



## Application Form: bids for funding in 2019/20

The level of information provided on this form should be proportionate to the size and complexity of the works proposed. An Excel data proforma should also be completed.

Note that DfT funding is a maximum of £5 million per project for bids in 2019-20. An individual local highway authority may apply to bid for only one scheme. Funding will be provided in 2019/20, but it is recognised that construction may go into 2020/21 as well. The closing date for bids is 31 October 2019.

For schemes submitted by a Combined Authority for component authorities a separate application form should be completed for each scheme, then the CA should rank them in order of preference.

### Applicant Information

**Local authority name:** Lancashire County Council

**Bid Manager Name and position:** Paul Binks – Asset Manager

*Name and position of officer with day to day responsibility for delivering the proposed scheme.*  
David Hurford – Bridges and Structures Manager

**Contact telephone number:** 01772 532210

**Email address:** paul.binks@lancashire.gov.uk

**Postal address:** Asset Management,  
PO Box 100  
County Hall  
Preston, Lancashire

**Postcode** PR1 0LD

### **Combined Authorities**

*If the bid is from a local highway authority within a Combined Authority, please specify the contact and ensure that the Combined Authority has submitted a Combined Authority Application Ranking Form.*

**Name and position of Combined Authority Bid Co-ordinator:** N/A

When authorities submit a bid for funding to the Department, as part of the Government's commitment to greater openness in the public sector under the Freedom of Information Act 2000 and the Environmental Information Regulations 2004, the local highway authority must also publish a version excluding any commercially sensitive information on their own website within two working days of submitting the final bid to the Department.

**Please specify the weblink where this bid will be published:**

<http://www.lancashire.gov.uk/council/transparency.aspx>

## **SECTION A – Description of works**

**A1. Project name:** East Lancashire Large Retaining Walls

### **A2. Headline description:**

**Proposed start date** \_\_ March 2020 \_\_\_\_\_

**Estimated Completion date** \_\_ March 2022 \_\_\_\_\_

#### **Brief description**

This programme of work comprises repointing, sectional reconstruction and other maintenance activities of a high or medium priority nature on large retaining walls, over 3m height, which support or are adjacent to adopted highways within East Lancashire, the area includes many old retaining walls reflecting the area's heritage and the hilly terrain.

The nature of the work is such that an immediate site start is achievable on some of the walls whilst others will require longer mobilisation times to accommodate Temporary Traffic Regulation Orders, environmental studies and land. Consequently delivery is programmed over a two year period.

### **A3. Geographic area:**

*Please provide a short description of the location referred to in the bid (in no more than 50 words).*

East Lancashire comprises 5 districts covering 1074 km<sup>2</sup> serving a population of 391,699 people, lying to the west of the Pennines. The geography of the area comprises steep sided valleys with principal roads running along or at the valley bottom or parallel with watercourses.

Appendix A shows the area covered.

### **A4. Type of works (please tick relevant box):**

**DfT funding of up to £5 million in 2019/20**

Structural maintenance, strengthening or renewal of bridges, viaducts, retaining walls or other key structures, footbridge or cycle bridge renewal



Major maintenance, full depth reconstruction of carriageways, structural maintenance of tunnels



Resurfacing of carriageways including improvements to footways or cycleways that are within the highway boundary



Renewal of gullies and replacement of drainage assets



## **SECTION B – The Business Case**

### **B1. The Financial Case – Project Costs and Profile**

Before preparing a proposal for submission, bid promoters should ensure they understand the financial implications of developing the project (including any implications for future resource spend and ongoing costs relating to maintaining and operating the asset), and the need to secure and underwrite any necessary funding outside the Department's maximum contribution.

Please complete the table below. **Figures should be entered in £000s** (i.e. £10,000 = 10).

#### **Funding profile (Nominal terms)**

<b>£000s</b>	<b>2019-20</b>	<b>2020-21</b>
<i>DfT Funding Sought</i>	£3.168	<i>DfT funding not available in 2020-21</i>
<i>LA Contribution</i>	0	£0.792m
<i>Other Third Party Funding</i>	<i>none</i>	<i>none</i>

#### **Notes:**

- 1) Department for Transport funding will be granted in the 2019-20 financial year but local highway authorities may carry that funding over to following financial years if necessary.
- 2) There is no specific amount for a local contribution by the local authority and/or a third party but if this is proposed please state what this is expected to be.

### **B2. Local Contribution / Third Party Funding**

Please provide information on the following points (where applicable):

- a) The non-DfT contribution may include funding from the local authority or a third party. This should include evidence to show how any third party contributions are being secured, the level of commitment and when they will become available.  
**Local contribution will be provided by Lancashire County Council.**
- b) Please list any other funding applications you have made for this project or variants of it and the outcome of these applications, including any reasons for rejection (e.g. applications made through any similar competition).  
**None**

### **B3. Strategic Case (sections (a) to (g) below)**

This section should **briefly** set out the rationale for making the investment and evidence of the existing situation, set out the history of the asset and why it is needs to be repaired or renewed. It should also include how it fits into the overall asset management strategy for the authority and why it cannot be funded through the annual Highways Maintenance Block Funding grant.

#### **Value for Money:**

LCC have employed Jacobs consultancy services to produce a Value For Money Assessment of the proposed programme. The programme is expected to deliver £78.4million of benefits (2010 prices, 2010 values). The programme has schemes with a Benefit to Cost Ratio (BCR) on average of 49.9 and is subsequently expected to deliver 'High' Value for Money based on DfT guidance. Appendix B

(i) contains the results of the Value for Money exercise, the BCR scores and further details about each individual scheme. Appendix B (ii) is the Value For Money Assessment Technical note.

Programme aims:

The aim of the programme is to maintain the Resilient Route Network in East Lancashire to retain links for all vehicles with areas of housing, employment and economic growth. This will entail major repairs to the retaining walls identified (or their removal and/or replacement) to ensure the route is capable of supporting all vehicle types and consequently providing a key link to existing and potential development sites, to enable the unlocking of development sites directly adjacent to the route.

The programme subsequently has the following strategic objectives:

- Protect and retain the use of the Resilient Route Network to establish or maintain links with areas of housing, employment, and economic growth.
- Maintain the quality of life for residents who would be affected by alternative routing of HGVs.
- To secure the best solution for the long-term management and safety of the structures along the route, namely the retaining walls identified.
- Prevent further restrictions to the use of retaining walls, which would cause congestion on alternative routes.
- Reduce the need for ongoing monitoring, inspections and emergency maintenance, to facilitate lower life costs and reduction in public sector expenditure.

Programme:

Appendix C contains the works delivery programme and Appendix D the Programme Risk Analysis.

Policy Alignment:

Fully repaired retaining walls on the Resilient Route Network will be essential to gaining the maximum benefit from the regeneration of sites in and around East Lancashire, as well as supporting existing businesses in this area.

Alignment with key priorities of Lancashire's Local Transport Plan (2011-2021) include:

- Improving access to areas of economic growth and regeneration – this would be achieved by retaining good links to the Resilient Route Network and not precluding future development of potential sites for housing and employment use.
- Reducing carbon emissions and its effects – rerouting of traffic and particularly HGVs could be introduced on along the Resilient Route Network, vehicles would be required to significantly travel further than if the routes remained available, therefore leading to an increase in carbon emissions.
- Maintenance of assets – repairing the structures, so they remain fit for purpose, as well as reducing the ongoing maintenance and monitoring burden.
- Improving peoples' quality of life and safety of vulnerable road users – this would be achieved by retaining suitable routes for large vehicles, avoiding an increase in large vehicle diversions along less suitable routes.

**a) What are the current problems to be addressed by the proposed works? (Describe economic, environmental, social problems or opportunities which will be addressed by the scheme).**

All walls in this category in East Lancashire have been considered and grouped according to when work is required to be done and scale of the works required. The following criteria has then been used to prioritise the backlog of works:

- High Priority: Requires immediate work/work required over £120k (estimate) and on Resilient Route Network
- Medium Priority1: Requires work within next 5 years, on Resilient Route Network
- Medium Priority 2: Requires immediate work

The key routes covered by the schemes are as follows:

- A56 – a major north-south dual carriageway linking East Lancashire with Manchester between the M65 and M66
- A646/A678/A679/A671/A680/A681/A682 – Major local routes within East Lancashire linking the main towns of Accrington, Burnley, Blackburn, Padiham, Nelson, Colne, Todmorden, Haslingden and Rawtenstall

Intervention is necessary, because if the structures are left to deteriorate further, access along the Resilient Route Network will need to be constrained through weight and/or lane restrictions or closed entirely.

**b) Why the asset is in need of urgent funding?**

Many of these structures are old, long masonry walls, either retaining the highway or supporting land adjacent to the highway. Inspection and maintenance of these structures has only been done since 2013; prior to this they were maintained under an agency agreement with district councils. Pre-2013 they were not inspected with the same rigor as they should have been. Many are showing signs of movement and maintenance works are necessary. Works on these structures will be expensive as work on them will require road closures, service diversions and, as many are alongside water courses environmental restrictions will apply.

The focus will be on those in LCC ownership, on the Resilient Route network that have a Retaining Wall Critical Indicator (RCIcrit condition score of) less than 65, which is considered poor under national standards.

**c) What options have been considered and why have alternatives have been rejected?**

LCC is not currently in a position to fund the continued long-term maintenance of the structures along the Resilient Route Network from its annual DfT Maintenance Grant alongside the other priorities set out in the Transport Asset Management Plan (TAMP). The TAMP promotes preventative maintenance over reactive maintenance, and has prioritised investment and improvements in the Condition of ABC roads in the first phase (2014/5 – 2019/20). The priorities for Phase 2 are currently being considered following extensive lifecycle modelling work and development of the draft Corporate Capital Strategy. It is anticipated that increased investment in structures will not be available until Phase 3 (2026/27 – 2030/31). LCC would attempt to undertake temporary maintenance work to parts of the Resilient Route Network to ensure that it does not deteriorate further. However, the nature of the works presently required are such that this maintenance would does not form a cost-effective solution.

If an updated maintenance solution is not developed and implemented now, the condition of the retaining walls will deteriorate further, with the required repair work becoming more severe. In addition, the asset would continue to depreciate at a quicker rate if repair work isn't undertaken.

Three main options have been considered:

**1. Do nothing**

- Continued monitoring of retaining walls
- Retaining walls collapsing resulting in emergency closures at a high number of the sites within 5 years. By 2025 probable restrictions on the Resilient Route Network and a rerouting of traffic, including HGVs.

This option has been rejected as it will restrict access to roads. This option also results in a higher overall works costs. In all likelihood if the preferred option is not available the Do Minimum approach would be chosen.

**2. Do minimum**

- Continued monitoring of retaining walls.
- The road is safeguarded using temporary measures and the network is compromised.
- Management of permitted traffic loading could be implemented by introducing permanent weight restrictions and permanent physical measures such as reduction in the number of lanes.
- Works carried out in a phased manner over a number of years.
- Likely temporary road closures of one year (assumed in 2025 for Value for Money exercise)

This option has been rejected at this time because it still requires high upfront costs and higher overall costs due to installing the safeguarding measures and deferring the works. This option has also been rejected as it leaves the roads in an unacceptable state of accessibility. Any work funded on these routes would be at the expense of high risk schemes elsewhere on the network.

### 3. Major Maintenance (The preferred option)

- Major repairs to the retaining walls

The reasons for this being that the option addresses safety concerns and presents a reasonable capital expense. This pre-emptive maintenance will remove the need to impose temporary road closures of up to one year, as per Do Minimum scenario.

Further analysis has been carried out to better understand the implications of this option, resulting in providing a Very High Benefit to Cost Ratio (BCR). The BCR was generated based on a range of factors including the impact of proposed changes on journey time necessitated by road closures and subsequent diversions in the Do Minimum Case and changes to accident susceptibility.

#### d) What are the expected benefits / outcomes?

The scheme benefits will be:

- The Resilient Route Network is maintained without the requirement to install any of the restrictions in the 'do minimum' option
- £78.4million of benefits (2010 prices, 2010 prices).
- Unrestricted vehicular access will assist in local regeneration assessed by monitoring of abnormal loads accessing developing/expanding housing and employment sites

#### f) What will happen if funding for this scheme is not secured? Would an alternative (lower cost) solution be implemented (if yes, please describe this alternative and how it differs from the proposed scheme)?

LCC is not currently in a position to fund the continued long-term maintenance of the structures along the Resilient Route Network from its annual DfT Maintenance Grant. It would attempt to undertake temporary maintenance work to parts of the Resilient Route Network to ensure that it does not deteriorate further. However, the nature of the works presently required are such that this maintenance does not form a cost-effective solution.

If work is not undertaken on the walls then in the next 5 years key routes are likely to be closed, resulting in community severance and long diversions, or one way working/traffic lights that will affect congestion. This will have an effect on the economy of the area, cause increased air pollution, and restrict access to health, employment and education opportunities and significant inconvenience to those who are reliant on public transport.

If an updated maintenance solution is not developed and implemented now, the condition of the retaining walls will deteriorate further, with the required repair work becoming more severe and more expensive. In addition, the assets would continue to depreciate at a quicker rate if repair work isn't undertaken.

**g) What are the economic, environmental and social impacts of completing this project?**

The Resilient Route Network provides key links between the development sites identified in the East Lancashire Masterplan.

A key driver of East Lancashire's economic development is the Lancashire Enterprise Partnership (LEP), of which both Lancashire County and Blackburn with Darwen councils are members.

The Partnership has an approved Business Plan 2017 - 2020 which sets out how strong and sustainable economic growth can be achieved in the county.

Priorities for the LEP include Developing Great Places to Live and Work, Supporting Business Growth, Investing in Growth, Championing Key Sectors and Better Connectivity; all of which are reliant on keeping the Resilient Route Network open.

Whilst the LEP provides the strategic vision for Lancashire's growth, how land is used is a vital factor in how an area's economy and people develop. Housing and development must support economic growth but must also ensure that public health considerations are taken into account and that future plans are sustainable.

Analysis of data from the Office for National Statistics shows that east Lancashire falls behind the Lancashire (12 District) as a whole and the UK in a number of key socio-economic factors and has a high reliance on the highway infrastructure to help maintain its economy and connections to services:

- Gross value added (GVA) for the area totaled £7.74 billion in 2017 with a GVA per head figure of £19,808, compared with the Lancashire-12 figure of £22,627 and UK £27,298
- east Lancashire has 8% of the businesses, 21% of jobs and 30.5% of its GVA in manufacturing sector compared with 4%, 7.9% and 10.2% respectively for the UK
- APS Unemployment rate is 5.2% for east Lancashire, whilst 4.4% for Lancashire (12 districts) and 4% UK

The English Indices of Deprivation (IoD), 2019, were published by the Ministry of Housing, Communities & Local Government (MHCLG) on 26 September 2019.

Within the Lancashire-12 area, Burnley is the most deprived district within the Lancashire-12 area, with an IMD rank of average rank of 11, where one is the most deprived and 317 is the least deprived. Burnley and Hyndburn (ranked 18<sup>th</sup> for the IMD rank of average rank measure) both fall in the top 10% most deprived local authority areas in England. Pendle (36) falls in the top 20% most deprived authority areas in the country, whilst Rossendale (91) falls in the top 30% most deprived authority areas for this measure

Letters of support have been received from each of the 5 District Council's and the LEP (Appendix E (i-vi))

**B4. Equality Analysis**

Has any Equality Analysis been undertaken in line with the Equality Duty?  Yes  No

A copy of this is attached at Appendix F which shows that no groups will be disadvantaged as a result of undertaking this scheme.

## B5. The Commercial Case

This section categorises the procurement strategy that will be used to appoint a contractor and, importantly for this fund, set out the timescales involved in the procurement process to show that delivery can proceed quickly.

What is the preferred procurement route for the scheme? For example, if it is proposed to use existing framework agreements or contracts, the contract must be appropriate in terms of scale and scope.

Framework contract

Direct labour

Competitive tender

*\*It is the promoting authority's responsibility to decide whether or not their scheme proposal is lawful; and the extent of any new legal powers that need to be sought. Scheme promoters should ensure that any project complies with the Public Contracts Regulations as well as European Union State Aid rules, and should be prepared to provide the Department with confirmation of this, if required. An assurance that a strategy is in place that is legally compliant and is likely to achieve the best value for money outcomes is required from your Section 151 Officer below.*

## B6. Delivery of project

Are any statutory procedures, such as planning permission, required to deliver the project? If yes please provide details below;

Yes  No

Details of statutory procedures before works can commence

**Entry onto private land**

**Consents with Environment Agency and local Flood Risk Authorities**

**NRSWA consultation with Statutory Undertakers.**



## **SECTION C: Declarations**

### **C1. Senior Responsible Owner Declaration**

As Senior Responsible Owner for East Lancashire Retaining Walls I hereby submit this request for approval to DfT on behalf of Lancashire County Council and confirm that I have the necessary authority to do so.

I confirm that Lancashire County Council will have all the necessary powers in place to ensure the planned timescales in the application can be realised.

Name: Mike Kirby

Signed:

Position: Director of Strategy and Performance



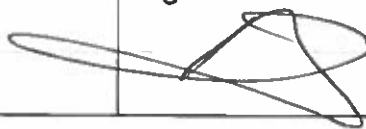
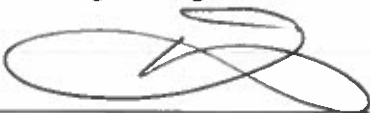
### **C2. Section 151 Officer Declaration**

As Section 151 Officer for Lancashire County Council I declare that the scheme cost estimates quoted in this bid are accurate to the best of my knowledge and that Lancashire County Council

- has allocated sufficient budget to deliver this scheme on the basis of its proposed funding contribution
- will allocate sufficient staff and other necessary resources to deliver this scheme on time and on budget
- accepts responsibility for meeting any costs over and above the DfT contribution requested, including potential cost overruns and the underwriting of any funding contributions expected from third parties
- accepts responsibility for meeting any ongoing revenue requirements in relation to the scheme
- accepts that no further increase in DfT funding will be considered beyond the maximum contribution requested
- has the necessary governance / assurance arrangements in place
- has identified a procurement strategy that is legally compliant and is likely to achieve the best value for money outcome
- will ensure that a robust and effective stakeholder and communications plan is put in place

Name: Angie Ridgwell

Signed:



### **Submission of bids:**

The deadline for bid submission is 5pm on **31 October 2019**

Successful bids for Challenge Fund Tranche 2B are to be funded in 2019/20.

An electronic copy only of the bid including any supporting material should be submitted to:

[roadmaintenance@dft.gov.uk](mailto:roadmaintenance@dft.gov.uk) copying in [Paul.O'Hara@dft.gov.uk](mailto:Paul.O'Hara@dft.gov.uk)

