scheme have been maintained through to year 6.

## 2.4 Conclusions

- 2.4.1 The biggest change is a 4,300 reduction in highway authority works, compared with year 1. This is a 42% reduction in highway works. The number of highway works completed has reduced by 1,700 (22%) compared with year 5.
- 2.4.2 There is a significant increase in utility company works, up 706 from year 1 and 416 from year 5; increases of 17% and 10%, respectively. The trend year on year has generally been an increasing number of utility works, therefore this slight reduction is not thought to be significant.
- 2.4.3 The overall average duration of 2.7 days is only a small increase from year 1 and the same as year 5. There were 9,098 fewer days worked compared with year 1, a 24% reduction and 4,296 fewer days worked compared with year 5, a 13% reduction.
- 2.4.4 There is no significant change in the average duration for utility works. Average duration for highway works has reduced from 2.3 days to 2.1 days.
- 2.4.5 The benefits achieved in year 1 of the Permit Scheme have been maintained through to year 6.



### 3 KPI MONITORING

#### 3.1 Introduction

3.1.1 The four Key Performance Indicators committed for inclusion in the annual review are;

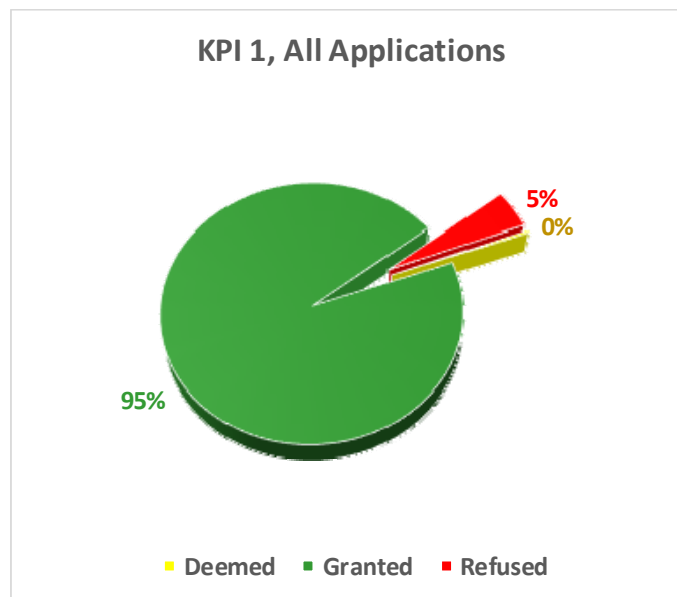
- **KPI 1**, the number of Permit and Permit Variation applications received, and a breakdown of the number granted and refused
- **KPI 2**, the number of conditions applied by condition type
- **KPI 3**, the number of approved Permit variations (extensions)
- **KPI 7**, the number of inspections carried out to monitor conditions

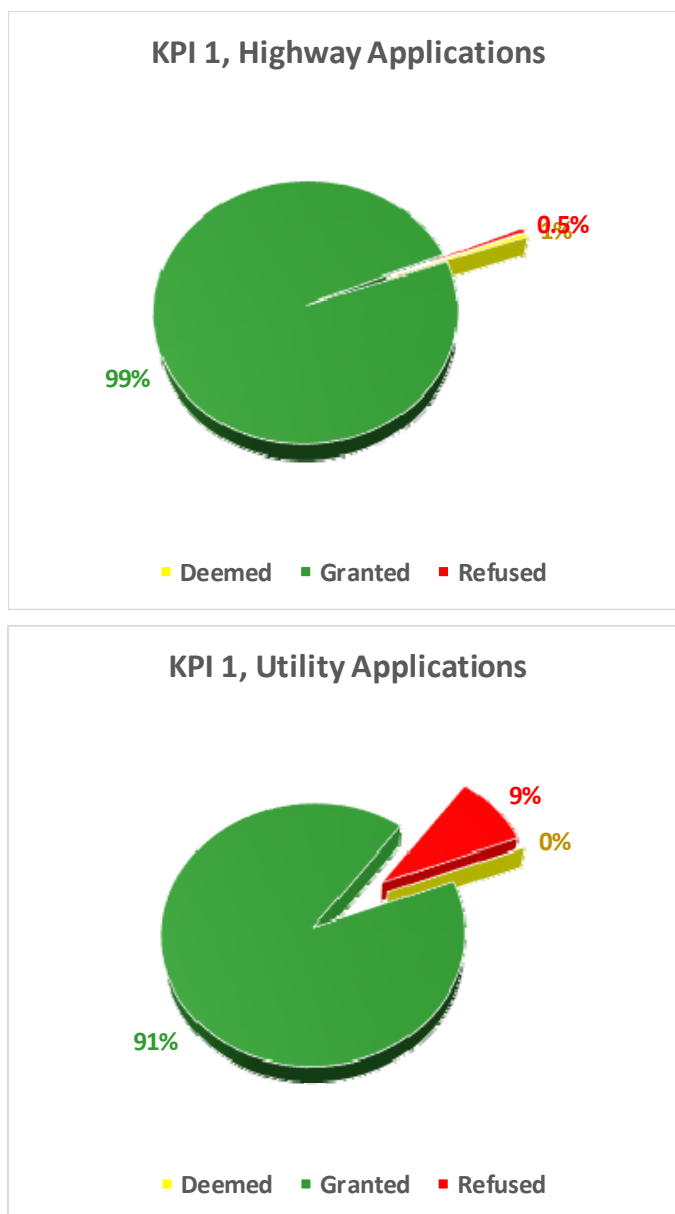
3.1.2 The above data should be presented separately for highway authority and utility company applications to demonstrate parity in the application of the Scheme.

#### 3.2 KPI review

3.2.1 The following figure shows the number and proportion of Permit and Permit Variation applications received and refused (KPI 1).

3.2.2 KPI 1 – Approximately one eleventh (9%) of all permit and permit variation applications by statutory undertakers were refused. 5% of all applications are refused. This is consistent with the refusal rates from the previous year.





**Figure 3: KPI 1, Permit and Variation Applications**

- 3.2.3 Like the year 5 refusals, most of the applications refused (94%) are made by statutory undertakers. There is no incentive to refuse statutory undertakers and not Highway Authority works, as the Council are unable to charge a permit fee and it creates more work.
- 3.2.4 Table 7 shows the number of permits granted, deemed and refused for highway authority and public utility works promoters.

**Table 7 KPI 1 Permit and Variation Applications**

Promoter	Granted	Deemed	Refused	% Refused
Highway authority	5,331	28	29	0.5%
Utility	4,915	4	491	9.1%
<b>ALL</b>	<b>10,246</b>	<b>32</b>	<b>520</b>	<b>4.8%</b>



- 3.2.5 With regards to KPI 1, the high amount of granted permits does not reflect the actual amount of work involved by St Helens permit coordinators, as they only refuse permits where the activity promoters fail to update the permit. These are requested either by notification comment requests and or telephone calls. If this process was not applied by the permit authority, then there would have been a much higher percentage of refused permits.
- 3.2.6 KPI 2 – number of permit conditions applied by conditions type;
- 3.2.7 Table 8 shows the total number of each standard condition applied to highway authority and public utility works promoters.

**Table 8 KPI 2 Number and Type of Conditions Applied**

Condition	Condition Description	Utility	Highway	All
NCT02a	Date constraints	2,382	345	2,727
NCT02b	Time constraints	725	11	736
NCT04a	Material & plant removal	115	0	115
NCT04b	Material & plant storage	208	0	208
NCT05a	Road occupation dimensions	235	0	235
NCT06a	Traffic space dimensions	1,630	0	1,630
NCT07a	Road closure	60	50	110
NCT08a	Light signals - tm request	325	31	356
NCT08b	Light signals - manual control	150	11	161
NCT09a	Traffic management changes - notify	375	5	380
NCT09b	Traffic management changes - directed	24	0	24
NCT09c	Traffic management changes - signal removal	220	0	220
NCT10a	Work methodology	541	0	541
NCT11b	Consultation & publicity	203	83	286
NCT12a	Environmental - limit timing of activities	0	0	0
NCT13	Local condition	10	1	11
	<b>TOTAL</b>	<b>7,203</b>	<b>537</b>	<b>7,740</b>

- 3.2.8 93% of all permit conditions are applied by public utility works promoters. This is only slightly higher than the 89% percentage from the previous year.
- 3.2.9 The conditions are evenly spread across most condition types, other than a large number of NCT10a work methodology conditions being selected.
- 3.2.10 Conditions applied to highway works generally relate to date constraints, road closures, temporary traffic signals and consultation/publicity.
- 3.2.11 The number of conditions applied in year 6 are 78% lower than those attached in year 5; 7,740 conditions compared with 35,618 in year 5.

***Recommendation 03: Monitor conditions to identify whether the apparent reduction in permit conditions is correct and appropriate and not a reporting issue with the permitting system.***



3.2.12 The number applied by condition type are shown in Figure 4. The blue bars show public utility permits and green show highway authority permits.

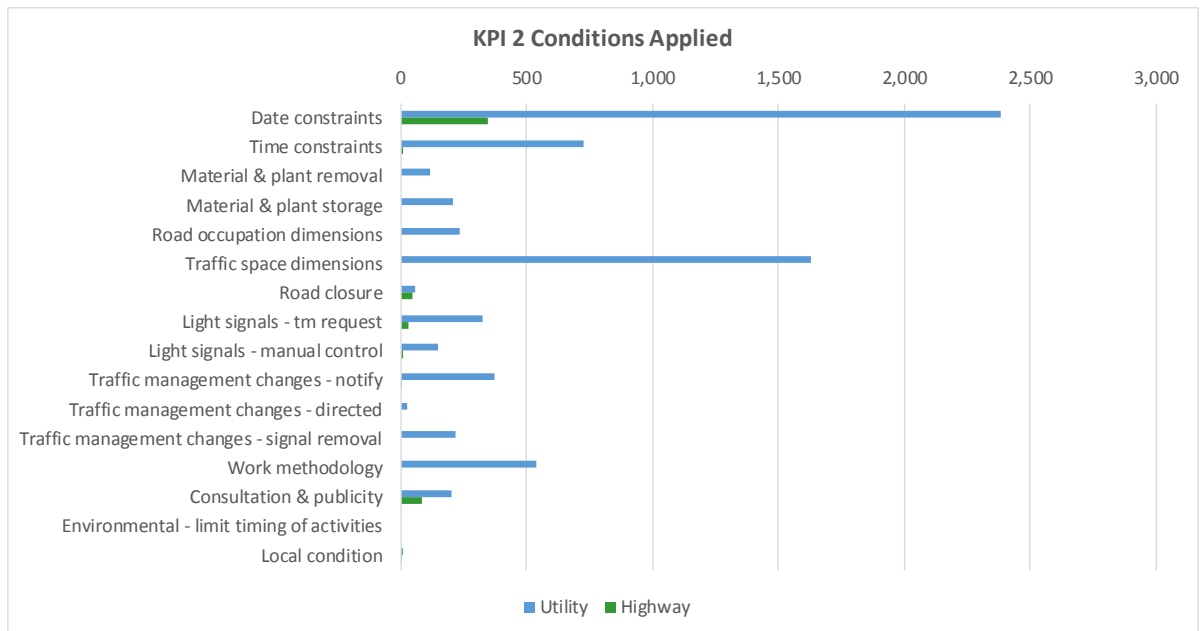
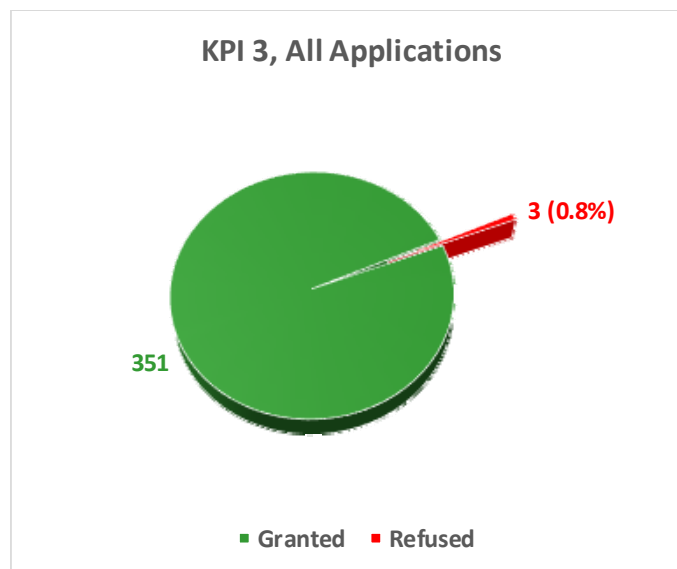


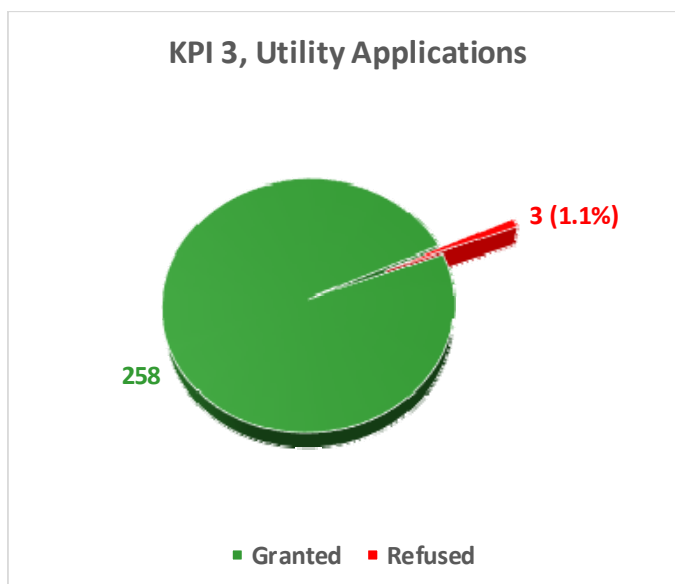
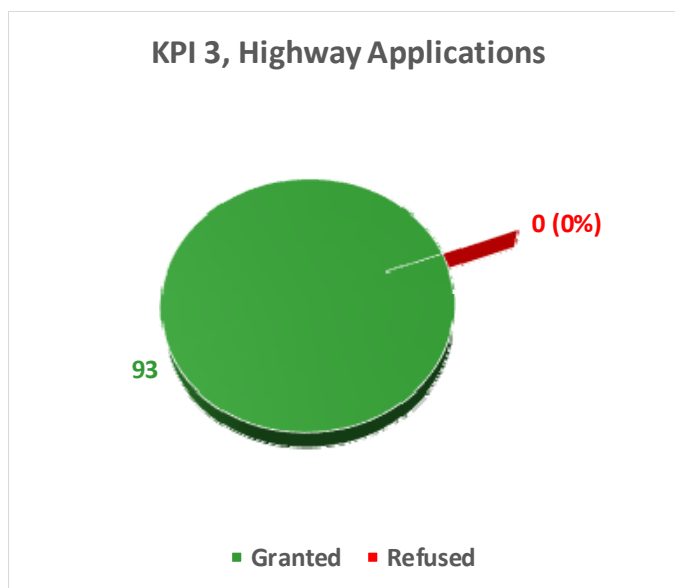
Figure 4: KPI 2, Conditions Applied

3.2.13 KPI 3 - The following charts show the number of extensions granted and refused, for all promoters and for statutory undertakers only (KPI 3).

3.2.14 Like last year, approximately 75% of permit extensions granted were for statutory undertakers. This year only 3 extension requests were refused (1%) compared with 8 requests (2%) refused last year. All 3 were submitted by statutory undertakers.







**Figure 5: KPI 3, Permit Extensions**

3.2.15 KPI 7 - the Number of Inspections carried out to monitor conditions.

3.2.16 Table 9 shows the number of inspections carried out to monitor permit conditions.

**Table 9 Permit Inspections**

Permit Condition Inspections	Passed	Non-Compliant	Number of Inspections	Fail %
<b>ALL</b>	<b>143</b>	<b>90</b>	<b>233</b>	<b>39%</b>

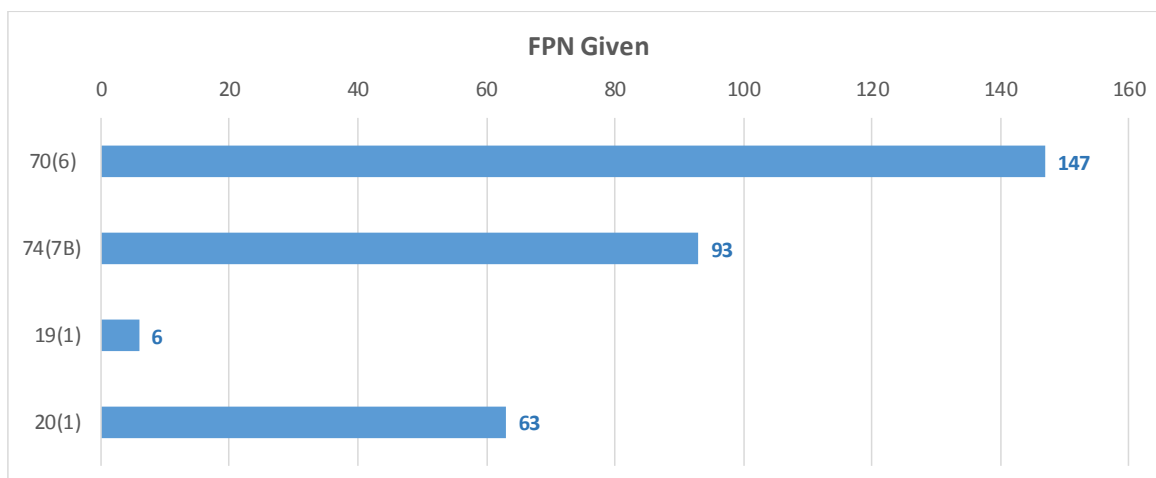
3.2.17 39% of 233 permit inspections failed, compared with 43% of 327 inspections in year 5. Reasons for failure include:

- Traffic management arrangements.
- Methodology.



3.2.18 69 Fixed Penalty Notices for a breach of permit conditions were given during the course of the year; 6 for working without a permit (19(1)) and 63 for a breach of permit conditions (20(1)). This is a reduction of 52 from the previous year.

3.2.19 The number of fixed penalty notices given by type are shown in Figure 6.



**Figure 6: KPI 7, FPN Given**

3.2.20 The conditions breached are summarised as;

- Actual Start Dates outside of the Validity Period.
- Cancellation notice received late.
- Failure to update the permit with the correct Traffic Management Type.
- Registered as interim reinstatement when the conditions advised that a permanent reinstatement would be carried out.

### **3.3 Conclusions**

3.3.1 The analysis demonstrates that only a small proportion of permit and permit variation applications are refused. Approximately 9% of all permit and permit variation applications by statutory undertakers were refused. This is consistent with the refusal rates from the previous year.

3.3.2 Approximately 75% of permit extensions granted were for statutory undertakers. Only 3 extension requests were refused (1%). All 8 were submitted by statutory undertakers.

3.3.3 69 Fixed Penalty Notices for a breach of permit conditions were given during the course of the year; 6 for working without a permit (19(1)) and 63 for a breach of permit conditions (20(1)). This is a reduction of 52 from the previous year.

3.3.4 A high proportion of these failures are related to unacceptable signing and guarding protecting the site and adjacent footways.



## **4 OBJECTIVES**

### **4.1 Objective of the Permit Scheme**

4.1.1 The St Helens Council Permit Scheme for Road and Street Activities has been prepared in accordance with achieving the overriding statutory objectives and duties under the TMA 2004 and NRSWA 1991. It is an important aspect of the duties and policies for the permit authority to manage activities in the street, so as to minimise the impact of those activities, while allowing essential activities to take place.

4.1.2 The specific objectives of the Permit Scheme are as follows:

- Reduce occupation of the highway to benefit all road users
- Obtain greater control of all activities on the public highway
- Minimise/avoid/manage delays to all road users
- Enhance co-ordination of all activities on the highway
- Achieve an improvement in air quality
- Enhance safety of all road users at road and street activities
- Reduce potential incidents/accidents at road activities
- Improve public perception of managing road activities
- Enhance reliability of journey times
- Enhance journey experience
- Reduce long-term damage to the highway asset
- Encourage collaborative activities between all activity promoters
- Enhance reliability of activities taking place at a particular time, especially on the strategic road network
- Promote best practices across St Helens
- Promote common activity practices across the region to ensure ease of operation for activity promoters
- Enhanced cross-boundary co-operation
- Demonstrate parity for all activity promoters
- Reduce instances of customer complaints regarding road and street activities
- Reduce the impact of noise on residents by having greater control of timing of activities

### **4.2 Benefits**

4.2.1 A framework has been developed to help quantify the level of benefit achieved in terms of each objective.

4.2.2 Since many are difficult to quantify and the benefits are subjective in nature, a weighting system has been applied to assess the benefits as; slight 1, moderate 2 or substantial 3.



- 4.2.3 The aim of this review is to identify those objectives where further benefits could be achieved and assist in setting actions to work towards meeting all the objectives more fully.
- 4.2.4 The objectives are assessed against 6 categories;
- Benefits achieved through a reduction in road occupancy
  - Benefits achieved by providing more control over the timing and type of traffic management used
  - Having fuller control over the days and time worked
  - The benefits achieved with a fuller inspection regime
  - Opportunities to co-operate with neighbouring authorities
  - Benefits or actions set following the annual monitoring of Key Performance Indicators (KPI)
- 4.2.5 In summary, the significant reduction in road occupancy in each year since the introduction of the Scheme results in substantial benefits relating to occupancy, reducing delays to road users and enhancing safety by reducing exposure to the works. There are other less substantial benefits relating to enhancing journey time reliability, enhancing the journey experience, reducing noise impacts and improving the public perception of road and street activities.
- 4.2.6 Monitoring delays at key locations would help to quantify the level of benefit being achieved and should be considered in future years. Also recording road traffic accidents that take place within or on the approach to works would provide a measure of the benefits that can be achieved.
- 4.2.7 The Scheme has offered greater control over the type of traffic management and timing of works in relation to day of week and time of day. Further benefits could be achieved by considering the impact of major works on non-motorised users (e.g. cyclists and pedestrians) and local air quality (avoiding stationary or stop-start traffic at busy times) when selecting appropriate traffic management control.
- 4.2.8 Regular permit inspections have improved the standard of works, evidenced by the reduction in number of FPN given for signing, guarding or method of control failures. By evaluating accidents recorded works, it may be possible to further improve the safety to all network users.
- 4.2.9 The Liverpool Mayor will control the Key Road Network across the Merseyside area. Reviewing the National Street Gazetteers for each authority to ensure a consistent approach to road category, traffic sensitivity status and periodicity will assist in standardising the approach in each authority area. There could also be additional benefits if the same approach is applied across the strategic road network within each authority area.
- 4.2.10 Annual monitoring of the KPI records performance of each works promoter and helps ensure parity of approach across all. It can also highlight specific issues relating to a specific promoter and recommend steps to improve their performance in subsequent years.
- 4.2.11 It is the Council's intention to carry out this performance review at the end of each year and to monitor the success of recommended steps taken to implement the actions to further improve performance.



## 5 CONCLUSIONS

### 5.1 Summary

- 5.1.1 St Helens Council (SHC) has been operating a Street Works Permit Scheme since April 2012. The Scheme operates as the St Helens (October 2015) Permit Scheme (MAPS). An approved Common Scheme currently operated by SHC only.
- 5.1.2 The statutory 12-month Annual Review and report to DfT was completed in 2013 following the first full 12 months of operating the Permit Scheme, '*St Helens Council Annual Report 01, 2012-13*'.
- 5.1.3 The purpose of the 12-month Annual review was to;
- Demonstrate a reduction in the duration of works.
  - Demonstrate a reduction in the number of Permit applications (through an increase in collaborative working).
  - Report the monitored Key Performance Indicators (KPI 1, KPI 2, KPI 3 & KPI 7).
  - Re-evaluate the Cost Benefit Assessment to show an economic return on the investment.
  - Report the annual scheme benefit to all road users.
- 5.1.4 The introduction of the Permit Scheme reduced the average duration of works by 20% and reduced the calculated cost of delays encountered at traffic management by 33%. The calculated Scheme benefit was 4 times greater than value for money threshold required by the Department for Transport (DfT).
- 5.1.5 The biggest change is a 4,300 reduction in highway authority works, compared with year 1. This is a 42% reduction in highway works. The number of highway works completed has reduced by 1,700 (22%) compared with year 5.
- 5.1.6 There is a significant increase in utility company works, up 706 from year 1 and 416 from year 5; increases of 17% and 10%, respectively. The trend year on year has generally been an increasing number of utility works, therefore this slight reduction is not thought to be significant.

### 5.2 Scheme benefits

- 5.2.1 The overall average duration of 2.7 days is only a small increase from year 1 and the same as year 5. There were 9,098 fewer days worked compared with year 1, a 24% reduction and 4,296 fewer days worked compared with year 5, a 13% reduction.
- 5.2.2 There is no significant change in the average duration for utility works. Average duration for highway works has reduced from 2.3 days to 2.1 days.
- 5.2.3 The benefits achieved in year 1 of the Permit Scheme have been maintained through to year 6.



### 5.3 Recommendations

5.3.1 Whilst none of the issues identified during the review are thought to be significant in terms of the calculated Scheme benefits, three recommendations have been made to monitor performance during year 7 to prevent the impact of works increasing in subsequent years;

***Recommendation 01: Monitor highway authority repair works reported durations in year 7 and correct actual start or stop dates if necessary.***

***Recommendation 02 (ongoing): Monitor highway authority works durations in year 7 to maintain durations at their already low levels.***

***Recommendation 03: Monitor conditions to identify whether the apparent reduction in permit conditions is correct and appropriate and not a reporting issue with the permitting system.***

5.3.2 Recommendation 02 has been carried forward from the previous year.

### 5.4 Conclusions

5.4.1 Monitoring the key performance indicators and evidence gained from the second year of operation demonstrates that the Permit Scheme continues to;

- improve coordination of activities
- improve safety at road and street works
- improve communication between authority and utility companies
- reduce occupancy of the highway
- improve accuracy of works records recorded in the Register
- reduce customer complaints

5.4.2 An appraisal of the qualitative benefits achieved with the Scheme has been undertaken and demonstrated that substantial or moderate benefits have been achieved on most of the 19 objectives listed in the Scheme document. Further steps to record and monitor performance of delays and safety have traffic managed sites and to consider the impacts of traffic management on air quality and non-motorised road users have been recommended.

5.4.3 Objectives requiring further work to demonstrate benefits include; encouraging collaborative working, re-evaluating road categories to reduce the likelihood to long-term damage to the road network, defining a strategic road network and co-ordinating the timing and type of activities on strategic routes and working towards improved co-ordination with neighbouring authorities.

5.4.4 This review has demonstrated that Scheme continues to meet its objectives, as defined in the Scheme document.

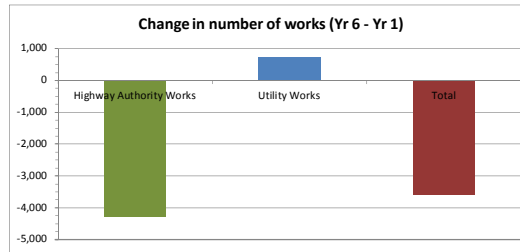
**A. PERMIT APPLICATIONS 2017-18**

**A.1 All works**

Appendix A.1 All Works

Table A.1: Number of works p.a., year on year comparison

PROMOTER TYPE	Year 1 2012-13	Year 5 2016-17	Year 6 2017-18	Change (Yr 6 - Yr 1)	
Highway Authority Works	10,281	7,694	5,980	-4,301	-41.8%
Utility Works	4,050	4,340	4,756	706	17.4%
<b>Total</b>	<b>14,331</b>	<b>12,034</b>	<b>10,736</b>	<b>-3,595</b>	<b>-25.1%</b>



Change (Yr 6 - Yr 5)	
-1,714	-22.3%
416	9.6%
<b>-1,298</b>	<b>-10.8%</b>

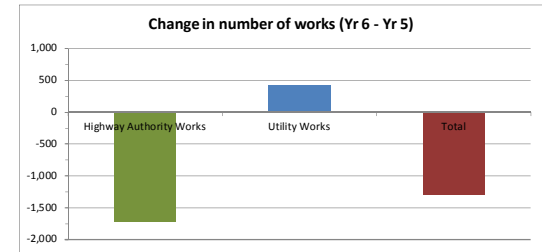
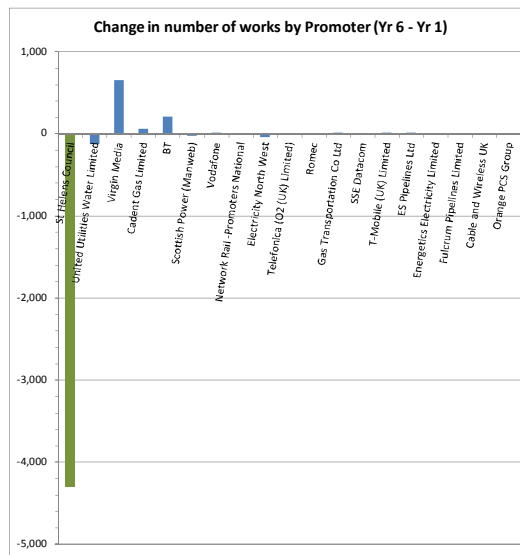
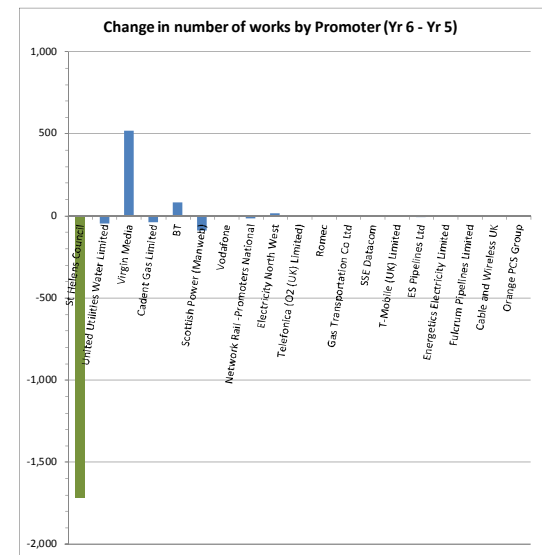


Table A.2: Number of works by Promoter, year on year comparison

PROMOTER	Year 1 2012-13	Year 5 2016-17	Year 6 2017-18	Change (Yr 6 - Yr 1)	
St Helens Council	10,281	7,694	5,980	-4,301	-41.8%
United Utilities Water Limited	1,622	1,541	1,494	-128	-7.9%
Virgin Media	652	786	1,304	652	100.0%
Cadent Gas Limited	640	743	702	62	9.7%
BT	367	496	576	209	56.9%
Scottish Power (Manweb)	474	537	447	-27	-5.7%
Vodafone	3	6	9	6	200.0%
Network Rail - Promoters National	39	45	27	-12	-30.8%
Electricity North West	208	148	164	-44	-21.2%
Telefonica (O2 (UK) Limited)	5	1	3	-2	-40.0%
Romec		1	1		
Gas Transportation Co Ltd	2	1	5	3	150.0%
SSE Datacom	6			-6	-100.0%
T-Mobile (UK) Limited		7	8	8	
ES Pipelines Ltd	2	17	8	6	300.0%
Energetics Electricity Limited	2	2		-2	-100.0%
Fulcrum Pipelines Limited	19	7	9	-10	-52.6%
Cable and Wireless UK	9			-9	-100.0%
Orange PCS Group		2			
<b>Total</b>	<b>14,331</b>	<b>12,034</b>	<b>10,736</b>	<b>-3,595</b>	<b>-25.1%</b>



Change (Yr 6 - Yr 5)	
-1,714	-22.3%
-47	-3.0%
518	65.9%
-41	-5.5%
80	16.1%
-90	-16.8%
3	50.0%
-18	-40.0%
16	10.8%
2	200.0%
-1	-100.0%
4	400.0%
1	14.3%
-9	-52.9%
-2	-100.0%
2	28.6%
-2	-100.0%
<b>-1,298</b>	<b>-10.8%</b>

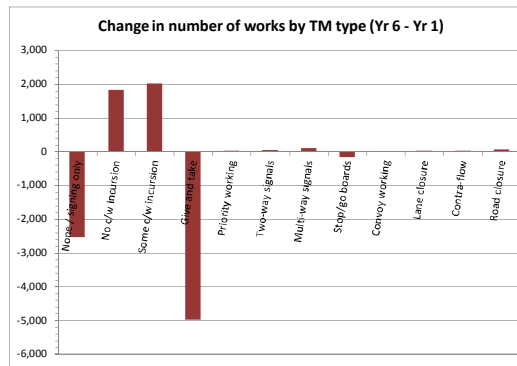




Appendix A.1 All Works

Table A.3: Number of works by traffic management type, year on year comparison

TRAFFIC MANAGEMENT TYPE	Year 1 2012-13	Year 5 2016-17	Year 6 2017-18	Change (Yr 6 - Yr 1)	
None / signing only	2,535			-2,535	-100.0%
No c/w incursion		1,516	1,828	1,828	
Some c/w incursion		1,992	2,026	2,026	
Give and take	10,855	7,489	5,871	-4,984	-45.9%
Priority working	4	18	20	16	400.0%
Two-way signals	320	369	358	38	11.9%
Multi-way signals	148	201	247	99	66.9%
Stop/go boards	230	103	74	-156	-67.8%
Convoy working	2	1		-2	-100.0%
Lane closure	143	138	152	9	6.3%
Contra-flow	2	1	5	3	150.0%
Road closure	92	206	155	63	68.5%
Blank					
<b>Total</b>	<b>14,331</b>	<b>12,034</b>	<b>10,736</b>	<b>-3,595</b>	<b>-25.1%</b>



Change (Yr 6 - Yr 5)	
312	20.6%
34	1.7%
-1,618	-21.6%
2	11.1%
-11	-3.0%
46	22.9%
-29	-28.2%
-1	-100.0%
14	10.1%
4	400.0%
-51	-24.8%
<b>-1,298</b>	<b>-10.8%</b>

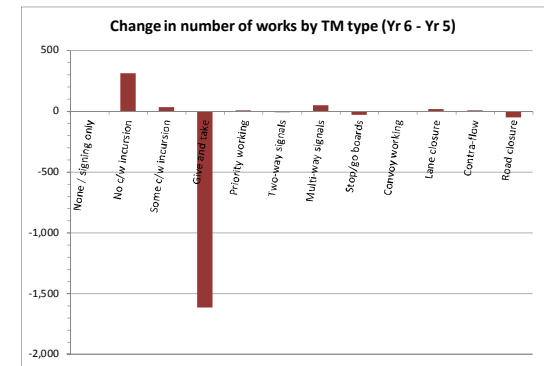
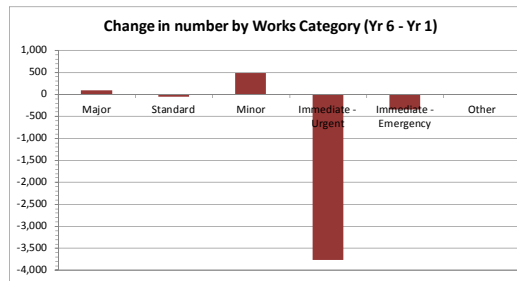


Table A.4: Number of works by works category, year on year comparison

WORKS STOPPED	Year 1 2012-13	Year 5 2016-17	Year 6 2017-18	Change (Yr 6 - Yr 1)	
Major	254	326	347	93	36.6%
Standard	616	570	558	-58	-9.4%
Minor	2,801	2,880	3,288	487	17.4%
Immediate - Urgent	10,045	7,937	6,279	-3,766	-37.5%
Immediate - Emergency	615	321	264	-351	-57.1%
Other					
<b>Total</b>	<b>14,331</b>	<b>12,034</b>	<b>10,736</b>	<b>-3,595</b>	<b>-25.1%</b>



Change (Yr 6 - Yr 5)	
21	6.4%
-12	-2.1%
408	14.2%
-1,658	-20.9%
-57	-17.8%
<b>-1,298</b>	<b>-10.8%</b>

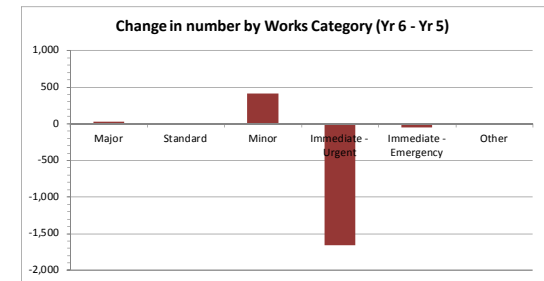
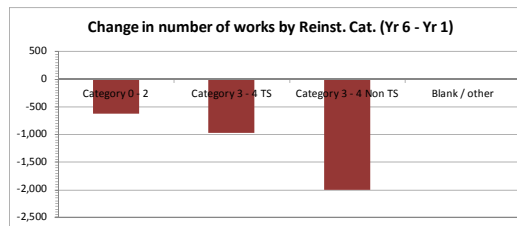


Table A.5: Traffic sensitivity, year on year comparison

REINSTATEMENT CATEGORY	Year 1 2012-13	Year 5 2016-17	Year 6 2017-18	Change (Yr 6 - Yr 1)	
Category 0 - 2	3,598	3,060	2,971	-627	-17.4%
Category 3 - 4 TS	3,890	3,342	2,912	-978	-25.1%
Category 3 - 4 Non TS	6,755	5,538	4,744	-2,011	-29.8%
Blank / other	88	94	94	6	6.8%
<b>All works</b>	<b>14,331</b>	<b>12,034</b>	<b>10,721</b>	<b>-3,610</b>	<b>-25.2%</b>



Change (Yr 6 - Yr 5)	
-89	-2.9%
-430	-12.9%
-794	-14.3%
<b>-1,313</b>	<b>-10.9%</b>

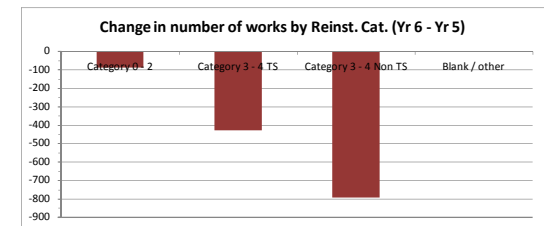


Table A.6: Average works duration, year on year comparison

DURATION	Year 1 2012-13	Year 5 2016-17	Year 6 2017-18	Change (Yr 6 - Yr 1)	
Average duration (days)	2.6	2.7	2.7	0.1	2.3%
<b>Total number of days worked</b>	<b>37,841</b>	<b>33,039</b>	<b>28,743</b>	<b>-9,098</b>	<b>-24.0%</b>

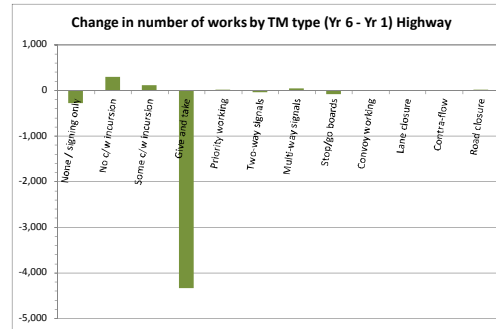
Change (Yr 6 - Yr 5)	
<b>-4,296</b>	<b>-13.0%</b>

## A.2 Highway authority works

Appendix A.2 Highway authority works

Table A.7: Number of works by traffic management type, year on year comparison

TRAFFIC MANAGEMENT TYPE	Year 1 2012-13	Year 5 2016-17	Year 6 2017-18	Change (Yr 6 - Yr 1)	
None / signing only	278			-278	-100.0%
No c/w incursion		350	287	287	
Some c/w incursion		71	113	113	
Give and take	9,537	6,826	5,201	-4,336	-45.5%
Priority working		1	1	1	
Two-way signals	135	113	92	-43	-31.9%
Multi-way signals	25	37	59	34	136.0%
Stop/go boards	132	67	48	-84	-63.6%
Convoy working	2			-2	-100.0%
Lane closure	111	103	108	-3	-2.7%
Contra-flow	1		1		
Road closure	60	126	70	10	16.7%
Blank					
<b>Total</b>	<b>10,281</b>	<b>7,694</b>	<b>5,980</b>	<b>-4,301</b>	<b>-41.8%</b>



Change (Yr 6 - Yr 5)	
-63	-18.0%
42	59.2%
-1,625	-23.8%
-21	-18.6%
22	59.5%
-19	-28.4%
5	4.9%
1	-44.4%
-56	
<b>-1,714</b>	<b>-22.3%</b>

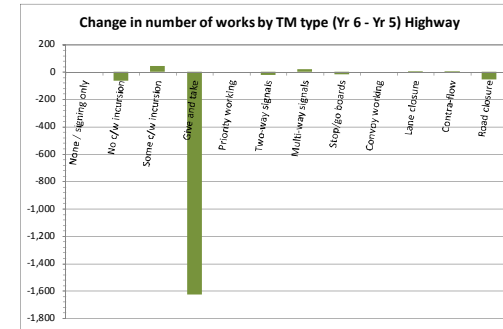
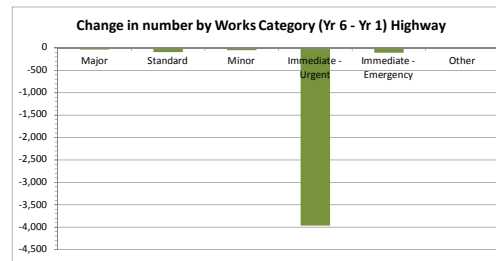


Table A.8: Number of works by works category, year on year comparison

WORKS STOPPED	Year 1 2012-13	Year 5 2016-17	Year 6 2017-18	Change (Yr 6 - Yr 1)	
Major	161	137	113	-48	-29.8%
Standard	279	198	177	-102	-36.6%
Minor	542	525	484	-58	-10.7%
Immediate - Urgent	9,168	6,830	5,200	-3,968	-43.3%
Immediate - Emergency	131	4	6	-125	-95.4%
Other					
<b>Total</b>	<b>10,281</b>	<b>7,694</b>	<b>5,980</b>	<b>-4,301</b>	<b>-41.8%</b>



Change (Yr 6 - Yr 5)	
-24	-17.5%
-21	-10.6%
-41	-7.8%
-1,630	-23.9%
2	50.0%
<b>-1,714</b>	<b>-22.3%</b>

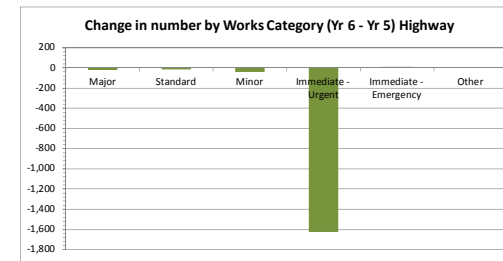


Table A.9: Average works duration, year on year comparison

DURATION	Year 1 2012-13	Year 5 2016-17	Year 6 2017-18	Change (Yr 6 - Yr 1)	
Average duration (days)	2.3	2.2	2.1	-0.2	-9.8%
<b>Total number of days worked</b>	<b>23,939</b>	<b>17,034</b>	<b>12,325</b>	<b>-11,614</b>	<b>-48.5%</b>

Year 6, 2017-18, Duration by works category

MAJOR	STANDARD	MINOR	IMMED. (URGENT)	IMMED. (EMERG.)
21.0	5.8	1.8	1.5	3.8
<b>2,376</b>	<b>1,027</b>	<b>885</b>	<b>8,014</b>	<b>23</b>

Change (Yr 6 - Yr 5)	
-0.1	-4.5%
<b>-4,709</b>	<b>-27.6%</b>

Year 6, 2017-18, Duration by works category

MAJOR	STANDARD	MINOR	IMMED. (URGENT)	IMMED. (EMERG.)
21.0	5.8	1.8	1.5	3.8
<b>2,376</b>	<b>1,027</b>	<b>885</b>	<b>8,014</b>	<b>23</b>

Year 1, 2012-13, Duration by works category

MAJOR	STANDARD	MINOR	IMMED. (URGENT)	IMMED. (EMERG.)
13.8	5.5	2.4	2.0	4.8
<b>2,214</b>	<b>1,541</b>	<b>1,325</b>	<b>18,225</b>	<b>634</b>

Year 5, 2016-17, Duration by works category

MAJOR	STANDARD	MINOR	IMMED. (URGENT)	IMMED. (EMERG.)
7.5	9.2	1.8	1.9	5.0
<b>1,025</b>	<b>1,814</b>	<b>957</b>	<b>13,218</b>	<b>20</b>

Difference, Year 6 - Year 1

MAJOR	STANDARD	MINOR	IMMED. (URGENT)	IMMED. (EMERG.)
7.3	0.3	-0.6	-0.4	-1.0
<b>162</b>	<b>-514</b>	<b>-440</b>	<b>-10,211</b>	<b>-611</b>

Difference, Year 6 - Year 5

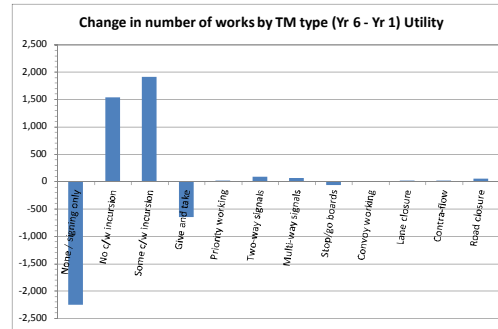
MAJOR	STANDARD	MINOR	IMMED. (URGENT)	IMMED. (EMERG.)
13.5	-3.4	0.0	-0.4	-1.2
<b>1,351</b>	<b>-787</b>	<b>-72</b>	<b>-5,204</b>	<b>3</b>

### A.3 Utility works

Appendix A.3 Utility works

Table A.10: Number of works by traffic management type, year on year comparison

TRAFFIC MANAGEMENT TYPE	Year 1 2012-13	Year 5 2016-17	Year 6 2017-18	Change (Yr 6 - Yr 1)	
None / signing only	2,257			-2,257	-100.0%
No c/w incursion		1,166	1,541	1,541	
Some c/w incursion		1,921	1,913	1,913	
Give and take	1,318	663	670	-648	-49.2%
Priority working	4	17	19	15	375.0%
Two-way signals	185	256	266	81	43.8%
Multi-way signals	123	164	188	65	52.8%
Stop/go boards	98	36	26	-72	-73.5%
Convoy working		1			
Lane closure	32	35	44	12	37.5%
Contra-flow	1	1	4	3	300.0%
Road closure	32	80	85	53	165.6%
Blank					
<b>Total</b>	<b>4,050</b>	<b>4,340</b>	<b>4,756</b>	<b>706</b>	<b>17.4%</b>



Change (Yr 6 - Yr 5)	
375	32.2%
-8	-0.4%
7	1.1%
2	11.8%
10	3.9%
24	14.6%
-10	-27.8%
-1	-100.0%
9	25.7%
3	300.0%
5	6.3%
<b>416</b>	<b>9.6%</b>

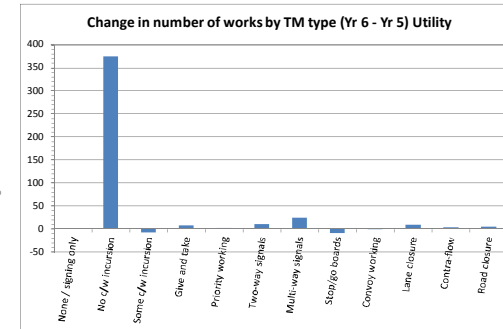
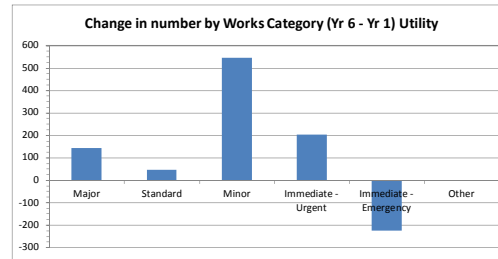


Table A.11: Number of works by works category, year on year comparison

WORKS STOPPED	Year 1 2012-13	Year 5 2016-17	Year 6 2017-18	Change (Yr 6 - Yr 1)	
Major	93	189	234	141	151.6%
Standard	337	372	381	44	13.1%
Minor	2,259	2,355	2,804	545	24.1%
Immediate - Urgent	877	1,107	1,079	202	23.0%
Immediate - Emergency	484	317	258	-226	-46.7%
Other					
<b>Total</b>	<b>4,050</b>	<b>4,340</b>	<b>4,756</b>	<b>706</b>	<b>17.4%</b>



Change (Yr 6 - Yr 5)	
45	23.8%
9	2.4%
449	19.1%
-28	-2.5%
-59	-18.6%
<b>416</b>	<b>9.6%</b>

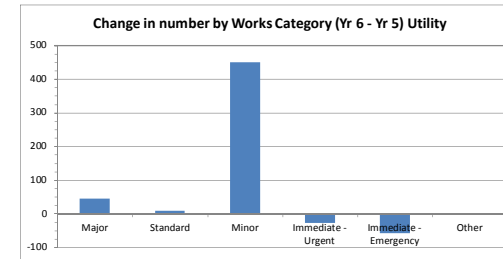


Table A.12: Average works duration, year on year comparison

DURATION	Year 1 2012-13	Year 5 2016-17	Year 6 2017-18	Change (Yr 6 - Yr 1)	
Average duration (days)	3.4	3.7	3.5	0.1	2.0%
<b>Total number of days worked</b>	<b>13,902</b>	<b>16,005</b>	<b>16,418</b>	<b>2,516</b>	<b>18.1%</b>

Year 6, 2017-18, Duration by works category

MAJOR	STANDARD	MINOR	IMMED. (URGENT)	IMMED. (EMERG.)
14.3	6.5	1.9	3.4	5.9
<b>3,351</b>	<b>2,468</b>	<b>5,352</b>	<b>3,717</b>	<b>1,530</b>

Change (Yr 6 - Yr 5)	
-0.2	-5.4%
<b>413</b>	<b>2.6%</b>

Year 6, 2017-18, Duration by works category

MAJOR	STANDARD	MINOR	IMMED. (URGENT)	IMMED. (EMERG.)
14.3	6.5	1.9	3.4	5.9
<b>3,351</b>	<b>2,468</b>	<b>5,352</b>	<b>3,717</b>	<b>1,530</b>

Year 1, 2012-13, Duration by works category

MAJOR	STANDARD	MINOR	IMMED. (URGENT)	IMMED. (EMERG.)
19.6	5.9	1.7	4.6	4.6
<b>1,822</b>	<b>1,978</b>	<b>3,851</b>	<b>4,018</b>	<b>2,233</b>

Year 5, 2016-17, Duration by works category

MAJOR	STANDARD	MINOR	IMMED. (URGENT)	IMMED. (EMERG.)
15.3	6.5	2.0	3.7	5.5
<b>2,896</b>	<b>2,427</b>	<b>4,801</b>	<b>4,127</b>	<b>1,754</b>

Difference, Year 6 - Year 1

MAJOR	STANDARD	MINOR	IMMED. (URGENT)	IMMED. (EMERG.)
-5.3	0.6	0.2	-1.1	1.3
<b>1,529</b>	<b>490</b>	<b>1,501</b>	<b>-301</b>	<b>-703</b>

Difference, Year 6 - Year 5

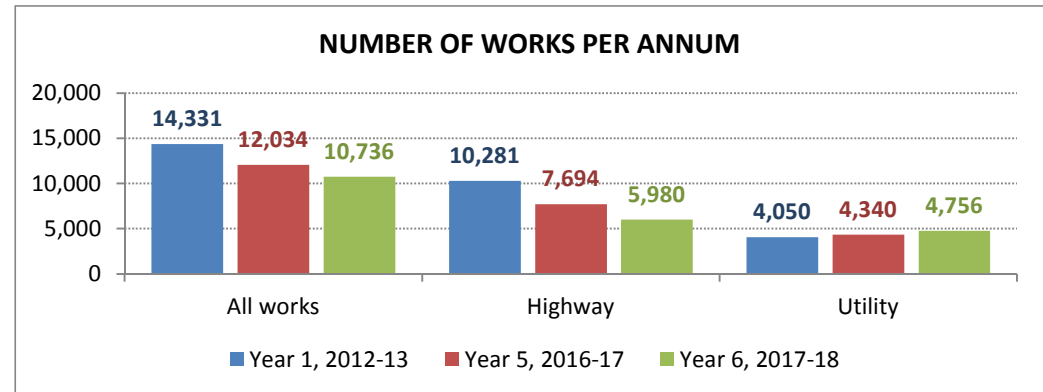
MAJOR	STANDARD	MINOR	IMMED. (URGENT)	IMMED. (EMERG.)
-1.0	0.0	-0.1	-0.3	0.4
<b>455</b>	<b>41</b>	<b>551</b>	<b>-410</b>	<b>-224</b>

**B. SCHEME BENEFITS**

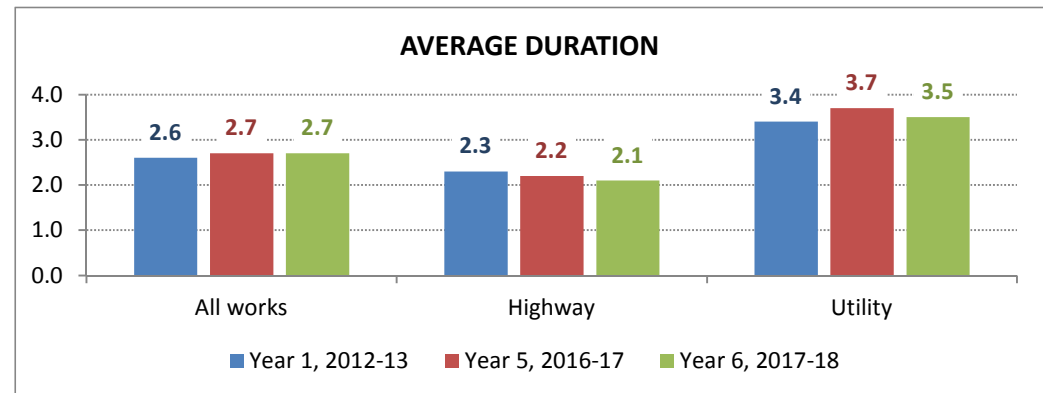
**B.1 Summary**

## SCHEME BENEFITS

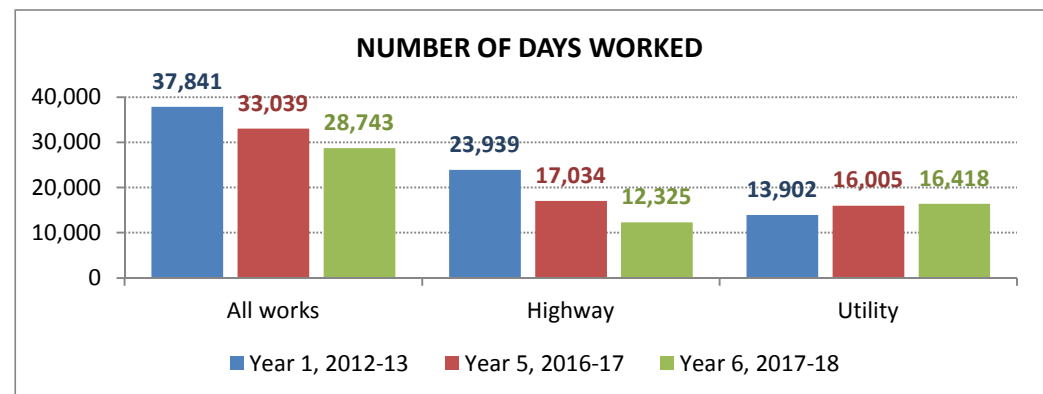
NUMBER OF WORKS (number)			
	All works	Highway	Utility
Year 1, 2012-13	14,331	10,281	4,050
Year 5, 2016-17	12,034	7,694	4,340
Year 6, 2017-18	10,736	5,980	4,756
Change, Year 6 - Year 5	-1,298	-1,714	416
Change (%)	-10.8%	-22.3%	9.6%



AVERAGE DURATION (days)			
	All works	Highway	Utility
Year 1, 2012-13	2.6	2.3	3.4
Year 5, 2016-17	2.7	2.2	3.7
Year 6, 2017-18	2.7	2.1	3.5
Change (days)	0.0	-0.1	-0.2



DAYS WORKED (days)			
	All works	Highway	Utility
Year 1, 2012-13	37,841	23,939	13,902
Year 5, 2016-17	33,039	17,034	16,005
Year 6, 2017-18	28,743	12,325	16,418
Change, Year 6 - Year 5	-4,296	-4,709	413
Change (%)	-13.0%	-27.6%	2.6%



**C. SCHEME OBJECTIVES**

**C.1 Review**



**Table C.1: Scheme Objective Review, Year 6 2017-18**

Scheme Objective	Road Occupancy	Traffic Management	Control of Activity	Inspections & Failures	Regional Co-operation	KPI Monitoring	Score	Potential Actions to Further Improve Performance
	20% reduction in days worked	Use appropriate and safe tm	Direct working at most appropriate times, avoid conflicts between works	FPN reducing from x% to y%, Safe tm practices, e.g. signing & guarding	4 of 5 neighbouring authorities implemented similar schemes	Annual Review & recommendations		
1 Reduce occupation of the highway to benefit all road users	3	1	1				5	Monitor & record delays at TM
2 Obtain greater control of all activities on the public highway		2	2				4	
3 Minimise/avoid/manage delays to all road users	3	1	2	1			7	Also consider impact of TM on non-motorised users
4 Enhance co-ordination of all activities on the highway			1				1	
5 Achieve an improvement in air quality	2	1					3	Review local air quality & also consider TM in terms of air quality impacts
6 Enhance safety of all road users at road and street activities	3	2		2			7	
7 Reduce potential incidents/accidents at road activities		2		2			4	Monitor & record accidents at road works
8 Improve public perception of managing road activities	2	1		2			5	
9 Enhance reliability of journey times	2	2	2				6	
10 Enhance journey experience	2	1					3	Consider alternative methods to advise of significant delays or planned major works
11 Reduce long-term damage to the highway asset			1				1	Collect traffic data to review and update Road Categories
12 Encourage collaborative activities between all activity promoters			1				1	Record & monitor opportunities for collaborative working - considr incentives?
13 Enhance reliability of activities taking place at a particular time, especially on the strategic road network			1				1	Different traffic sensitive periods for Key Route Network?
14 Promote best practices across St Helens		2	2				4	
15 Promote common activity practices across the region to ensure ease of operation for activity promoters					3		3	
16 Enhanced cross-boundary co-operation					1		1	Mersey area Key Route Network, Gazetteer review to ensure consistent approach
17 Demonstrate parity for all activity promoters						2	2	
18 Reduce instances of customer complaints regarding road and street activities		1					1	Record and monitor complaints & dispute resolution
19 Reduce the impact of noise on residents by having greater control of timing of activities	2		1				3	
<b>TOTAL SCORE</b>							<b>62</b>	

Benefit weighting;

Slight, 1  
Moderate, 2  
Substantial, 3